

**CAMBRIDGESHIRE AND PETERBOROUGH JOINT  
WASTE MANAGEMENT STRATEGY**

# **The Strategy**

for dealing with Municipal Solid Waste  
2002-2022  
**in Cambridgeshire and  
Peterborough**

**Sustainable Recycling and Waste Management for  
the 21<sup>st</sup>. Century**

# CAMBRIDGESHIRE AND PETERBOROUGH JOINT WASTE MANAGEMENT STRATEGY

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## INTRODUCTION

The Cambridgeshire and Peterborough Joint Waste Management Partnership has been in existence since early 1999. The object of the group has been to investigate ways of working more closely together to tackle the waste problem and seek more sustainable waste management for the benefit of householders in the area.

In March 2001 the partners published a document entitled 'Towards a Waste Management Strategy' which set out the challenges that have to be faced in the coming years and some possible ways of meeting these challenges. This document (which became widely known as 'The Blue Book') was consulted upon widely in the summer of 2001. Particular attention was given to obtaining the views of householders who, as users of the services, will be most affected by these proposals.

The results of this extensive public and stakeholder consultation were published in September 2001 (The Yellow Book). These two pieces of work (The Blue Book and The Yellow Book) have been used extensively in the preparation of this strategy. This Strategy document can therefore be regarded as the third in a series and needs to be read in conjunction with the earlier documents.

The strategy partners aim to provide the kind of services that customers have requested. It is hoped that when the necessary facilities are made available to householders in the area then these will be well utilised. This will ensure that the various legislative targets are met, both in the short and the long term.

Diversion of waste away from landfill is already well established in the area. In the year to March 2001 almost 20% of household waste was recycled, an increase of 3% on the previous year. This compares well with a national recycling rate of 11% in 2000/1.

The strategy area is one of the fastest growing in the country. Accelerated levels of growth are reflected in waste volumes and the steady increase in the rate of recycling becomes ever more difficult to sustain given the limited financial resources that are available to the partner authorities.

Consequently the whole of this strategy document must be viewed in the light of these limited financial resources, both capital and revenue, that are available to the partner authorities.

The partners recognise the challenge they face in attracting new resources from Government, the private sector, landfill tax credits and other directions. **In particular they call on Central Government to provide mechanisms and resources to enable local partnerships to deliver their strategies.**

This strategy is a way forward for waste management, a way forward that can reconcile the twin aspirations of customer satisfaction within achieving the National and European waste diversion targets.

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## PART 1 – SUMMARY OF STRATEGY

### 1.1 *Current and planned arrangements for waste collection, recycling, composting and other waste treatments*

#### 1.1.1 Waste Collection

There are six waste collection authorities within the strategy area. All of these provide a weekly collection of residual waste from the household.

In December 2001 there were three waste collection authorities providing wheeled bins for the storage of residual waste (Peterborough City, Cambridge City and Fenland).

The remaining three authorities; Huntingdonshire, East Cambridgeshire and South Cambridgeshire provide a plastic sack for the storage of this waste. In all places refuse is collected from the curtilage of the property.

Waste Collection Services are provided in-house by five waste collection authorities and only in East Cambridgeshire is an external contractor (Cleanaway) employed.

#### 1.1.2 Waste Minimisation

The seven partner authorities are committed to encouraging waste minimisation. They recognise that they have a duty under the Best Value regime to seek to reduce the growth in waste, and indeed to reverse this trend.

The methods available are considered to be as follows:

- By the reduction in garden and kitchen waste through the provision of home composters and food digesters.
- By awareness and education programmes.
- By restricting the amount of residual waste that is collected from householders.
- By rigorously preventing trade waste from being introduced into the household waste stream.
- By fiscal measures to incentivise waste reduction.
- By lobbying Central Government (as a group and through the Local Government Association) with a view to strengthening the Producer Responsibility Regulations.

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The strategy outlines ways in which the partners will seek to bring about a reduction in waste quantities.

## 1.1.3 Recycling

Recycling is well established in the strategy area. All authorities have an established network of “bring” sites where, typically, glass, paper and cans can be recycled. These sites are usually located in public car parks, and similar areas where large volumes of people congregate.

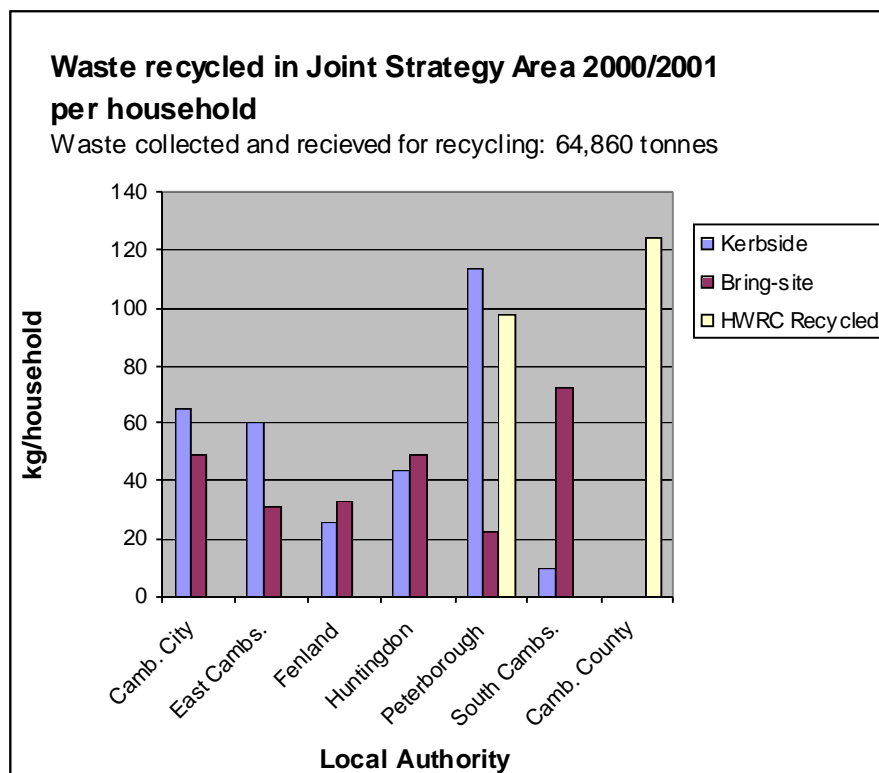
All authorities have kerbside collection of recyclable materials. In some areas these are well developed and in others these are still at the pilot stage.

Of particular note is the Peterborough Cell, where a number of local authorities from both inside and outside the strategy area have come together with a waste management contractor to collect and re-process recyclable materials.

Three authorities in the area are currently members of the Cell; Peterborough City, Huntingdonshire District and Fenland District. Two other authorities; South Cambridgeshire and East Cambridgeshire share a contractor (Cleanaway) for their recycling collection.

The recycling outlined above, undertaken by waste collection authorities, accounts for about half of all recycling in the strategy area.

The two waste disposal authorities, Peterborough City Council and Cambridgeshire County Council, between them operate eleven household waste and recycling centres (HWRCs), where members of the public can deposit their recyclables and surplus waste. These are all well used facilities and account for a recycling rate of 10% of all waste arising in the strategy



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area.

## **Diagram 1 – Waste Recycled by Collection Authority and collection type**

### 1.1.4 Composting

Two authorities currently have kerbside collections of green waste, the product of which is composted by various contractors to form a soil conditioner. However, the 12,000-property scheme operated by Cambridge City Council has had difficulties with contamination in the immediate past, and much work has been undertaken to overcome this problem. The scheme operated by Peterborough City Council is still at the pilot stage and involves 600 properties.

Both East Cambridgeshire and Fenland District Councils plan to start trial collections of green waste early in 2002.

At nearly all Household Waste Recycling Centres (HWRCs) green waste is segregated for composting and is turned into a useful soil conditioner by a network of composting contractors around the strategy area.

## 1.2 *Current and planned waste disposal arrangements and future pressures*

### 1.2.1 Current and planned arrangements.

Waste disposal in the strategy area is in the hands of two private contractors. In 2001 the Waste Recycling Group plc (WRG) dealt with Cambridgeshire's household waste requiring disposal as follows:

Cambridge City	-	Milton Landfill
South Cambridgeshire	-	Milton Landfill
East Cambridgeshire	-	Grunty Fen and Kennet Landfills
Fenland	-	March Landfill

In the remaining part of the County, Huntingdonshire District, the waste remaining is dealt with under a contract with Shanks Waste Services who have sublet to WRG to deal with the waste at their Buckden Landfill.

In Peterborough waste arising is also dealt with by Shanks Waste Services but at their Dogsthorpe Landfill. Some waste from adjacent parts of Cambridgeshire is also dealt with here.

Cambridgeshire County Council has exercised an optional 'break' clause in the WRG contracts, which will have the effect of terminating these contracts on 30th June 2002. A re-tendering exercise is currently underway. The new contracts are to be of five years duration (with an option to extend up to 2012), working with the new waste processing arrangements outlined in this strategy as they become available from 2007 onwards.

### 1.2.2 Future pressures.

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Landfill capacity in the strategy area is dwindling. It has been calculated that, at the present rate of use, all currently available consented landfill will have been consumed by the end of the decade. Although further consented landfill capacity could possibly become available, one of the aims of this strategy is to conserve the existing one. The use of landfill will be minimised over time by introducing alternative waste treatments thereby prolonging the life of current sites.

Traditionally, Cambridgeshire and Peterborough have been used by other Waste Disposal Authorities (notably London) as an end destination for the landfilling of their waste. The Waste Local Plan, currently at second deposit draft stage, is seeking to eliminate the importing of household waste by 2010.

## 1.3 ***Headline targets:***

### 1.3.1 Best Value Performance Indicators (BVPIs).

All councils in the strategy area have been set BVPIs for the years 2003/4 and 2005/6. The indicators relating to recycling are BVPI 82a and 82b. Within the collection authorities these statutory indicator targets range from 10% to 28% in the first target year and from 18% to 36% in the second.

However, the overall targets for the whole of the two disposal authorities areas have been set at 33% and 36% for the same target years.

Unfortunately the summation of the collection authorities targets and the setting of a 65% target at the County Council HWRCs will not achieve the area target of 33%. In order to achieve this level of recycling and composting the partner authorities have agreed to work towards a 2003/4 recycling and composting combined, average rate of 25% for the collection authorities. In addition the County Council will aim for the 65% rate already mentioned at HWRCs, with Peterborough City working to achieve its overall 33% target.

It is calculated that if these rates of recycling can be attained then the 2003/4 overall target of 33% can be achieved.

It can be seen, therefore, that considerable effort and investment will be called for if these 'stretch' targets are to be achieved.

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**Table 1 – Best Value Performance Standards**

Strategy Partner	2003/4 Standard	2005/6 Standard
Cambridge City Council	28%	36%
Cambridgeshire County	33%	36%
East Cambridgeshire	22%	33%
Fenland District	10%	18%
Huntingdonshire District	14%	21%
Peterborough City	33%	36%
South Cambridgeshire	16%	24%

The growth in waste quantities in the strategy area make the achievement of these targets particularly challenging.

## 1.3.2 Landfill Directive Targets.

National targets have been set for the diversion of waste away from landfill. These apply to the whole of the Municipal Solid Waste stream (MSW) and require a reduction in landfilling to the following proportions of the 1995 level of Biodegradable Municipal Solid Waste (BMW):

- By 2010 - 75%
- By 2013 - 50%
- By 2020 - 35%

National Government proposes to issue landfill permits to the Waste Disposal Authorities to ensure that these levels of landfilling are not exceeded in the target years.

This Joint Municipal Waste Management Strategy sets out how these target reductions are to be achieved.

## 1.3.3 Waste Strategy 2000 longer-term national targets.

Central Government has set targets for recycling and composting nationally as follows:

- By 2005 at least 25%.
- By 2010 at least 30%.
- By 2015 at least 33%.

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In addition a target has been set to recover value from Municipal Solid Waste (MSW) of 40% by 2005, 45% by 2010 and 67% by 2015.

In this context 'Municipal Solid Waste' (MSW) means all waste handled by local authorities. Recover means obtain value from waste through recycling, composting, other forms of material recovery (such as anaerobic digestion and energy recovery through thermal treatment).

In order to achieve the national targets the Best Value Performance Indicator targets set by Government are designed to ensure that by 2003/2004 the national recycling rate will have risen to 17%.

The national recovery targets are so designed that if they are achieved then the landfill directive targets will also have been satisfied.

## 1.4 ***Performance and achievements against previous targets.***

All waste collection authorities are required to produce a recycling plan under Section 49 of the Environmental Protection Act 1990. The initial plans were produced in the early 1990s and were required to show how the authority would develop recycling in its area to achieve the non-statutory 25% target set for the year 2000/2001.

All collection authorities produced recycling plans and the result of this has been the development of recycling infrastructure throughout the strategy area. In some areas it is better developed than in others, but all areas have a significant number of 'bring sites' collecting newspaper, cans and glass as a minimum. All authorities have established doorstep collections of dry recyclables, and in two cases, green waste. These collections vary in size from authority to authority.

When viewed against the original national non-statutory target of 25% for 2000 the area achieved a very creditable overall rate of 17%, one of the highest recycling rates for an English Strategy Area.

## 1.5 ***Key Proposals:***

### 1.5.1 Building of new facilities

The strategy goes to some lengths to set out the case for new waste treatment facilities. These facilities can be divided into two distinct groups. The first group would aid the recycling and composting of waste, and the second group would facilitate the recovery of energy from the residual waste.

There is currently a Materials Reclamation Facility (MRF) at Peterborough, which is operating at near capacity, and further equipment was provided at the beginning of 2002 to increase

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capacity. A new facility may be required to serve the three collection authorities (and potentially commercial waste producers) in the south-eastern corner of the strategy area, (Cambridge City, East Cambridgeshire and South Cambridgeshire District Councils). Although the Waste Local Plan makes provision for such a facility the need for it has not yet been established.

Composting of organic green waste is becoming an established waste treatment. Recent contracts awarded by the County Council have set up a network of open-air windrow composting facilities (although one site uses in-vessel composting) principally to take the segregated green waste from HWRCs. As kerbside collections become established they are expected to 'feed' more and more material into these schemes.

In the medium term the strategy partners expect, through joint procurement, to establish more sites to minimise the transport of the raw material. This enlarged network of composting facilities will support the ever growing doorstep collection of green waste,

The second group of new facilities to deal with the processing of residual waste is likely to take the form of:

- mass burn incineration with energy recovery;
- one of the emerging technologies of gasification and pyrolysis or
- a form of waste digestion.

Current developments in modular forms of these technologies are being developed in the United Kingdom, and the outcome of these pilot plants is awaited with interest. It is envisaged that the residual waste stream of the strategy area could quite easily be sub-divided into smaller geographical areas, with a small local plant serving each area.

The Councils do not envisage being directly involved in the construction of these facilities, and would instead expect to undertake a procurement exercise to determine the technology to be used and its location (or locations).

## **1.5.2 Major Consultations**

During the summer of 2001 the seven strategy partners undertook a major consultation on the shape and form of the Joint Municipal Waste Management Strategy.

It was considered essential to capture the views of the local community before the design of any strategy was embarked upon.

The consultation involved a questionnaire to all 292,000 households in the area, a travelling roadshow visiting 27 daily venues over a two month period, and a series of six interactive waste workshops where an invited audience of community representatives were asked to give

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their views on a series of waste questions. In addition adjoining Councils, Community Groups, the Waste Industry, and other potential stakeholders were invited to comment on the baseline strategy document.

Out of all this consultation three key themes emerged; these were as follows:

- i) Increased education and awareness at all levels of society is necessary if waste, in the region, is going to be dealt with effectively.
- ii) Kerbside collection of recyclable material, including green waste, is the user-friendly way to encourage recycling.
- iii) Integrated solutions that employ a range of thermal and biological treatments will be the preferred way to dispose of waste that cannot be recycled, always providing that due care is taken to prevent harm to public health and the environment.

It is envisaged that further communication work will take place to introduce this strategy to the householders of Cambridgeshire and Peterborough, and detailed consultation will be essential when new facilities for waste treatment are going through the planning stage.

## 1.5.3 Changes in charging practices.

In January 2002 most of the strategy partners make a charge (or are planning to introduce a charge) for the collection of 'bulky household waste'. In addition separate charges are being considered for the collection of refrigerators and freezers containing ozone-depleting substances (ODS). Some authorities make a nominal charge for the collection of garden waste with the general residual waste collection.

However, the partners have not at this stage considered changes in charging practices as a means of increasing the rate of recycling or waste reduction. Central Government has on a number of occasions raised the possibility of direct charging for waste collection and disposal, either by a volume or by a weight based system. However, no firm plans have been brought forward. The Strategy Partners are neutral in their view and wish to keep an open mind on the subject. They may wish to take a definite stance at some time in the future as circumstances dictate. Continued, unchecked growth in waste quantities could persuade the partners that a more radical view on waste charging is needed. In addition, general waste charging can be seen as an incentivising tool to encourage waste reduction.

## 1.6 ***Other actions:***

From time to time the partners may decide there is a need to undertake trials of new forms of waste treatment. At the time of preparing this Waste Management Strategy (early 2002) no new trials

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are envisaged in the foreseeable future. However, this is not to rule out such trials because the rate of change in the waste industry is accelerating and treatments that are not considered technically feasible or viable today may become attractive in a year or so's time. For this reason the partners have an open mind on this subject.

### **1.7 *Period covered by the Strategy, preceding strategic documents and next review date.***

The strategy is a 20-year strategy, and will run from March 2002 until February 2022.

The strategy is to be the subject of an annual report on progress and a biennial review in the early stages. The next review will be due in March 2004. These reviews will give an opportunity to reflect on progress to the date of the review and the influence of national and EU legislation.