

## Section 2 - The Strategy (2003)

This strategy is structured in general accordance with the waste hierarchy (waste reduction, followed by re-use, followed by recovery (recycling, composting, energy recovery followed by disposal). However, in practice many initiatives tend to cut across different levels in this hierarchy. This is particularly true of educational initiatives that tend to encourage a general shift up the waste management hierarchy.

### 2.1 Partnership Working, Community Involvement and Education

2.1.1 Suffolk's local authorities are committed to working together, and with others, to improve waste management in Suffolk.

#### *Working Together*

2.1.2 There is a good track record in Suffolk of the WCAs working together with each other and the WDA to improve the management of waste in Suffolk. This working relationship has been enhanced by undertaking the steps necessary to prepare this Strategy. Contact between the relevant authorities takes place at all levels within the authorities.

2.1.3 In the past this joint working has tended to focus on sharing experience, addressing common problems and formulating joint responses to government policy. More recently this joint working has developed into promoting common messages on waste management, cross funding between authorities to ensure targets are met and cooperation on joint contracts running across local authority boundaries and/or increasing efficiency. The work on the Local Public Service Agreement is a good example of such joint working.

2.1.4 Suffolk's local authorities remain committed to enhancing the joint working between authorities where this will minimise costs and improve waste management in Suffolk.

**Policy 1 – We will enhance joint working between authorities to improve waste management services in Suffolk. Joint working will include:**

- 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.

#### *Working with Others*

2.1.5 Joint working between authorities is important as local authorities cannot work effectively in isolation. If waste management in Suffolk is to be significantly changed it is vital that the active and effective participation of the public, community groups, the waste management industry and governmental bodies is secured.

2.1.6 Considerable effort has been given to ensuring that the approach followed in this strategy reflects the views, expectations and aspirations of these organisations. There are many differing opinions about how waste should be managed it is hoped that the Strategy represents an important step forward by building a consensus.

Policy 2 – 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:

- 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.

2.1.7 Promoting and supporting the activities of the community is likely to be a particular focus of activity over the next few years. This may involve working with the community groups to enable them to deliver certain waste services. There are a large number of community groups that are active in Suffolk but which tend to operate in relative isolation. In an attempt to improve the co-ordination between these groups, ensure that their activities do not conflict with the intentions of the local authorities, and to give an increased opportunity for them to input into policy formulation a Community Recycling Network Group has recently been formed. It is expected that a website ([www.scrn.org.uk](http://www.scrn.org.uk)) will be established shortly to promote sharing of information and liaison between different community groups.

### Education

2.1.8 There are a number of ongoing public education and awareness campaigns related to waste management. These seek to alter behaviour in a number of ways generally to shift waste management patterns further up the waste hierarchy. The objectives of these are generally to:

- Increase participation in kerbside programmes;
- Improve the quality of materials collected through kerbside programmes;
- Promote the source separation of materials at the HWRCs;
- Increase use of recycling bring sites;
- Increase participation in home composting;
- Encourage waste reduction and re-use;
- Support community recycling initiatives;
- Teach children about the value of recycling and composting; and
- Establish waste education collection programmes in schools.

2.1.9 These campaigns will be co-ordinated across the County by the Recycling and Waste Minimisation Group, which is a working group comprising representatives of all Suffolk's local authorities. The objectives of the education programme will be achieved using a variety of methods, including the production of flyers, leaflets, local newsletters and attendance at events. Specific initiatives being promoted at present include:

- The Shop Smart campaign (aimed at reducing the amount of packaging bought);

- The promotion of home composting through the sale of home composting bins;
- Attendance at events such as the Suffolk Show and the West Suffolk Show and giving presentations to community groups;
- Education aimed at promoting recycling and composting in schools as part of the Teaching Recycling and Composting in Schools (TRACs) programme; and
- Promoting the use of cloth nappies.

**2.1.10** The need to produce consistent messages to the public across Suffolk has been recognised and funding has been made available through the Department for Environment, Food and Rural Affairs (DEFRA) to ensure that a co-ordinated approach is taken regarding the production and delivery of education materials.

**2.1.11** Educational activities will be co-ordinated with other local government sectors including education and social care programmes and nonprofit organisations. Efforts are also co-ordinated on a regional basis and Suffolk authorities participate in the Anglia Regional Waste Awareness Campaign, aimed at promoting waste reduction, recycling and composting.

**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.**

## 2.2 Waste Reduction and Re-use

### *Waste Reduction*

**2.2.1** Waste reduction (sometimes also referred to as waste minimisation) is the prevention of waste being generated in the first place. This means that none of its associated financial and environmental costs will be incurred and it is considered as the most important waste management option. It forms an important part of the National Waste Strategy, but unlike other options identified in the waste hierarchy, waste reduction is not an option that can be selected when we have no further use for a product. To be effective waste reduction needs to be considered when products are being designed, manufactured and subsequently purchased so decisions are made to buy goods that produce less waste.

**2.2.2** The concept of waste reduction is better established in the business sector than it is in the household sector. Waste producers have certain responsibilities to recover packaging waste.

**2.2.3** The term waste reduction is often used in a broader sense and overlaps with recycling and composting initiatives but, for purposes of preparing this strategy a rather strict definition of reduction has been used and other measures are considered under the sections dealing with recycling, composting and disposal. In particular, the method by which waste is collected has been assumed, for the purposes of this strategy, not to impact on waste reduction. It can have a significant impact on the amount of waste collected and how this waste is distributed between different collection methods and authorities but there is no evidence

to suggest that the method of collection has an impact on the amount of waste produced.

2.2.4 The following represent the main ways in which individuals can reduce the waste they produce:

- avoid buying over packaged goods;
- buy more durable products which are also easier to repair as well; and
- avoid receiving junk mail by removing your name from mailing lists.

2.2.5 There is considerable scope for waste reduction initiatives to limit the amount of waste that is produced in the UK. Although local authorities do have certain powers under the Waste Minimisation Act 1998, the activities of local authorities are largely limited to:

- education and awareness campaigns to persuade consumers to buy products to minimise waste;
- working with businesses and community groups locally in order to make sure low waste options are available locally; and
- lobbying of government for changes in national legislation and/or taxation regimes.

2.2.6 The restricted ability of local authorities to charge for the collection of household waste resulting from the Environmental Protection Act 1990 is a considerable limiting factor on the ability of authorities to raise the profile of waste reduction.

2.2.7 Under current legislative regimes there is much more scope to promote genuine waste reduction measures at the national level than at the local level. Use of regulation or taxation regimes can have a significant impact on waste production over comparatively short periods. An example of such an initiative elsewhere in Europe is a tax introduced on plastic bags in the Irish Republic.

2.2.8 Local Authorities in Suffolk also have internal policies to minimise the waste generated by their own activities but as this waste is not necessarily defined as municipal it has not been addressed in this strategy. However, Suffolk's local authorities are aware of the impact their own activities can have on the public perception of their commitment to a sustainable waste policy.

**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.**

### *Re-use*

2.2.9 When the generation of waste cannot be avoided the aim should be to re-use as much of it as possible. Historically re-use has been more significant than is the case today. Traditional systems of products being delivered in refillable containers, sometimes with deposit refund schemes, have been in decline for some years.

2.2.10 Many products are designed to be used more than once. Re-usable food and drink containers, rechargeable

batteries and car tyres (which can be retreaded) are the examples cited in the National Waste Strategy (pt 2 page 66). In other instances, goods can be refurbished or reconditioned to enable them to be re-used.

- 2.2.11 There remains considerable re-use of goods that would otherwise be discarded: plastic bags as bin liners; old clothes as cleaning cloths; and glass jars for storage are examples. Charity shops and car boot sales provide an important means of securing the re-use of clothes and other items that would otherwise be discarded.
- 2.2.12 Once waste has been discarded into a kerbside collection system it is generally not possible to recover it for re-use. However, there is scope for local authorities to actively re-use waste collected through the HWRCs and through separate kerbside collections of bulky waste.
- 2.2.13 A wide variety of re-use initiatives are currently operating across Suffolk including but not limited to:
- The Ipswich Furniture Project;
  - The Gatehouse Furniture Store;
  - The Suffolk Scrap Store;
  - Sudbury Resource Centre.

**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.

### *Reduction, Re-use and projected waste growth*

- 2.2.14 It should be noted that it is very difficult, if not impossible, to reliably measure the success of waste reduction schemes or the quantities of waste re-used despite the fact that such matters can have a significant impact on the overall level of waste collected.
- 2.2.15 In para 2.2.3 it is recognised that waste collection systems can have an impact on the amount of waste collected and how this is distributed between different methods of collection. Although there is little evidence to suggest a link between collection systems and genuine waste reduction there is a link between collection systems and re-use, recycling and composting. In particular restricting capacity for residual waste disposal at the kerbside appears to increase the extent of participation in waste re-use, recycling and composting initiatives.
- 2.2.16 As the Recycling Plans of this strategy contain details of a variety of different collection schemes either existing or to be introduced over different parts of the County it is apparent that no single assumption can be made about the extent of change in the amount of waste collected. Different assumptions have been made in different instances to reflect local circumstances and intentions.

2.2.17 In view of the intention to increase the source separation of waste, particularly from the kerbside, it will be difficult to limit the growth in waste collected. How these schemes can be introduced without substantially increasing the amount of waste collected is considered further below.

## 2.3 Recycling and Composting

2.3.1 Recycling and composting is central to this strategy. The 'vision' which underpinned the preparation of the strategy referred to the aim "to recycle or compost at least 60% of municipal waste". The 'vision' did not specify a date for achievement of this 60% target but the Framework Document indicated that 2010 would be aimed for. As current recycling rates are near 20% this would represent a massive change in waste management practice.

### *Recycling at the Kerbside*

2.3.2 In order to achieve the 60% target, a 'three stream' collection system will have to be introduced to collect different elements of the waste stream from the kerbside of the vast majority of households in Suffolk. The three collections would be:

- 1) Mixed dry recyclable waste - To include paper, cardboard, textiles, cans and plastics (note the infrastructure to include glass in such collections is not in place and there is evidence to suggest that including glass may increase contamination of other materials collected);
- 2) Compostable waste - To include both garden and certain types of kitchen waste; and
- 3) Residual waste.

2.3.3 As can be seen from the recycling plans there is no common approach to the method of collection (bin, bag etc) or the frequency of collection. These matters will be determined in the light of local circumstances including geography, the historic approach to waste collection, funding available, and the views of local people. However, there will be consistency about the range of wastes to be collected through the mixed dry recyclable and compostable collections to enable infrastructure to be shared and common publicity campaigns.

2.3.4 It is recognised that this 'three-stream' kerbside collection will not be appropriate for all of the County. Places where it may not be appropriate include:

- 1) Dense urban areas with a high proportion of flats and/or shared accommodation where there is either insufficient space to enable people to participate or expected participation rates would be low; and
- 2) Remote rural areas where the distances involved in running separate collection rounds mean that that the costs of introducing the system would be prohibitive or the balance of environmental impacts negative.

In these areas different approach to waste collection will be developed. In the urban areas these may involve communal bins and/or the intensive provision of bring sites. In the rural areas special efforts is likely on the promotion of home or community composting, and re-use in addition to the provision of bring sites. In many of these areas it will still be possible to collect the 'three streams' separately but not direct from the kerbside.

- 2.3.5** The extent of the County that will be covered by the 'three-stream' kerbside collection cannot be determined at present. According to the 2001 census<sup>5</sup> only 10.5% of the household spaces in Suffolk are flats, two thirds of spaces are either detached or semi-detached properties. Although over 300 parishes in Suffolk have 500 people or less living in them, such parishes only account for 10.2% of the population<sup>6</sup>. It is expected that at least 80% of the households in the County will be suitable for the 'three-stream' kerbside collection method and that this will include at least half of the households in each WCA authority area.
- 2.3.6** Even with the introduction of a 'three-stream' collection to over 80% of the households in Suffolk the 60% recycling and composting target is still challenging. Trials conducted by St Edmundsbury Borough and Forest Heath District Councils suggest that up to 61%<sup>7</sup> may be achieved by the introduction of such systems, but this is dependent on securing high participation rates.
- 2.3.7** As part of these trials a number of different frequencies of collection were tested. Higher participation rates were achieved in those areas where the separate collections of recyclable and compostable material were run alongside the fortnightly collection of residual waste. Although the reasons for this are not certain it appears that participation rates in kerbside recycling schemes is increased if there is a moderate limit of the capacity available for residual waste disposal.
- 2.3.8** Costs of waste management will change over time. Currently any savings produced by recycling or composting waste rather than landfilling it are outweighed by the additional costs of separate kerbside collection. This is particularly relevant in rural areas where waste collection costs per household are higher than in urban areas. Both the costs and environmental impacts of collections will be taken into account by local authorities in determining the nature and frequency of waste collections.

**Policy 6 – We will seek to maximise the proportion of waste that is recycled or composted, aiming to achieve at least 60% by 2010.**

**Policy 7 – We will seek to introduce 'three-stream' collection systems from the kerbside of at least 80% of the households in Suffolk by 2010. 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.**

- 2.3.9** Even with the introduction of the 'three-stream' kerbside system it is possible that the 60% target will not be reached. In order to reach this targets it may be necessary to introduce a collection of glass from the kerbside in certain areas.

<sup>5</sup> Table KS16 (household spaces and accommodation type) to the ONS 2001 census.

<sup>6</sup> SCC mid year population estimates for 2000. 68,670 people live in parishes with 500 or less population. Total population of Suffolk 671,370.

<sup>7</sup> Report Prepared by ORA Consultants for SEBC and FHDC 2002

Policy 8 – We will investigate the possibility of introducing the kerbside collection of glass. Options that will be investigated include:

- 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.

### *Home and Community Composting*

2.3.10 It is more preferable for waste to be actively composted at home, rather than for it to be collected by the local authority and taken to a centralised composting facility for three reasons:

- 1) it is cheaper;
- 2) it is environmentally beneficial as the waste is not transported in vehicles and the compost does not need onward transport to point of use; and
- 3) it increases awareness of waste and waste management.

2.3.11 It is recognised that the provision of a separate collection for compostable wastes can increase the level of garden waste collected by local authorities. This waste may have otherwise been taken to a HWRC, composted or burnt at home, or simply left to rot in the garden. When introducing the kerbside collection of compostable waste local authorities will give a consistent message designed to minimise the amount of waste that would have otherwise been composted at home that is collected.

2.3.12 Suffolk's local authorities currently promote home composting. The need to ensure that composting is done properly in order to maximise the environmental benefits is recognised, and promotional and educational campaigns provide the relevant advice and information to achieve that end. It is also done by a joint venture with business making compost bins available at competitive rates. However, research shows that only 20% of the population compost their own waste at home. Therefore a separate collection of compostable waste is needed if targets are to be achieved.

Policy 9 – 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.

2.3.13 In rural areas of the County there is particular scope for community composting initiatives. These are advantageous as they can increase local awareness of waste issues, reduce costs and involve waste travelling only limited distances. However, there can be problems in finding suitable sites and arranging for funding for such schemes.

Policy 10 – We will support community composting initiatives. Support will be provided by:

- a) supplying advice and information; and
- b) funding where available and appropriate.

Priority will be given to schemes serving areas where the kerbside collection of compostable waste is not planned.

### *Recycling through Bring Sites*

- 2.3.14** There are a total of 596 sites in Suffolk<sup>8</sup> where members of the public can take various materials to be recycled. These are known as 'bring sites' and the figure excludes the 18 HWRCs which are considered further below.
- 2.3.15** The majority of waste that is collected through bring sites is either glass (45%) or paper (48%). Smaller quantities of cans, textiles and plastics are collected at a limited number of sites throughout the County.
- 2.3.16** There are a number of advantages of collecting waste through bring sites including: a high level of public recognition, a good quality of material separated and a low comparative cost. However, even with a good availability of bring sites backed up with effective promotional measures there remains a significant proportion (76%) of the population who do not use sites on a regular basis<sup>9</sup>. Significant quantities of glass and paper remain in the residual waste stream.
- 2.3.17** In order to maximise the level of recycling this strategy is based on the collection of recyclable materials from the kerbside rather than through bring sites. As there are no immediate plans for the kerbside collection of glass, bring sites will remain the main means of collecting glass for the time being and the number of bring sites for glass may be increased. It is also intended that the number of bring sites, and range of materials they collect, will be increased in those parts of the County that are considered unsuitable for the kerbside collection of dry recyclable materials.
- 2.3.18** In areas where the kerbside collection of dry recyclable materials is introduced it is probable that the number of sites available for the collection of materials other than glass may be gradually reduced as collection schemes are introduced. This is to avoid mixed messages being given to the public about the favoured method of recycling and to avoid the costs of paying for the availability of two different means of collection.
- 2.3.19** This general approach will need to be applied with considerable flexibility and sensitivity to local circumstances. Many bring sites are located in towns which draw in people from a considerable area, it may not be desirable to withdraw bring sites from locations visited by people who do not have access to kerbside collections even if such collections have been introduced in the immediate area. Also many community groups receive income generated from bring sites and such issues need to be taken into account.

<sup>8</sup> Data from Recycling Plans in Section 3

<sup>9</sup> Research Conducted for Suffolk's Local Authorities by Linda Jones and Partners Feb 2001

**2.3.20** Where bring sites are retained or new sites provided it is important that the sites are well managed and their use closely monitored. Steps will be taken to ensure that sites are kept clean and tidy and are emptied sufficiently frequently to avoid the problems that occur if people find them full. There can be difficulties in finding new locations for bring sites and regard will be had to local views on these matters. These issues will be kept under constant review and will be taken into consideration when monitoring the success of kerbside collection schemes.

**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.**

### *Household Waste and Recycling Centres*

- 2.3.21** There are 18 HWRCs provided for Suffolk households under the Environmental Protection Act 1990. These are spread across the County, collect household waste only and segregate a variety of materials for recycling or composting. There are height barriers on all but one of the sites to prevent commercial vehicles from entering.
- 2.3.22** Some of Suffolk's sites are located near the County boundary and are heavily used by residents of adjoining counties. Due to the location of towns and facilities this situation is not reciprocal, there are few sites in adjoining counties heavily used by Suffolk residents. In the light of this agreements are being sought with adjoining counties for "crossboundary" use of the sites.
- 2.3.23** The sites collect both residual waste and waste for recycling and composting. Currently (2001/02) 36.9% of the waste taken to these sites is recycled and major investment is planned for several sites with the intention of achieving a 55% recycling rate by 2004/05. A detailed Action Plan for the sites was published in August 2002.
- 2.3.24** There is a relationship between the amount and types of waste taken to the sites and the kerbside collection methods. The future development of HWRCs needs to be considered in the light of the intentions for kerbside collection.
- 2.3.25** The impact of the introduction of the kerbside collections of dry recyclables on HWRCs is likely to be limited. Currently only 10% of the total recycling at the sites is of the materials that may become subject to the kerbside collections. In areas where kerbside collection schemes are introduced it may be possible to remove some of the collection bins for these materials (such as paper, textiles and cans) but care will be taken with this as sites can serve large catchment areas with differing kerbside collection schemes. Where these containers can be removed this may free up more space for different forms of recycling.
- 2.3.26** A high proportion (63%) of the recycling done at the sites is from the composting of green waste. This will need to be retained even where the kerbside collection of compostable waste is introduced. There is evidence to suggest that the introduction of kerbside collection schemes reduces the amount of green waste taken to HWRC. Green waste per head of population composted at the sites serving St Edmundsbury and Forest Heath

areas is around three quarters of the County average. But even in these circumstances the sites still retain a useful function for the collection of bulky or woody green wastes.

- 2.3.27** It is expected that even with the increased collection of compostable wastes from the kerbside the amount of green waste recycling at HWRCs will increase. Although the kerbside schemes may reduce the amount of such waste taken to the sites it is considered that a greater proportion of it can be recovered through further investment and incentives to site operators.
- 2.3.28** Currently around a quarter of all recycling done through the HWRCs is of materials that fall into the "other" category. This includes things such as metals, electronic equipment and bulky items such as furniture. Some of this waste is re-used rather than recycled. It is likely that this area and green waste composting represent the main areas of activity at the sites where there is most potential to increase re-use and recycling.

**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.

## 2.4 Disposal

- 2.4.1** Suffolk is dependent on landfill for the disposal of its residual waste. The location of the four landfill sites that receive Suffolk's municipal waste is shown on Plan 2 (page 12). All of these sites provide for the recovery of energy from waste via the generation of landfill gas. Nevertheless, landfill remains at the bottom of the waste hierarchy and is viewed as being unsustainable.
- 2.4.2** In practice Suffolk will not be able to cease its reliance on landfill in the short term. The Waste Local Plan states that there was 12.5 million cu m of voidspace capable of taking biodegradable wastes in Suffolk at the end of Dec in 2000, and calculated that at current rates of fill this would last until 2015<sup>10</sup>. The landfills that exist are in private ownership and are expected to continue operating for many years.
- 2.4.3** Contracts exist between Suffolk County Council as WDA and Viridor Waste Management Ltd, the operator of the four landfill sites that receive Suffolk's municipal waste. These contracts allow the WDA to dispose of residual waste arising in specified areas to particular sites. Although the remaining voidspace of individual landfill sites is regarded as commercially confidential and cannot be published, an indication of expected life of operation of each of the sites can be gained from the table below:

<sup>10</sup> See Appendix 10 to First Deposit Draft Waste Local Plan Jan 2003

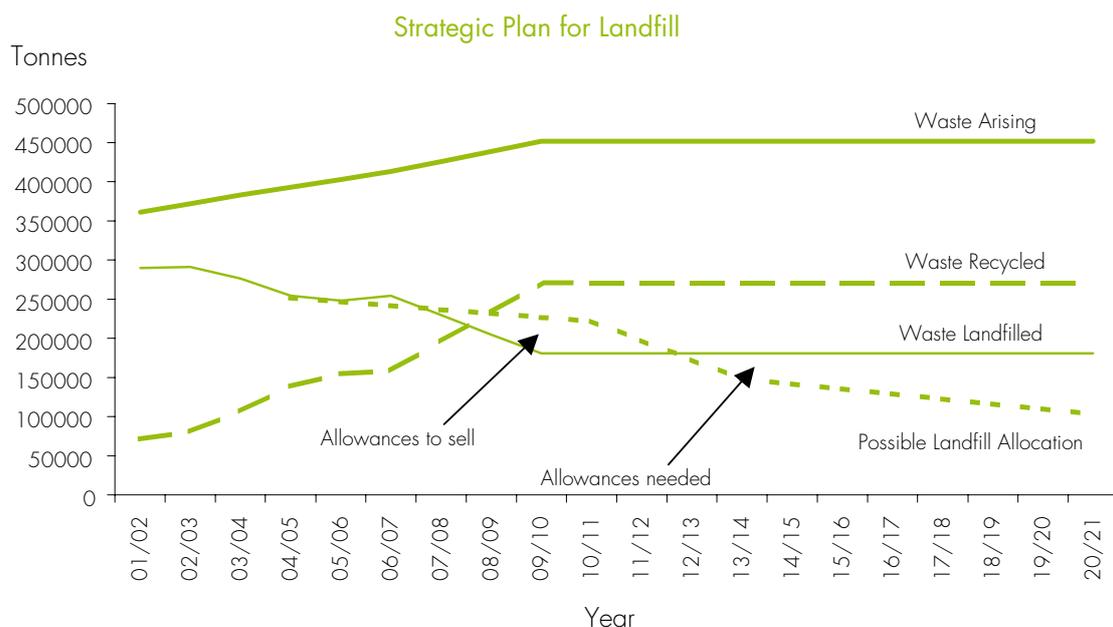
### Permitted life at landfill sites currently taking Suffolk's municipal wastes

Landfill Site	Expiry of Planning Permission for Landfill	Expiry of Contract for Disposal of Municipal Waste
Gt Blakenham**	2012	2012
Wangford	2011	2007/09*
Foxhall	2019	2007/09*
Lackford	2021	2007/09*

\* Contract to 2007 with the opportunity of extension to 2009

\*\* At current rates of fill a considerable voidspace will remain at this site in 2012

2.4.4 With the emphasis on increasing the level of recycling and composting it is expected that the amount of Suffolk's municipal waste that will require landfill will fall over the next few years. A projection of waste expected to arise, the amount recycled and composted, and the residual requiring disposal is set out in Strategic Plan for Landfill below.



2.4.5 The above diagram is dependent on a number of assumptions:

- 1) Waste Arising - Up to 2006/07 this is based on information in the recycling plans. From 2007/08 until 2009/10 growth is projected to be 3%pa. After 2009/10 no further growth in waste arising is projected. This is in line with the approach taken in the draft Regional Waste Management Strategy.
- 2) Waste Recycled - Up to 2006/07 this is based on information in the recycling plans. From 2007/08 it is projected to increase in a straight line until 60% is reached in 2009/10 in accordance with the vision. After 2009/10 no further increase in recycling is projected.
- 3) Waste Landfilled is calculated from waste arising minus waste recycled.

4) Possible Landfill Allocation - The system for allocating landfill permits has yet to be established. Pending this the possible allocation has been calculated assuming 296,000 tonnes of municipal waste was produced in 95/96. Allocation assumed to be 75% of this level in 2010/11, 50% in 13/14, and 35% in 20/21. Intervening years are projected in a straight line. System assumed to be introduced in 2004/05. Where the allocation available is projected to be greater than waste to landfill it may be possible to sell the allocation. Conversely where the projected landfill requirement is greater than the allocation it may be necessary to buy in allocation.

- 2.4.6** In view of these assumptions it is recognised that there is considerable uncertainty about the circumstances illustrated in the diagram. It is recognised that this matter will have to be kept under review, particularly when further detail is known about the system for landfill allocations.
- 2.4.7** This strategy covers the period until 2020. It is recognised that by the end of the period, there will be very little or no disposal of municipal waste to landfill that has not undergone some form of treatment. It may not be possible to reach the position where there is no untreated waste sent to landfill as this would be difficult to achieve without potentially squeezing out recycling or composting initiatives. However, in the short term Suffolk will remain almost entirely dependent on landfill for the disposal of virtually all waste that is not recycled or composted.
- 2.4.8** The point at which the pre-treatment of residual waste will need to be introduced is not certain. Under current contracts such facilities are unlikely to be introduced until 2007, but from the analysis above it appears as though some form of pre-treatment will be required to meet targets by 2012/13. Forms of treatment that may be required include incineration, gasification, pyrolysis, anaerobic digestion and mechanical/biological treatment.
- 2.4.9** The nature and scale of such pre-treatment facilities will depend largely on the available range of technologies and the quantity and composition of waste arising in Suffolk at the point when the decision is made to build such facilities. Facilities are often controversial in nature and have long lead-in times to get through the planning process and for construction and development. Facilities may also require waste management licensing from the Environment Agency and consideration will need to be given to the timescale involved in the licensing process.
- 2.4.10** This strategy focuses on reducing the landfill of waste by maximising the level of recycling and composting. In view of the likelihood of being able to meet government targets through these means alone it is not the intention to promote facilities for the pre-treatment of residual waste in the short term. It is felt that it is best to consider the provision of such facilities in the first review of this strategy when there should be more knowledge about the extent to which waste reduction, re-use, recycling and composting measures have been successful in reducing the quantity of residual waste arising or changing its composition.
- 2.4.11** It is recognised that the situation regarding waste management regulation, policy and practice is rapidly changing. This issue will need to be kept under constant review and changes to current circumstances could lead to reviewing the strategy in advance of the timetable envisaged in section 2.7. Developments may necessitate earlier consideration of residual waste treatment technologies in the short term.

Policy 13 – 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:

- 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 14 – 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:

- a) requiring best practice at landfill sites;
- b) landfilling waste near to where it is generated; and
- c) maximising the recovery of energy from landfilled waste.

We will aim to landfill less than the level of our landfill allowances each year until at least 2012.

## 2.5 Infrastructure and Facilities

2.5.1 In order to implement this strategy and deliver the challenging targets for recycling and composting there will have to be significant changes in the management of waste in Suffolk. Some of these will require alterations in behaviour patterns, others will change methods of waste collection requiring investment in new vehicles and means of collection, but some will require new facilities to be built or existing ones adapted to manage waste in different ways.

2.5.2 These issues are considered in terms of short, medium and long term requirements. Where these terms are used short term applies to the period up to 2010, medium term from 2010 to 2015, and long term to beyond 2015.

2.5.3 The provision of new or adapted facilities for waste management will generally require planning permission. Further guidance on the types of facility that will be acceptable and where they should be located is provided in the emerging Waste Local Plan. The Plan will take into account the content of this strategy. The implications of this strategy, in terms of the requirement for facilities that may be needed to implement it, are summarised in turn below:

- 2.5.4 Reduction and Re-use** – There may be a variety of facilities that will need to be provided to enable reduction and re-use but these will generally not be regarded as waste facilities for planning purposes. No provision of significant waste facilities is likely to be required in order to deliver these elements of the Strategy.
- 2.5.5 Recycling** – There is currently one major MRF at Great Blakenham that has the capacity to process around 40,000 tonnes of source separated dry recyclables each year. There are a number of other existing buildings, some of which are currently in waste management use, which also have the potential to handle significant volumes. Over the next few years there may be a requirement for a number of local transfer/bulking stations where dry recyclables can be handled before subsequent transport for recycling. The areas where these will be required will be dependent on the areas where kerbside collections of dry recyclables are introduced.
- 2.5.6** In the medium term there will also be a requirement for increased MRF capacity. If the targets are to be met it is likely that sufficient capacity will have to exist to deal with up to 150,000 thousand tonnes of municipal waste in this manner. This capacity could be provided by the provision of new facilities, or by adapting or expanding existing facilities.
- 2.5.7** It should also be noted that the introduction of the three stream kerbside collection system has a relationship to residential development. New housing developments should be designed so that they are compatible with current and planned waste collection methods. This matter will be addressed through the development control process and the policies contained in the District and Borough Council's Local Plans.
- 2.5.8 Composting** – Currently compostable waste collected via the HWRCs is composted at open air (windrow) facilities which tend to be located at the existing landfill sites. Subject to possible changes in legislation on composting methods, there is considered to be sufficient capacity through the existing windrow composting operations to compost all the waste thought likely to arise through the HWRCs.
- 2.5.9** Compostable waste collected from the kerbside is generally composted at enclosed (in-vessel) composting facilities. There are only currently two such facilities in Suffolk: in Ipswich and a trial facility in St Edmundsbury. In order to maximise the amount of waste that can be composted it is considered necessary that kerbside composting schemes be able to accept certain forms of kitchen waste. Following the review of the Animal By-Products Order it is anticipated that the composting of kerbside collected compostable waste may need to be undertaken in enclosed facilities.
- 2.5.10** Composting kerbside collected waste plays a major role in this strategy. Even with the trial facility in St Edmundsbury there is likely to be a shortfall of in-vessel capacity once kerbside schemes have been introduced to the majority of the County. Although community and farm type schemes may play a role, particularly in the rural areas, it is considered likely that at least one additional centralised composting facility will need to be operating in Suffolk before 2010. It would appear such a facility would be best located to be able to serve the east of the County. If the trial site in St Edmundsbury does not develop into a permanent facility there will be a pressing need to establish another composting facility to serve West Suffolk.
- 2.5.11 Disposal** – In view of the decreasing reliance on landfill there is no need to identify additional landfill sites in Suffolk for municipal waste in the short to medium term. In the long term there may be a need to find landfill capacity to cope with a small proportion of the waste stream that is landfilled without treatment and/or capacity for the residues arising from waste treatment. Quantities of waste requiring landfill are likely to be very small compared to those currently landfilled and it is possible that an existing site will be able to cope with these even in the long term.

- 2.5.12 As discussed in para 2.4.8 there is likely to be a requirement for incineration or some other form of residual waste treatment in the medium term. In the absence of information about the quantity and composition of waste that will need to be dealt with, or the favoured technology for treatment, it is very difficult to determine the scale, nature or location of facilities that will be needed. It is likely that one or more facilities will need to come on stream before 2015 and that facilities will be near the main urban areas of the County.
- 2.5.13 It is important to ensure that if circumstances change and there becomes a pressing need for such facilities to be built that the planning and licence systems are able to respond and deliver appropriate consents within a reasonable timescale.
- 2.5.14 It is also important that when issues of capacity are considered for facilities that municipal waste is not considered in isolation. Much of the municipal waste arising in Suffolk may be similar in nature to waste generated by industrial and commercial undertakings, only a small proportion of which is currently collected by the local authorities. There may be considerable benefits gained, in terms of minimising the distances that waste travels and delivering economies of scale if facilities have sufficient capacity to deal with commercial and industrial arising in the area in addition to municipal waste.

## 2.6 Costs and Market Development

### Costs

- 2.6.1 The cost of providing waste management services to the public in Suffolk has risen considerably faster than the rate of inflation over recent years. It is expected that this trend will continue at least in the short term. The reasons for this include:
- the current and planned escalation in the rate of landfill tax, coupled with continued dependence on landfill for residual waste disposal;
  - the costs of introducing increased collection of separate materials from the kerbside;
  - infrastructure costs associated with the provision of facilities for processing dry recyclables and in-vessel composting;
  - investments necessary at HWRCs;
  - the comparatively undeveloped and fluctuating nature of markets for recyclate; and
  - increasing levels of waste arising.
- 2.6.2 In the short term it is recognised that the costs of implementing this strategy may be greater than other options that could be developed (noticeably those with a greater emphasis on the recovery of energy from waste). However, in the longer term it is felt that the flexibility offered by this strategy and anticipated changes in markets are such that this increased expenditure in the short term will prove worthwhile and that the waste management systems in Suffolk will be both sustainable and cost effective whilst meeting government targets.
- 2.6.3 It is difficult to envisage how the UK's international commitments will be met if disposal costs remain substantially cheaper than the costs of other more sustainable means of waste management. Whether by regulation, taxation or market development initiatives it is anticipated that costs per tonne of recycling and

composting will become substantially cheaper than disposal by landfill or incineration with energy recovery.

- 2.6.4 The costs of introducing various collection schemes have been examined in detail in association with the proposed developments detailed in the Recycling Plans (2003–2007). In the longer term it is considered that no meaningful costing can be attached to proposals at this stage. However, there is felt to be considerable merit in establishing a framework for how cost issues associated with waste management will be addressed by Suffolk's Local Authorities.

**Policy 15 – 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:**

- a) securing best value through joint procurement and tendering where possible; and
- b) maximising funding that can be obtained from external sources.

Where possible we will be flexible and share costs to minimise disruption to other services provided by the local authorities.

- 2.6.5 In an attempt to implement the approach of policy 15 above and secure value for money some of Suffolk's local authorities have joined forces to deal with the reprocessing of dry recyclables.

- 2.6.6 Even with joint working and sharing costs considerable further support will be required from central government if the challenging targets set out in this strategy are to be achieved.

### *Market Development*

- 2.6.7 It is recognised that it is important to find and develop markets for the use of recycled materials and waste derived compost. This is an important element of the national waste strategy and the Government has funded the establishment of the Waste and Resource Action Programme (WRAP) to overcome market barriers and promote re-use and recycling.

- 2.6.8 Although many market development initiatives are best conducted at the national level there is considerable scope for local authorities to work with industry and community groups in order to develop markets for materials. Many local authorities actively use their procurement policies to source recycled materials where possible.

**Policy 16 – 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.**

## 2.7 Monitoring and Review

### Monitoring of the Strategy

2.7.1 This strategy will be monitored on an annual basis. It is intended to publish monitoring reports in the summer of each year starting with 2004. Publication in the summer should allow the reports to include data covering the period up to the end of March in the year of publication.

**Policy 17 – We will publish a report monitoring this strategy every year starting in 2004.**

2.7.2 Implementation of the Strategy and production of the monitoring report will be driven by a Joint Municipal Waste Management Strategy Steering Group consisting of lead Councillors and Directors from all the local authorities. The monitoring report will report on the progress on the 8 indicators shown in the table below.

### Monitoring Indicators and Targets

Subject	Indicator	Target/Comment
Partnership working and Community Involvement	Number of people expressing opinions on waste management consultations	Use BVPI indicator and target
	Number Suffolk primary schools presented with specific information about recycling and composting	70% of primary schools to receive visit from schools waste education programme by 2005/06
Reduction and Re-use	Number of kilograms of household waste collected per head (BVPI 84)	To limit growth to no more than 3% pa up to 2010
Recycling and Composting	Tonnage and %age of household waste recycled and composted (BVPI 82a + b)	To achieve at least 35% by 2004/05, 36% by 2005/06, and 60% by 2009/10
	%age of household that have separate kerbside collections of dry recyclable and compostable waste	At least 80% by 2010
	Number of home composters distributed via partnership scheme	50,000 composters sold by 2005/06
	Recycling rate at Household Waste and Recycling Centres	To achieve 55% by 2004/05
Disposal	Tonnage of municipal waste landfilled	Target to be set after landfill allowance determined.

### *Timetable for Further Work on the Strategy*

**2.7.3** Work is continuing on preparing joint approaches to various aspects of the municipal waste stream. The timetable for this work will be kept under review. It is currently envisaged that further work on the strategy will proceed to the following timetable:

#### **2.7.4** *Work to be completed before the end of 2004:*

Detailed policy approaches to be agreed towards:

- bulky waste collections
- street cleansing and litter collection
- waste from municipal parks and gardens
- fly tipped waste
- abandoned vehicles
- commercial and industrial waste collected by the local authorities

#### **2.7.5** *Work to be completed before the end of 2005:*

Detailed policy approaches to be agreed towards:

- hazardous household waste
- clinical household waste
- beach cleansing waste
- the requirements of the Waste Electrical and Electronic Equipment Directive

#### **2.7.6** *Work to be completed before the end of 2006:*

Revised and extended Recycling Plans to be prepared for each authority area covering the period up to 2012.

**2.7.7** It is anticipated that this work will inform a detailed review of the strategy which will focus on the approach to be taken to waste which is not expected to be recycled or composted and how this can be diverted away from landfill. The timing for this to happen will be kept under review depending on Government guidance and the factors listed in Policy 13. It is expected that this review will be complete before the end of 2007 at the latest allowing facilities needed to be brought forward to be on stream prior to 2015.

**2.7.8** There will be extensive consultations with the public, industry and interested community groups during all aspects of this work.