

# **CAMBRIDGESHIRE AND PETERBOROUGH JOINT WASTE MANAGEMENT STRATEGY**

## **Recycling Plans**

### **3.1 Objectives**

- (i.) To set out a frame work for recycling and composting of household waste by the Strategy Partners for the next 20 years.
- (ii) To show how the recycling targets for 2003/4 and 2005/6 could be achieved.
- (iii.) To show how the other Waste Strategy 2000 targets could be achieved
- (iv.) To assess how much this extra recycling will cost, net of savings on landfill disposal.
- (v.) To recognise that the medium and long term recycling aspirations are expressed more fully in Part 2 of this document

### **3.2 Frame-work**

Recycling and composting of green waste is well established in the strategy area. As has been shown earlier, considerable progress has been made towards achieving high levels of recycling. At the end of 2000/1 the combined recycling rate stood at 20%. This level of recycling has been reached through a combination of 'bring' recycling sites, household waste recycling centres and kerbside collection of recyclables.

The Waste Strategy 2000 set challenging targets for local authorities to meet and the targets for 2003/4 and 2005/6 have become mandatory through the 'Best Value' legislation.

3.2.1 The basis for the targets set for all Local Authorities is as follows:

Councils that recycled in 1998/9:

- Less than 5% are to achieve 10% recycling / composting in 2003/4.
- 5-15% to double current recycling / composting in 2003/4.
- 15%+ to achieve 33% recycling / composting in 2003/4.

Those areas that have been performing at a better rate than the national average are to extend this 'above the line' performance to make up for other areas of the country that have not done so well. The object of these targets is to achieve a national recycling rate in 2003/4 of 17%.

3.2.2 Table 4 shows the targets for the Joint Strategy area:

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**Table 4**

<b>Council</b>	<b>1998/99</b>	<b>2003/04</b>	<b>2005/06</b>
Cambridge City	14%	28%	36%
Cambridgeshire County	16%	*33%	*36%
East Cambridgeshire District	11%	22%	33%
Fenland District	4%	10%	18%
Huntingdonshire District	7%	14%	21%
Peterborough City	17%	33%	36%
South Cambridgeshire District	8%	16%	24%
<b>Joint Strategy Area</b>	<b>17%</b>	<b>33%</b>	<b>36%</b>

\*This is the combined standard for all authorities in Cambridgeshire

### 3.3 Methodology

3.3.1 The diversion of waste takes place through a number of distinct routes as follows:

- **Bring sites** - members of the public take waste they have sorted to special containers located at convenient locations such as supermarket car parks.
- **Kerbside collection** - separate collection by the City or District Councils from special containers provided to householders and kept on the householder's premises.
- **Household Waste Recycling Centres (HWRCs)** - members of the public taking their pre-sorted waste to special sites where recyclables and general waste can be deposited.

The District Councils and Peterborough City Council provide the bring sites and the kerbside collection facilities in their own areas. The County Council and Peterborough City Council provide the HWRCs in their respective areas.

3.3.2 By the **combined results of all authorities** the strategy partners intend to reach the 33% recycling and composting target by 2003/4. To achieve this:

- The district councils (responsible for the kerbside and bring site collections) are hoping, by this date, to reach (when aggregated across all Districts) a recycling and composting rate of 25%.
- The county council hopes, by this date, to achieve (through the HWRCs) a recycling and composting rate of 65%.
- Peterborough City Council has resolved to achieve 33% recycling across all household waste activities.

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3.3.3 Each partner authority has adopted the collection method that is most appropriate for their area. It may be helpful to reproduce them here: -

**Table 5 Collection methods employed at January 2002.**

Method	Cambridge City	Cambridgeshire County	East Cambridgeshire	Fenland	Huntingdonshire	Peterborough City	South Cambridgeshire
<b>Waste wheeled bin</b>	Main			Main		Main	
<b>Waste Sack</b>	Partial		Complete	Partial	Complete	Partial	Complete
<b>Kerbside Recyclable</b>	Main		Main	Partial	Main	Main	Complete
<b>Kerbside Organic</b>	Partial			Trial		Trial	
<b>Glass Banks</b>	Complete		Complete	Partial	Complete	Complete	Main
<b>Other Bring Banks</b>	Complete		Complete	Partial	Complete	Partial	Main
<b>Number of HWRCs +</b>	0*	10	1	3	4	2	2*

Complete = service covers all premises/no immediate intention to expand (increase numbers/or density)

Main = service covers virtually all premises/could expand to do so

Partial = service covers small number of premises

Trial = A small trial

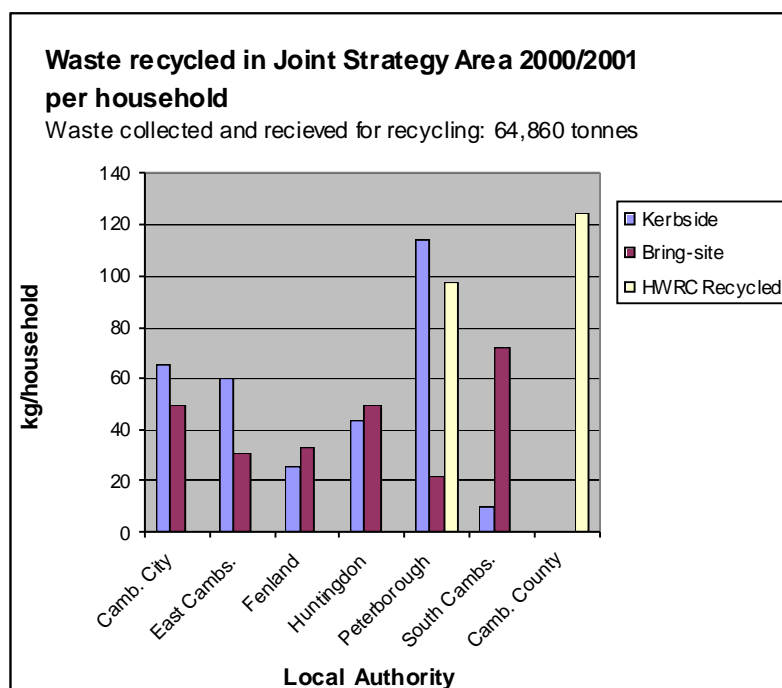
\* = One site in South Cambridgeshire serves Cambridge City

+ = All provided by County Council (Except in Peterborough)

3.3.4 Each strategy partner achieved their current recycling rates through different types of collection schemes. The chart below gives an indication of the quantities of material collected by the different services offered to households.

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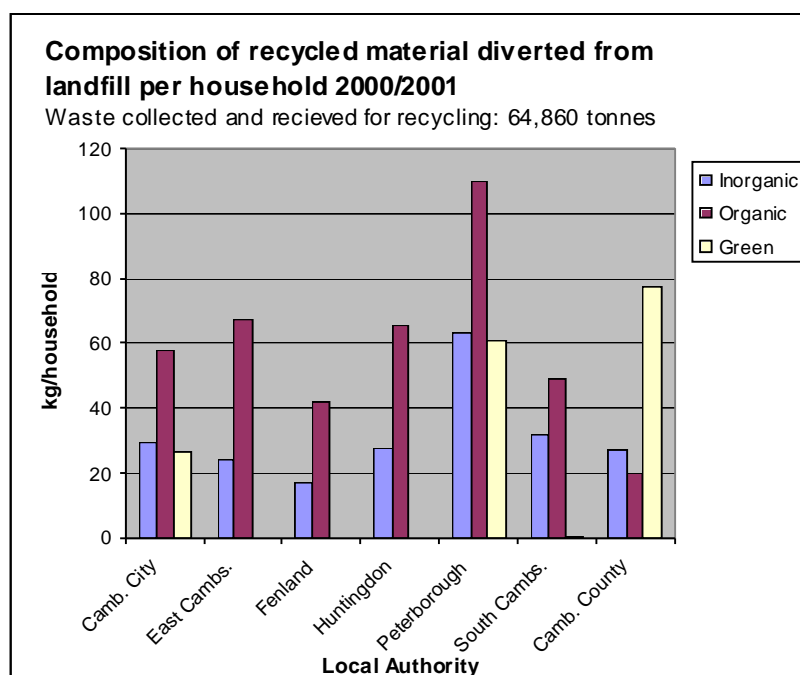
**Table 7**



3.3.5 Table 7 above shows that the kerbside collection scheme in Peterborough is the most developed in the strategy area, whereas others have relied so far on a high density of bring sites. However, Cambridge City, Huntingdonshire and South Cambridgeshire have all been expanding their kerbside collection schemes during 2001.

3.3.6 The bar chart at table 8 shows the types of material diverted on a per household basis.

**Table 8**



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**Organic includes:** books, paper, newspaper, cardboard, timber, soil and natural textiles.

**Inorganic includes:** glass, metals, fridges, batteries, oil, white household goods, electrical, plastics and man-made textiles.

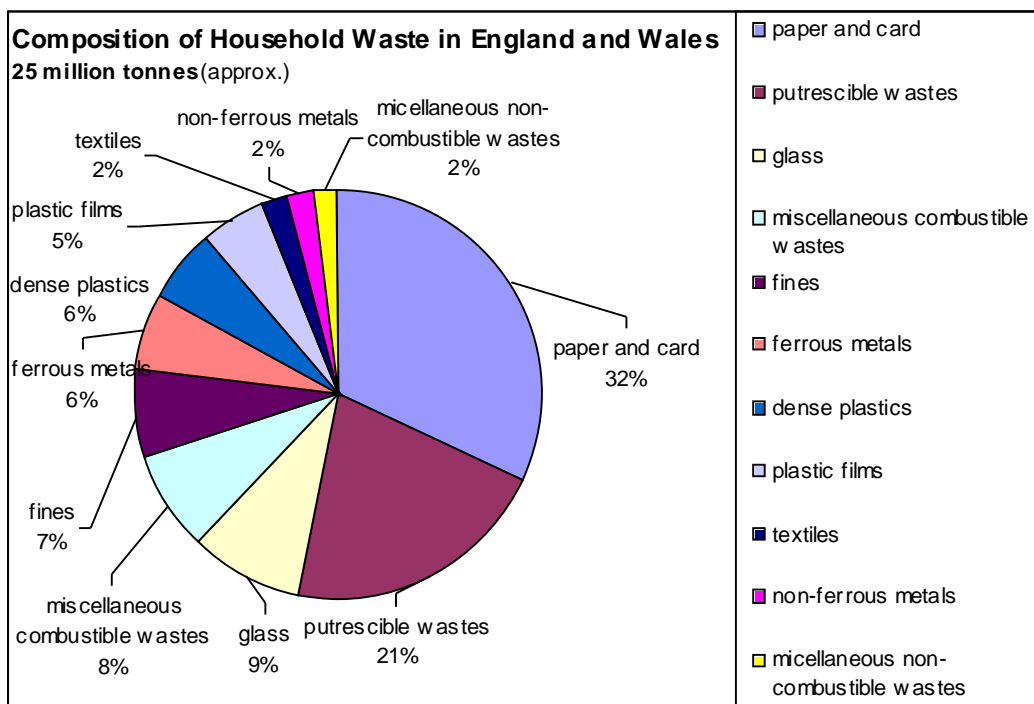
Organic dry recyclables are mostly paper and card and comprise 32% of the waste stream.

## 3.4 Achieving the Recycling Targets for 2003/4 and 2005/6

3.4.1 To achieve the targets the Strategy Partners believe they must provide kerbside collection facilities to residents as follows:

- Dry recycling collection from all properties.
- Organic waste collection from at least 50% of properties.

Pending the results of the waste audit that will be available in the summer of 2002, the composition of waste is considered to be as



follows:

3.4.2 The proportion of non-recyclable material in the waste stream is just under 10%. From the chart below, it is evident that there is a substantial gap between this and the potential amount of material that could be recycled.

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	Percentage of materials available for diversion (according to the national composition of waste)	Percentage of materials recycled in strategy area 2000/2001
<b>Inorganic</b>	37%	5%
<b>Organic</b>	33%	8%
<b>Green</b>	21%	7%
<b>Non-recyclable</b>	<b>9%</b>	<b>80% (=not recycled)</b>
<b>Total</b>	100%	100%

**Organic includes:** books, paper, newspaper, cardboard, timber, soil and natural textiles.

**Inorganic includes:** glass, metals, fridges, batteries, oil, white household goods, electrical, plastics and man-made textiles.

Organic dry recyclables are mostly paper and card and comprise 32% of the waste stream.

### 3.4.3 Achieving the other Waste Strategy 2000 targets.

Waste Strategy 2000 sets recovery targets for MSW of 45% for 2010 and 67% for 2015. These targets are not yet statutory although they are expected to become so. The UK government is required to comply with the EU Landfill Directive and proposes to do so through a system of mandatory recycling targets and landfill permits.

For this reason the partners are proposing to **work towards** the following recycling and composting targets:

- 2010/1 45 – 50%
- 2015/6 50 – 55%
- 2020/1 55 – 60%

The Strategy Partners want to be leaders in waste management by bringing new and innovative ideas to improve recycling and waste technology into their area. The partners recognise that there is much work to be done. With a carefully structured procurement process the partners believe that these longer-term targets will be achieved.

### 3.5 Kerbside Dry Recycling

The strategy partners will aim to develop and expand the **kerbside collection** of dry recyclables to cover as much as possible of the strategy area. This will maximise the diversion of dry recyclables.

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Council	2001/2 dry recyclable collection	Development of dry recyclable collection
Cambridge City	<ul style="list-style-type: none"> <li>- 95% covered by paper collection.</li> <li>- 30% covered by paper, cans and glass collection since Oct. 2001.</li> </ul>	Extended to another 12,000 households in February 2002 and looking to cover a similar number of households in October 2002. At this point, almost 100% of the city will be covered.
East Cambridgeshire	<ul style="list-style-type: none"> <li>- 89% covered by paper, cardboard, cans and glass collection since January 1997.</li> </ul>	Will cover the whole of the district and will increase the cross boundary partnership with South Cambridgeshire to help achieve this.
Fenland	<ul style="list-style-type: none"> <li>- 26% covered by the Peterborough Cell and collects paper, cardboard, cans, plastic bottles and textiles.</li> </ul>	Extend box scheme to a further 7,400 households in 2002. The Peterborough Cell will then cover 45% of the district.
Huntingdonshire	<ul style="list-style-type: none"> <li>- 46% covered by the Peterborough Cell and collects paper, cardboard, cans, plastic bottles and textiles.</li> <li>- 16% covered by Newsletter Ltd. and collects paper, cans and textiles.</li> </ul>	Planning to expand Newsletter Ltd. collection to a further 25,000 households in 2002. Newsletter will then cover 47% of the district.
Peterborough	<ul style="list-style-type: none"> <li>- 95% of the district is covered by a 'green box' scheme and collects paper, cardboard, cans, plastic bottles and textiles.</li> <li>- 1% of the district is covered by a 3-bin scheme collecting mixed dry recyclables, organic waste and residual waste.</li> </ul>	Peterborough wants to extend the 'opt-in' 3-bin scheme and is pending funding.
South Cambridgeshire	<ul style="list-style-type: none"> <li>- 100% covered by paper, glass, can and textile collection.</li> </ul>	No need to expand.

- Glass is an important material to include in the improvement of the kerbside collection schemes. Cambridge City, South Cambridgeshire and East Cambridgeshire have already shown that any health and safety risk brought about by including this material is manageable. In this way significant quantities of inorganic material can be added to the recycling total.
- Public pressure for plastic container recycling is considerable. Only the councils that are part of the Peterborough Cell project are able to access plastic recycling facilities at present.

To accommodate the increased volume of materials by the improved service, councils may need to increase the frequency of their collections. This will be monitored and appropriate action taken when necessary.

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The Peterborough Materials Recovery Facility (the Peterborough Cell servicing Peterborough, Huntingdonshire and Fenland) is to be expanded to cope with the increased quantities of material expected. Sorting capacity will be increased by more mechanised sorting and could be further increased by hiring more staff and introducing extra shifts.

Dry recyclables collected in Cambridge City, South and East Cambridgeshire are currently sorted at kerbside and bulked up at a transfer station. The ability of these arrangements to deal with the increase in throughput is open to question. This issue is considered further in Part 5 of this strategy.

## 3.6 Local Bring Sites

Generally speaking additional bring sites are unlikely to be introduced at present as the most suitable sites are already in operation. There are four exceptions to this:

- Fenland intend to increase the number of bring sites in existing settlements for newspaper and glass, by targeting car parks and stores/public houses in smaller villages and towns.
- East Cambridgeshire added two new bring sites in November 2001 and have plans for two more in 2002. Foil banks are to be added to 6 of the best sites as a new initiative.
- As new supermarkets are opened in Cambridge City, new bring facilities will be introduced to these sites.
- Other locations in the strategy area to be considered in the future will be new housing developments.

## 3.7 Composting

Home composting of kitchen and green garden waste reduces the amount of waste going to landfill. The Partners believe that a free or subsidised home compost bin together with kerbside collection is an effective way to encourage waste minimisation and increase recycling rates.

Some partners currently offer kerbside collection of kitchen and garden waste as part of a pilot program. These areas intend to secure funding to expand their collection schemes to cover more of the district. Those without pilot programmes are currently preparing funding bids to introduce garden waste kerbside collection trials.

Council	Current garden waste collection	Planned garden waste collection
Cambridge City	Covers 25% of households.	Plan to extend collection to a further 1,000 households.
East Cambridgeshire	None	The Council will start a trial garden waste collection in paper sacks to 1,000 households in Spring 2002 and extend this to another 5,000 households by the end of 2002.

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Fenland	None	The Council will introduce a trial wheeled bin collection to 3,000 households in Chatteris by the beginning of May 2002.
Huntingdonshire	None	The Council is bidding for a trial wheeled bin collection to 8,000 households by Autumn 2002.
Peterborough	Kitchen and garden waste collected from 600 households in an 'opt-in' scheme.	The Council are planning to extend the 'opt-in' scheme to an additional 3,000 households (subject to funding).
South Cambridgeshire	Small community run green waste collection 5 villages.	The Council is planning to develop proposals for a kerbside collection scheme to be implemented in 2003/4.

Cambridgeshire County Council has awarded four centralised composting contracts to cope with the increased volumes of garden waste segregated from within the strategy area. These compost sites are located at Waterbeach, Ellington, Crowland and March.

Peterborough City has a composting contract site at the Dogsthorpe landfill.

### 3.8 HWRCs

Cambridgeshire County intend to achieve the 65% recycling rate in 2003/4 by:

- Increasing the types of materials collected for recycling (especially timber).
- Improved promotion of facilities and information to site users (so that users separate their recyclables more effectively).
- Improving the facilities at existing sites.
- Improving the recycling bonus system paid to site contractors to incentivise more recycling.

Peterborough City is already recycling 61% of material received at their main HWRC. The City will continue to identify ways in which recovery and recycling can be increased to 33% across the authority's area. This will be sustained by:

- Developing the promotion of re-use and recycling from all its sites by educational material and displays.
- Investigating optimum site locations to ensure the most effective strategic management of the recyclable and residual waste stream.
- Continuing to promote the bulky white goods collection service for recovery at the HWRCs.
- Investigating and developing the role of HWRCs and the bulky collection service in meeting the WEEE directive.
- Developing links with local community groups to facilitate recovery and recycling at HWRCs and through the bulky collection service.

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- Developing contract incentives to achieve and maintain higher recycling rates.

The County Council recognises that to separate out an even higher proportion of material for recycling:

- The sites may need more staff and more staff training to help sort the materials more effectively.
- Tenders invited in March 2002 will allow contractors to reflect this and the revised bonus scheme in the bids. Contracts will be let for 5 years (a longer period than has been the case up to now), to encourage contractor commitment to improvement.

Promotion and information of site uses will be improved to change the public perception that HWRCs are 'tips', feeding straight to landfill sites. This will also encourage them to separate their materials more effectively.

The strategy partners intend to examine whether more of the content of bulky waste collections can be recycled. In Peterborough the bulky service is promoted as one that transports bulky items from households to the HWRCs.

## 3.9 Recycling Partnerships

There will be four main types of partnerships developed in the strategy area;

- i. with other member councils and the Environment Agency in the **strategy area**,
- ii. with **contractors**,
- iii. with **Local Authorities** outside the strategy area
- iv. with **community, not-for-profit, and voluntary groups**.

The strategy partners are continually developing new partnerships both with each other and contractors:

- i. The Peterborough Cell currently has five members in the scheme and will be expanding collections in Fenland.
- ii. East and South Cambridgeshire use the same dry recycling collection contractor, Cleanaway. The materials collected are the same except for 'yellow pages' and cardboard neither of which is collected in South Cambridgeshire.
- iii. 2% of households in East Cambridgeshire are serviced through a cross-boundary partnership agreement with South Cambridgeshire who also have a reciprocal waste collection arrangement with Cambridge City for properties straddling the boundary.
- iv. Cambridge City and Cambridgeshire County Council are working jointly to allow the City Councils kerbside collected organic waste to be composted through the County Councils HWRC composting contract.

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- v. Continuing awareness partnerships with the Anglia and Eastern Regions will keep the communication lines open between authorities outside the strategy area.
- vi. In early 2002, the strategy partners are proposing to set up a working group with adjoining local authorities to carry out market development of recycle.
- vii. Expand and continue current relationships with community, not-for-profit and voluntary groups. The strategy partners are currently working with such organisations as the Castle Project, SOFA, EMAUS and wish to explore partnerships with Friends of the Earth, Cambridge Acre, etc. They are a great source of information and well respected within the community.

### **3.10 Monitoring progress**

Data collection will be streamlined within the strategy area so that information can be easily accessed and monitored by the partners. From the data provided the group would be able to:

- Monitor recycling rates by each council and establish if they are reaching targets.
- Identify areas that are producing good recycling rates and determine good practice and where improvements can be made.
- Identify problem areas promptly and act on them.
- Contribute to the data collection for the Anglia Region Waste Awareness Group (Slim Your Bin!).

### **3.11 Cost implications of the Recycling Plan**

The table below shows the projected cost of achieving the 33% recycling target for 2003/4.

Authority	2002/3 Budget £x000	2003/4 Budget £x000	Recycling Rate		Funding Deficit £x000
			BVPI Target %	Likely %	
Cambridge City	734	647	28	21	68
East Cambs.	300	400	22	28	-28
Fenland	100	476	10	18	84
Huntingdonshire	523	570	14	22	57
South Cambs	466	466	16	17	130

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Peterborough City	875	955	33	23	297
Cambs. County	2,036	2,036	33	33	0
<b>Totals</b>	<b>5,034</b>	<b>5,550</b>			<b>608</b>

This table uses the estimated size of the 2001/2 waste stream (i.e. makes no allowance for growth) and predicts recycling rates based on approved and likely initiatives. As has been shown elsewhere, to achieve the area target of 33% recycling it is necessary for the Cambridgeshire Districts to average 25% recycling, the County Council to achieve 65% recycling at the HWRCs and Peterborough City to independently achieve 33%. The funding deficit is based on the recycling shortfall expressed in tonnes multiplied by a rate per tonne, using long-run costs for introducing and maintaining an organic kerbside collection.

All of the £608,000 funding gap will need to be found from external funding (i.e. from the £140m Recycling Fund). Bids to the same fund will also need to be made to secure much of the predicted growth in budget between 2002/3 and 2003/4 shown. Over 90% of the investment needed falls to Waste Collection Authorities to introduce or expand kerbside collection schemes.