Joint Municipal Waste Management Strategy for Cambridgeshire and Peterborough 2008 – 2022

Headline Document

recycle for Cambridgeshire and Peterborough

RECAP
www.recap.co.uk

Foreword

I am pleased to present this revised RECAP Strategy, which recognises the successes of the RECAP Partnership to date and sets a direction that will enable us to both build upon this success and meet new challenges – working together in partnership.

I have seen RECAP come a long way since I joined the partnership in 2003, following the development of the original strategy. During this time collection systems have been established for recyclables, green waste and kitchen waste, with partners achieving some of the highest recycling and composting rates in the country. The success of the partnership was recognised with the award of Beacon Status in 2006/07 and around the same time the partnership broadened its remit to include aspects of environmental protection, tackling, through the partnership, areas such as littering and fly-tipping.

We are not resting on our laurels, however, and this strategy marks a step change in line with European and National strategy to drive further up the waste hierarchy towards the more challenging areas of reuse and ultimately waste prevention. What this means for Cambridgeshire and Peterborough is the investment in new residual waste treatment infrastructure, improvement upon recycling and composting performance, and initiatives to bring about behavioural change in waste prevention. This is where the real environmental and resource benefits are realised, which is in no way achievable without continued, if not greater, support from the communities we provide services to.

We also recognise that we have a role to play in meeting broader environmental challenges. The strategy highlights the links between sustainable waste management and climate change, with RECAP stating its commitment to reduce greenhouse gas emissions from waste management activities within the strategy area.

Finally, it is important for us to understand that sustainable waste management in Cambridgeshire and Peterborough is made more challenging by accelerated levels of growth. The strategy area is one of the fastest growing in the country with plans for an additional 74,500 dwellings by 2021, meaning potentially more waste and therefore a greater demand for services. This is within the context of limited resources and a requirement to continuously make further savings. It sets a strong case for the need for continued and closer joint working, not just within the partnership, but also across administrative boundaries, with the private and third sector and with local communities themselves.

Cllr Peter Murphy

Chair

"Working in partnership to help protect, maintain and enhance the environment through the provision of excellent services that meet local needs"

RECAPs' vision statement

Executive Summary

This Joint Municipal Waste Management Strategy sets out direction, aims and objectives of the Cambridgeshire and Peterborough Waste Partnership (known as RECAP) working together to achieve more sustainable waste management for their communities.

The strategy covers arrangements for the management of waste that falls under the control of a local authority (municipal waste), whilst recognising the potential 'wider waste' role of local authorities influencing non-municipal waste e.g. commercial and industrial waste. The strategy also includes the expansion of the partnership's remit to include environmental protection, including littering and fly-tipping.

The strategy covers the period 2008 – 2022 and is an update of the first partnership strategy issued in 2002 and commended by Defra. The essence of the original strategy has been maintained with changes to national, regional and local policies, legislation and targets reflected. In particular the development of the National Waste Strategy 2007 and at its heart the waste hierarchy, which provides the strategic framework to promote sustainable waste management. Attention was given to obtaining the views of communities, as part of the update, with the strategy successfully managing the twin aspirations of customer satisfaction and the achievement of National and European targets. The key aspirations within the strategy can be categorised as follows:

Partnership working

RECAP is an established and successful partnership, recognised with the award of Beacon status in 2006/07. There is a clear framework for partnership working supported by a dedicated Partnership Team and pooled funds for awareness raising activity. Within the strategy the commitment to partnership working is reinforced and it is intended that the range and level of partnership working will increase. The strategy also identifies the importance of partnership working with other organisations and sectors in its delivery.

Climate change

Climate change and the emission of greenhouse gases have risen up the political and public agenda. The National Waste Strategy 2007 clearly links waste management to greenhouse gas emissions and therefore to climate change, with the impact expecting to lead to an annual net reduction in global greenhouse emissions through waste management of at least 9.3 million tonnes of carbon dioxide-equivalent per year compared to 2006, with further benefits from waste prevention measures.

All RECAP Partners have signed the Nottingham Declaration, a statement of intent and commitment to reduce local government climate change impact. RECAP will work towards a position of monitoring impact on climate change and aims to minimise greenhouse gas emissions form municipal and non-municipal waste management activities in the Joint Strategy Area. Partners will work towards:

The target of 60% reduction CO2 by 2050 in the Cambridgeshire County Council Climate Change and Environment Strategy; and

The target of 20% reduction CO2 by 2011 in the document, A Climate Change Strategy for Peterborough.

Waste Prevention and Reuse

At the top of the waste hierarchy RECAP recognises waste prevention and reuse as a priority area and will work together to reduce the amount of waste produced per person within the Joint Strategy Area by actively promoting waste prevention, reduction and re-use activities. RECAP has developed a joint Waste Prevention Plan which includes anti-junk mail, community re-use ventures, re-use in the home, food waste reduction and business waste

prevention initiatives and campaigns. It also outlines a potential decrease of 67kg of waste per household through local authority and community group activity. This could lead to the reduced generation of 1,272 kg of waste per household by 2019/20, which would achieve a 5% waste prevention target. The Third Sector is recognised as having a key role to play in this area.

Recycling and composting

The next priority is to recycle and compost waste. All but one of the partners has already exceeded the national target of 40% for recycling and composting outlined in the National Waste Strategy for 2010. Looking forwards RECAP will work together to reduce the amount of waste sent to landfill by maximising recycling and composting in order to achieve National Waste Strategy 2007 targets as a minimum; and work towards all partners achieving higher aspirational targets where possible of:

45 to 50% of household waste recycled by 2010,

50 to 55% of household waste recycled by 2015, and

55 to 60% of household waste recycled by 2020, with Peterborough aspiring to achieve 65%.

To achieve these targets RECAP will look to develop the existing comprehensive recycling service, investigate expanding the range of materials collected and deliver communications to increase the amount of materials captured.

Other waste treatment

Disposal to landfill is the final option after prevention, reuse, recycling and composting and energy recovery. Authorities* have been set decreasing amounts of biodegradable municipal waste that they are allowed to send to landfill in any year and failure to meet such allowances could result in a penalty. Landfill tax is rising at a rate of £8 per tonne each year. Furthermore, it is estimated that landfill sites within the authority area have remaining life spans of between 4 and 30 years.

Currently both Cambridgeshire County and Peterborough City Council send all waste which is not recycled or composted to landfill and modelling has shown that continuing with business as usual, with no change to existing schemes, both will go over their allowances in 2009/10.

Waste prevention, reuse, recycling and composting are the priority means for reducing waste sent to landfill, but to manage the remaining residual waste alternative waste treatment facilities are in the process of being procured – an Energy from Waste (EfW) facility in the case of Peterborough and a Mechanical Biological Treatment (MBT) facility for Cambridgeshire County Council.

Environmental protection

The strategy includes a focus on environmental protection following expansion of the partnership's remit and the establishment of a new forum – the PIE Group (Prevention Intervention and Enforcement) in 2007. Specific actions have been included within the strategy to develop and implement consistent and coordinated policies in the partnership relating to enviro-crimes, such as fly-tipping and littering. The partnership will continue to work with a number of external organisations, such as the Environment Agency and Police service to support this area of work.

Wider waste role

RECAP has identified 'wider waste' as a key theme within the strategy, reflecting the emphasis on commercial, industrial, construction and demolition waste with the National Waste Strategy 2007. Under this theme RECAP will look to facilitate, promote and encourage the reduction, reuse and recycling of non-municipal waste through partnership working and will look to explore new or expanded recycling/processing facilities that achieve synergy with commercial waste streams and other similar waste streams within the strategy area.

**Waste Disposal Authorities and Unitary Authorities*

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Appendices

If you would like a copy of the text in this document in large print, Braille, audio tape, or in another language please call 0345 045 5207.

The review was undertaken by ENVIROS **Consulting Limited** on behalf of RECAP.

RECAP would like to note that since the review and approval of this strategy, legislation and drivers have been updated and some service developments made. The information included in the strategy was current at the time of writing. The RECAP Strategy will be updated as per the review process outlined within the document.

Glossary and Acronyms

Best Practicable Environmental Option (BPEO)	A concept and decision making tool designed to assist decision makers prioritise strategic options for waste management. This has been superseded by SEA (see below).
Best Value Performance Indicators (BVPIs)	A set of mandatory targets, including recycling and composting rates, set by the UK government. BVPIs are now superseded by National Indicators (NIs) as the standard for measuring performance.
BREW	Business Resource Efficiency and Waste Programme.
Biodegradable Municipal Waste (BMW)	Waste under the control of local authorities which is able to decompose through the action of bacteria or other microbes. This includes material such as paper, food waste and green garden waste.
Cambridge City Council (CCiC)	Waste Collection Authority and member of RECAP.
Cambridgeshire County Council (CCC)	Waste Disposal Authority and member of RECAP.
CIPFA	Chartered Institute of Public Finance and Accountancy.
Composting	The degradation of organic wastes in the presence of oxygen to produce a fertiliser or soil conditioner.
CSS	County Surveyors Society (Waste Committee).
Data Group	Group of officers from each partner authority, responsible for data capture, analysis and monitoring for the Partnership.
Defra	The UK government department responsible for the environment, food and rural affairs.
East Cambridgeshire (ECDC) RECAP.	Waste Collection Authority and member of
EU Directive	A European Union (formerly EC-European Community) legal instruction, binding on all Member States but which must be implemented through national legislation within a prescribed time-scale.
Energy from Waste (EfW)	Central processing facilities, primarily incineration, whereby energy may be recovered from waste. The resultant energy can be used to create power, heat or combined heat and power.
Energy Recovery	The recovery of useful energy in the form of heat and/or power from burning waste or other combustible materials. Generally applied to incineration, but can also include the combustion of landfill gas and gas produced during anaerobic digestion.
Fenland (FDC)	Waste Collection Authority and member of RECAP.
Green waste	Organic waste such as grass cuttings, tree cuttings, leaves which arise from gardens, parks or landscaping activities.
Household Waste	Household waste includes all mixed waste that is collected from households; all materials taken to local 'bring banks or collected at the doorstep or kerbside for recycling and composting; all waste (apart from rubble) that is taken to the County Council or Unitary Authority operated Household Recycling Centres; litter and street sweepings.
Household Recycling Centre (HRC)	A facility where members of the public can take household waste for recycling or disposal.
Huntingdonshire (HDC)	Waste Collection Authority and member of RECAP.
Joint Strategy Area (JSA)	The geographical area containing all of the 7 RECAP partners.
Joint Waste Officer Group (JWOG)	A group of senior officers (director or head of service) from each partner authority within RECAP.
Landfill Allowance Trading Scheme (LATS)	An initiative by the UK government that assigns an allowance to each WDA for the amount of BMW it can dispose of to landfill.

LARAC	Local Authority Recycling Advisory Committee.
LAA	Local Area Agreements.
LSP	Local Strategic Partnerships.
Marketing Group	Group of recycling officers from each partner authority responsible for promotional campaigns and continual com munication with the public about waste management services.
Material Recovery Facility (MRF) referred to as a 'clean MRF' (as distinct from a 'dirty MRF', which handles co-mingled wastes including putrescible materials).	A facility which is designed to process co-mingled dry recyclables is sometimes
Mechanical Biological Treatment (MBT)	A generic term for an integration of several processes, some biological and some mechanical, commonly found in other waste management technologies such as Materials Recovery Facilities (MRFs), sorting and composting plants.
Municipal Solid Waste (MSW)	Waste collected by, or on behalf of, a local authority – mainly consisting of waste from households, litter, fly-tipping, bulky waste, civic amenity site waste and trade waste (where the collection is contracted with the LA).
NAWDO	National Association of Waste Disposal Officers.
National Indicators N.I.	A set of mandatory targets to be implemented in 2007/08, including recycling and composting rates, set by the UK government.
NWS2007 (The Strategy)	The National Waste Strategy 2007 (England and Wales).
Operations Panel	Group of operational officers from each partner authority.
Peterborough City Council (PCC) Enforcement Group (PIE)	Waste Collection Authority and Waste Disposal Authority, member of RECAP.
Prevention, Intervention and Enforcement Group (PIE)	Enforcement Officers Group within the RECAP Joint Strategy Area.
Private Finance Initiative (PFI)	A method of providing financial support for capital projects between the public and private sectors, administered by the UK government.
RDF	Refuse Derived Fuel.
RECAP (Recycling in Cambridgeshire and Peterborough.)	The partnership between Cambridgeshire County Council and the five Waste Collection Authorities (WCAs): Fenland, South Cambridgeshire, East Cambridgeshire, Huntingdonshire and Cambridge City together with the Unitary Authority (UA) of Peterborough City Council.
RECAP Joint Municipal Waste Management Strategy (JMWMS)	This document.
Recycling	Involves the reprocessing of wastes, either into the same material (closed-loop) or a different material (open-loop recycling). Commonly applied to non-hazardous wastes such as paper, glass, cardboard, plastics and metals. However, hazardous wastes (e.g. solvents) can also be recycled by specialist companies, or by in-house equipment.
Refuse Derived Fuel (RDF)	A fuel produced from municipal solid waste, primarily consisting of paper, card, plastic, and some dried organics.
Residual Waste	The waste remaining after the separation of recyclables or compostables or waste sent for reprocessing.
Re-use	Using materials or products again, for the same or a different purpose, without reprocessing the material.
South Cambridgeshire (SCDC)	Waste Collection Authority and member of RECAP.
Strategic Environmental Assessment (SEA)	Structured evaluation process for assessing the environmental impacts of plans and programmes. SEA is a statutory requirement.

Sustainable Waste Management	Using material resources efficiently to cut down on the amount of waste produced. And, where waste is generated, dealing with it in a way that contributes to the economic, social and environmental goals of sustainable development.
Third Sector	Non-governmental organisations that are value-driven and which principally reinvest their surpluses to further social, environ mental or cultural objectives.
Trade Waste	Waste from commercial properties collected through schemes operated by Waste Collection Authorities either directly or under contract.
Transfer	The deposition and separation or bulking up of waste before it is removed for recovery or disposal.
Treatment	Involves the physical, chemical or biological processing of wastes to reduce their volume or harmfulness.
Unitary Authority (UA)	In waste terms, local authority that is a single tier responsible for the collection and processing and/or final disposal of waste in its area.
Waste and Emissions Trading (WET) Act	The WET Act contains allowances for each waste disposal authority that sets the maximum amount of BMW that it is permitted to dispose of via landfill in each year between 1st April 2005 and 2020.
Waste and Environment Forum (WEF)	Group that includes the relevant Councillor for each of the partner councils and the accompanying Joint Waste Officer Group for RECAP.
Waste Collection Authority (WCA)	A local authority (a district, borough or unitary) responsible for the collection of waste in its area.
Waste Disposal Authority (WDA)	A local authority (a county or unitary) responsible for the management of the waste collected and delivered to it by constituent collection authorities. The processing and/or final disposal of the waste is usually contracted to the private sector waste management industry.
WEEE Directive	Waste Electrical and Electronic Equipment Directive. A European directive to limit the disposal of electrical waste.
Waste Hierarchy	The waste hierarchy is a useful framework that has become a cornerstone of sustainable waste management, setting out the order in which options for waste management should be considered based on environmental impact. Waste prevention sits at the top of the hierarchy followed by re-use, recycling and composting, energy recovery and finally disposal.
WIP	Waste Implementation Programme. A Defra initiative to progress its National Waste Strategy.
WIDP	Waste Implementation and Development Programme. A Defra initiative to progress investment in sustainable waste management facilities, as part of the National Waste Strategy.
Waste Local Plan	Outlines the best locations for waste management sites and sets out the framework within which planning applications for waste management facilities are considered.
Wider Waste	Waste arising from non-municipal sources.

Introduction

1.1 The RECAP Partnership

1.1.1 What is RECAP?

Cambridgeshire and Peterborough united across their relative authority county boundaries to form the RECAP (Recycling in Cambridgeshire and Peterborough) partnership in 1999 with Cambridgeshire's Waste Collection Authorities (WCAs).

The RECAP Partnership comprises of the seven authorities, as set out in the table below.

Authority	Role within waste
Peterborough City Council (PCC)	Waste Disposal Authority (WDA) And Waste Collection Authorities (WCA)
Cambridgeshire County Council (CCC)	Waste Disposal Authority (WDA)
Fenland (FDC)	Waste Collection Authorities (WCA)
South Cambridgeshire (SCDC)	Waste Collection Authorities (WCA)
East Cambridgeshire (ECDC)	Waste Collection Authorities (WCA)
Huntingdonshire (HDC)	Waste Collection Authorities (WCA)
Cambridge City (CCiC)	Waste Collection Authorities (WCA)

Table 1: Waste Authorities Within the RECAP Partnership

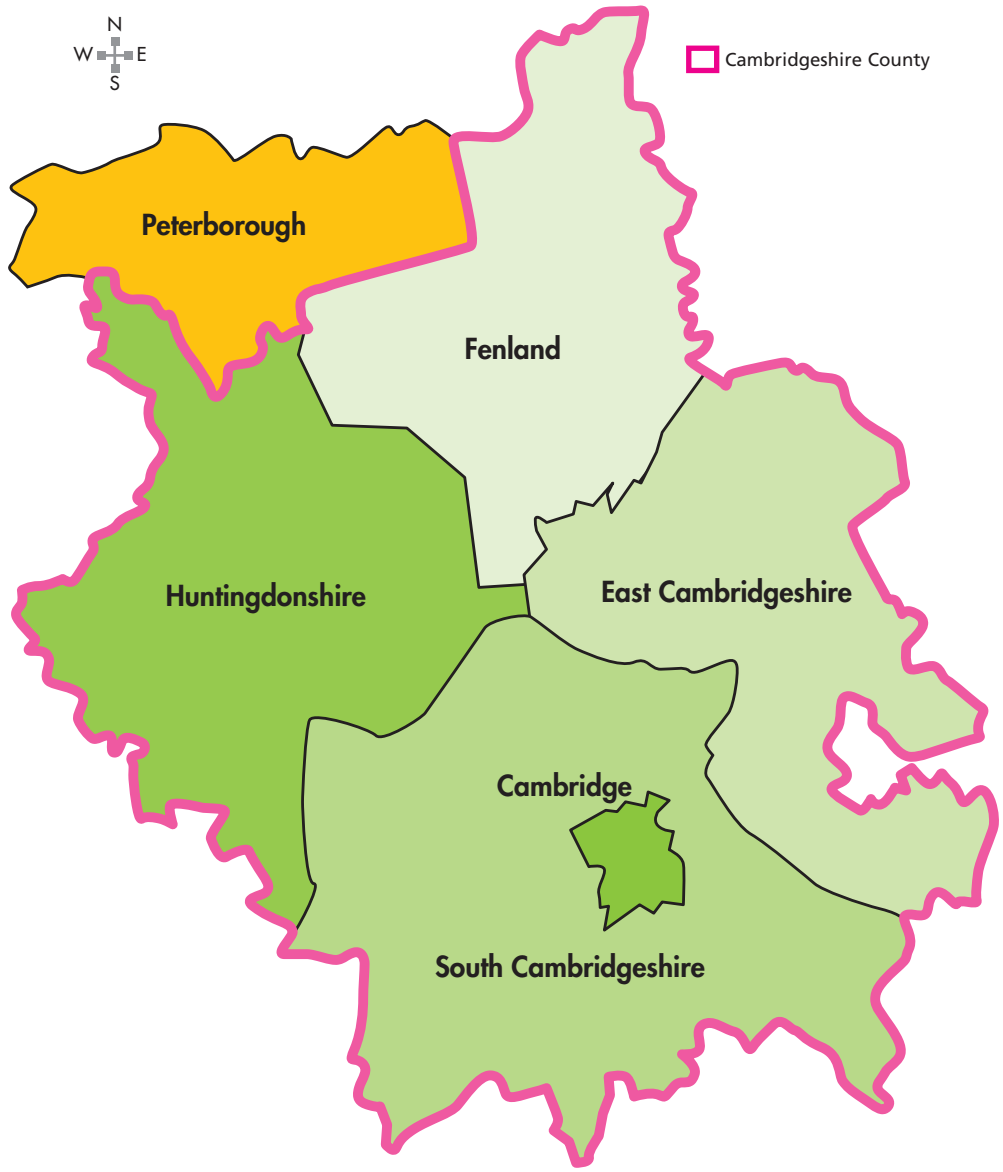


Figure 1: Map of the RECAP Area and Authority Boundaries

1.1.2 The RECAP Partners' Waste Responsibilities

The RECAP Partnership oversees waste management within the Cambridgeshire and Peterborough area; however the partners have different statutory roles and responsibilities with regard to waste depending on if they are a WCA, WDA or UA.

Responsibilities	Waste Collection Authority (WCA)	Unitary Authority (UA)	Waste Disposal Authority (WDA)
Collection of all household waste, including recyclables, from the kerbside and provision of recycling 'bring banks' for public use	FDC, SCDC, ECDC, HDC & CCiC	PCC	
Collection of bulky waste from households by arrangement	FDC, SCDC, ECDC, HDC & CCiC	PCC	
Collection of litter, parks and gardens waste, street cleaning and the removal of fly-tipped waste from public land	FDC, SCDC, ECDC, HDC & CCiC	PCC	
Provision of the Household Recycling Centres (HRCs) where residents can take household waste, including bulky items, for recycling or disposal		PCC	CCC
Arranging for the disposal of the non-recyclable residual waste collected at the HRCs and by the Waste Collection Authorities		PCC	CCC
Payment of "recycling credits" to the WCAs			CCC

Table 2: Waste Authorities Responsibilities

In addition, a number of District Councils also collect 'trade' waste from commercial premises for which they make a charge.

More detail on the services provided by the authorities within the RECAP Joint Strategy Area (JSA) can be found in Chapter 4 of this document.

1.1.3 RECAP's Partnership Structure

The object of RECAP's joint waste management partnership has been to investigate ways of working more closely together to utilise the resources that are currently discarded and seek more sustainable waste management for the benefit of householders in the area.

Since 1999 the RECAP structure has developed to meet the changing needs and direction of the Partnership. As a result, the structure evolved to include additional sub-groups to achieve the objectives set out in the first Joint Municipal Waste Management Strategy (JMWMS) adopted in 2002. In addition, the Partnership traditionally focused only on waste and recycling issues but is now expanding its remit to include street cleansing, reduction of environmental crime and building community empowerment. The new structure for 2007 onwards can be seen in Figure 2. The Partnership meets formally four times a year, and the vehicle for this is the Waste and Environment Forum.

The vision statement adopted by the forum which reflects the broad focus of the Partnership:

"Working in partnership to help protect, maintain and enhance the environment through the provision of excellent services that meet local needs".

All groups have representation from all seven partners. The groups meet regularly (as structured in the table below) and report back to the Joint Waste Officers Group (JWOG) and the Waste and Environment Forum.

Figure 2: RECAP Partnership Structure

Group	Description
Waste and Environment Forum (WEF)	Relevant Councillor of each of the partner councils and accompanying Senior Office. Ratifies the strategic proposals and recommendations of JWOG. Responsible for approving the direction of the Partnership and significant projects undertaken. Provides democratic accountability for the strategy and its constituent groups.
Joint Waste Officer Group (JWOG)	A senior officer (Director or Head of Service) from each partner authority. Monitors annual performance management of the work programme. Four sub-groups report on progress against the work plans to JWOG on a regular basis. Puts forward strategic proposals and recommendations to WEF for its consideration.
Marketing Group	Recycling officer from each partner authority (including other interested community groups). Focus on the recycling and reuse provision within the authorities and the campaigns and promotion surrounding the service. Key role in the promotion and integration of waste prevention activities across the Partnership.
Operations Panel	Operational officers from each partner authority. Knowledge sharing and resolving operational and practical issues of running waste, recycling and street scene services, and the operation of contracts in this area.
Data Group	Responsible for data monitoring on behalf of the Partnership. Collate, monitor and identify waste management data, monitor overall performance of the Partnership and identify trends.
Prevention, Intervention and Enforcement Group (PIE)	Enforcement Officers meet to coordinate the work of all Councils to meet the Partnership's 'Cleaner Neighbourhoods' agenda, with respect to the prevention and enforcement of waste crime. Relevant officers from the Partnership's authorities. Conduct enforcement and education, liaise with organisations responsible for or affected by waste crime. Responsible for issuing of fixed penalty notices and the enforcement of fly-tipping and litter legislation.

Table 3: RECAP Groups

RECAP also employs three jointly-funded partnership officers, who have a role to assist and develop the Partnership. The employees are known as the "Partnership Team".

The RECAP groups also interact with the Community Sector, the Environment Agency, the Police and Fire Services and the Private Sector to ensure that the plans of the Partnership within this JMWMS are put into action.

1.1.4 RECAP's Memorandum of Understanding (MoU)

The Partnership agreed and adopted a recently revised Memorandum of Understanding (MoU) in April 2007. The MoU is not legally binding and is a voluntary agreement that the member authorities:

- Should adhere to the JMWMS;
- Work together to drive the strategy forward and meet the targets that have been set;
- Will consult each other on waste issues and related reviews; and
- Will work together where it is appropriate.

The member authorities will have based their joint strategies on the same principals, namely best value, sustainability and risk management.

1.1.5 Beacon Status

The RECAP Partnership was granted Beacon Council status for waste and recycling in 2006/7[1]. Beacon status is awarded to authorities that have shown innovation and achievement in particular fields. Beacon Authorities are required to share their best practice with other authorities.

The RECAP Partnership currently shares its knowledge and information about the waste management practices and recycling initiatives it has developed and implemented with other local authorities.

1.2 How Was the RECAP Joint Municipal Waste Management Strategy Developed?

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, would 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) were used extensively in the preparation of RECAP's 2002 Waste strategy. RECAP's Waste Strategy 2002 document could therefore be regarded as the third in a series and needs to be read in conjunction with the earlier documents.

Diversion of waste away from landfill is already well established in the area. In 2000/01 almost 20% of household waste was recycled, rising to in excess of 40% in 2006/7. This compares well with a national recycling rate of 27% in 2006/7.

The strategy area is one of the fastest growing in the country due to an influx of new residents. 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 and other directions. In particular they call on Central Government to provide mechanisms and resources to enable local partnerships to deliver their strategies.

The 2002 strategy provided a way forward for waste management that reconciled the twin aspirations of customer satisfaction and the achievement of National and European waste diversion targets.

1 www.cambridgeshire.gov.uk/wastebeacon

1.3 Why Review RECAP's Joint Municipal Waste Management Strategy?

As set out in the Defra guidance for municipal waste strategies, all strategies need to be reviewed and revised every five years. This is to ensure that changes and amendments to national, regional and local policies, legislation and targets are included within the key waste strategy document, to ensure that the strategy remains fresh and relevant and so that future opportunities are regularly identified.

As part of the RECAP JMWMS review, a number of the principles adopted in 2002 needed either revising or updating in light of a series of key national policy and legislative changes and progression in performance within the JSA. It is also important that the revised headline strategy adopts principles outlined within Defra's Municipal Waste Strategy Guidance[2] and uses the new recommended structure.

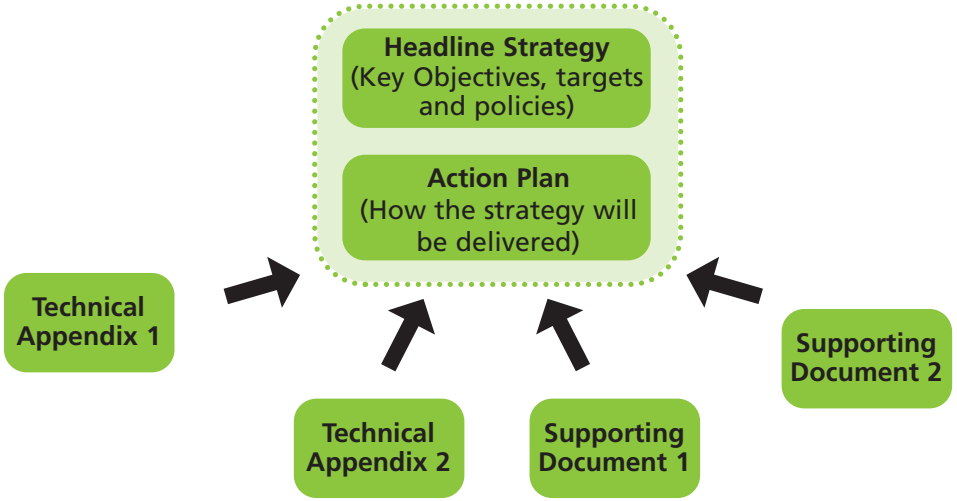


Figure 3 Defra Guidance on Proposed Waste Strategy Structure

1.4 The JMWMS Revision Process

1.4.1 Public Consultation

In revising and developing this JMWMS the RECAP Partners wanted to ensure and encourage stakeholder input. Therefore RECAP undertook an extensive consultation exercise in February and March 2007, called 'Rubbish: Your views on how to beat the waste mountain'. The consultation was conducted throughout the Joint Strategy Area (JSA) and used to develop a full list of actions, which centred on the aims and objectives of the JMWMS.

The consultation was conducted by independent consultants (Atkins) and designed to ensure that all target audiences had been consulted. Their comments and feedback were taken into account to inform the process of revising the JMWMS.

The public consultation element of the project was a success with a good response rate. 18% of the printed and posted questionnaires were returned and a further 350 submitted electronically. In total there were 1,271 completed questionnaires. Key issues were explained during workshops with invited members of the community within the JSA. Workshops were also held with the Community, Voluntary and the Private Sectors providing useful qualitative feedback.

The consultation provided RECAP with public opinion of the actions regarding waste reduction and minimisation, on raising awareness and enabled the Partnership to gauge, any additional public concerns. The public and stakeholder groups were in broad agreement with the priorities set out in the consultation. Three key areas emerged:

- Continuing to promote waste minimisation and prevention;
- Sustaining and increasing recycling, recovery and composting; and
- Achieving diversion of biodegradable waste from landfill.

These areas have been incorporated within the strategic themes, objectives and actions within this JMWMS, with the inclusion of raising public awareness of these issues.

2 http://www.defra.gov.uk/environment/waste/management/guidance/mwms/pdf/mwms.pdf

1.4.2 The Revised JMWMS Document

Using the previous RECAP strategy principles as a basis, a series of revised objectives were developed (taking into account the change of legislation and the recent consultation). These revised objectives were discussed during a consultation workshop with both members and senior officers during September 2007). These were subsequently refined by the Joint Waste Officer Group in November 2007.

For this JMWMS, the objectives fall into clear themes (discussed in detail in Chapter 3), which will run throughout this document. They are:

- Underlying Strategic Principles for the Waste Strategy;
- Joint Working, Partnership;
- Climate Change;
- Environmental Protection;
- Waste Prevention & Reuse;
- Recycling & Composting;
- Management of Residual Waste;
- Wider Waste Role; and
- Stakeholder Engagement.

1.4.3 Strategic Environmental Assessment

The 2007/08 review of the RECAP Joint Municipal Waste Management Strategy has not been subject to a Strategic Environmental Assessment (SEA) as the review is producing minor changes to the original Strategy and RECAP has consulted on the reviewed document with statutory consultees.

The obligation for a Joint Municipal Waste Strategy arose out of section 32 of the WET Act. This obligation requires a joint strategy for the management of waste from households or similar waste and to keep that strategy under review. RECAP fulfilled this obligation with the production of the 2002 strategy, which sets out the framework for 2002 – 2022, and which indicates that there will be reviews to reflect progress and the influence of national and EU legislation. The first review was to be in 2004 with biennial reviews thereafter 'in the early stages'.

The 2004 review has been delayed until now due to the emergence of the Environmental Assessment of Plans and Programmes Regulations 2004 and the Defra guidance "A Practice Guide for the Development of Municipal Waste Management Strategies", November 2005. The delay has also enabled full consideration of the 2007 National Waste Strategy.

In keeping with best practice, RECAP has reviewed its Joint Municipal Waste Management Strategy using the methodology in the Defra guidance "A Practice Guide for the Development of Municipal Waste Management Strategies", November 2005.

The reviewed document is an updated and revised version of the previous strategy document to ensure that its style and content is in keeping with the guidance. As such the intention is not to change the original strategy but to make appropriate modifications to it in order to reflect recent legislation and to allow the addition of new policies where the national and regional agenda has been re-prioritised – e.g. on emissions.

To demonstrate the minor modifications that have been made compared to the original strategy, Appendix 6 shows the link between the objectives in the revised strategy and Chapter 2 and Appendix A of the 2002 Strategy.

The Defra MWMS guidance also states that, should an SEA not be conducted, the authorities should consult with statutory consultees over this decision and reach consensus on their intentions. This review has included such consultation.

1.5 What Does the Joint Municipal Waste Management Strategy Include?

This JMWMS covers the arrangements for the sustainable management of MSW controlled by the RECAP partners and it is the framework for addressing prevention, reuse, recycling and recovery in line with the waste hierarchy. It covers collection, treatment and disposal of municipal solid waste.

Municipal solid waste means waste that falls under the control of a local authority and includes: all waste collected from households, all household waste taken to recycling banks or household recycling centres, wastes from street cleaning, litter, bulky waste collections, fly-tipped waste and waste produced by commercial premises that is collected by, or on behalf of, the Local Authorities within the JSA.

This JMWMS is forward thinking. It identifies and clearly states the link between waste management and climate change emissions and takes responsibility for this key area. Also, even though RECAP is not directly responsible for non-municipal waste, RECAP has identified the scale of other waste sources and their growing influence. Therefore RECAP has identified areas within this strategy where it can assist and if possible build synergies between municipal and non-municipal waste. This will fall under the theme of "Wider Waste" (see Chapter 3).

The JMWMS takes into consideration land-use planning policies relating to the location of waste management facilities which are outside the scope of this strategy and are covered in the Cambridgeshire's and Peterborough's Waste Local Plan. It is worth noting that the Local Plan document is currently being reviewed and will be replaced by the emerging Cambridgeshire & Peterborough Minerals and Waste Development Plan Documents[3]. The reviews of both the Minerals and Waste Plan and the JMWMS are collaborative processes which enable each document to inform and influence the other.

The RECAP strategy will aim to provide the kind of services that customers have requested both in the 2002 strategy and for further development from 2008. In addition, when the necessary facilities are made available to householders within the JSA, they will be publicised and monitored to ensure they are well utilised so that the various legislative targets are met, both in the short and the long term.

This revised JMWMS continues to direct the way forward for waste management within the RECAP JSA, and continues to manage the twin aspirations of customer satisfaction whilst achieving the national and European waste diversion targets.

3 http://www.cambridgeshire.gov.uk/environment/planning/policies/

2 What are the key drivers in waste management?

There are powerful legislative, economic and environmental drivers for progressing waste management activities up the waste hierarchy by encouraging waste reduction, recycling and recovery activity and minimising landfill. Some of the key waste policy drivers are derived from the National Waste Strategy 2007[4] (NWS2007), the EU Landfill Directive and the UK legislation which implements the Directive in this Country. The Landfill Tax acts in parallel as a fiscal driver to discourage reliance on landfill and the Landfill Allowance Trading Scheme (LATS) encourages the diversion of Biodegradable Municipal Waste from landfill.

This JMWMS was developed within a rapidly changing legislative and policy climate at a local, regional, national and European level. Since then, (over the past 5 years) there has been a more focused central government agenda with a stronger emphasis on waste data collection and dissemination, local authority support, legislation and strategic direction. Central government has recognised the need for providing more support for the development of infra-structure through its understanding of new technologies and revision of the waste planning system. It has also undertaken a wider remit, taking a more proactive approach through its Waste Implementation Programme (WIP) and Waste Implementation and Development Programme (WIDP) along with a variety of research and development programmes. Among these Defra has developed and implemented the Business Resource Efficiency & Waste (BREW) programme, which provides advice and support to businesses including recycling and waste management. The waste sector is continually evolving. New recycling and recovery targets have been set and the relevance of some waste performance indicators are currently under consultation. Other issues such as commercial waste, environmental crime and pollution are continuing to become more important within any local and regional strategy.

The regulatory framework is evolving too and changing its emphasis from 'end of pipe' to 'front of pipe' regulation. In other words, the concentration on regulating the management of disposal is shifting towards measures to minimise and prevent the original production of waste by manufacturers, retailers and consumers. The Environment Agency continues to progress a more risk-based regulatory approach and has outlined a number of key targets and objectives within its waste sector plan.

'Waste management' has progressed to 'resource management'. Central government created WRAP (Waste Resources Action Programme) and its remit to develop material markets whilst identifying and supporting innovative opportunities. The waste industry is now evolving to 'carbon management' where waste targets and strategies are beginning to acknowledge the impact of waste activities on the wider environment, and particularly their major contribution to anthropogenic global climate change.

The remainder of this chapter outlines the key policy and legislative drivers and outlines how RECAP has responded to these drivers though the development of its revised headline waste strategy through the introduction of a series of themes, objectives and actions. These are discussed in the next chapter.

Further details of the relevant legislation are available within the Appendix 1.

4 Waste Strategy for England 2007

2.1 Waste Framework Directive

The EU Waste Framework Directive introduced a concept called the "Waste Hierarchy", which prioritises the various options for waste management (see the diagram below from the NWS2007). The hierarchy represents a sliding scale starting with the most sustainable option (waste prevention) and ending with the least sustainable option (disposal to landfill).

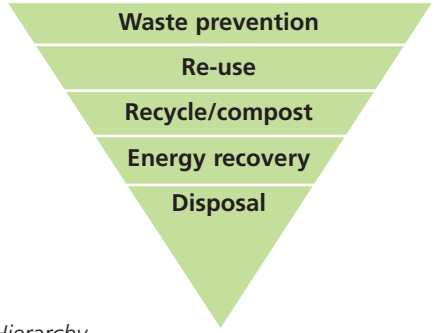


Figure 4 Waste Hierarchy

The waste hierarchy provides a strategic framework to promote sustainable waste management. It is the foundation that underpins this JMWMS.

The EU Waste Framework Directive is currently being reviewed and it is likely that highly efficient incineration techniques will in future be classified as energy recovery within the hierarchy.

2.2 Climate Change

Climate change is driven by the increase in greenhouse gases within the atmosphere and it is now widely recognised that waste management activities generate carbon dioxide and methane (which are both greenhouse gases). Biodegradable materials (such as kitchen waste, garden waste and paper) within the household waste stream contain carbon. The treatment and disposal of these wastes has an impact on the emission of greenhouse gases. When the biodegradable materials are broken down in the presence of air, carbon dioxide is released. When the biodegradable material is broken down in the absence of air, methane is produced. Methane is at least 23 times more potent than carbon dioxide as a greenhouse gas[5].

The absence of air in landfill sites causes methane to be generated as the waste breaks down. The methane in landfill gas contributed approximately 25% of the UK's total methane emissions in 2001 and about 2% of UK total greenhouse gas emissions.

Recycling materials avoids the unnecessary disposal of resources to landfill, and can represent a saving in greenhouse gas emissions. A recent research study commissioned by WRAP[6] concluded that current levels of recycling in the UK save emissions of between 10 and 15 million tonnes of carbon dioxide-equivalent annually, compared to sending the same materials to the current mix of landfill and incineration without energy recovery. This is similar to the reduction in CO2 that would accompany the removal of 3-4 million cars from our roads.

The Nottingham Declaration is a statement of intent and commitment to reduce local government climate change impact, to which any council can subscribe, which was first launched in 2000 at a local government conference and then re-launched at the Second National Councils Climate Conference in 2005. To date, almost 200 local councils have signed, thereby declaring their commitment to contribute to national climate change schemes, the resolution of the Kyoto protocol and the national targets for carbon dioxide reduction.

All the local authorities within the RECAP Partnership have signed the Nottingham Declaration, clearly acknowledging the increasing impact of climate change on the local area. The Declaration commits the Authorities, with their partners and communities, to develop plans to

5 Intergovernmental Panel on Climate Change (IPCC)

6 The Environmental Benefits of Recycling – an international review of life cycle comparisons for key materials in the UK recycling sector: WRAP May 2006

address the causes and impacts of climate change according to local priorities. Several of the RECAP authorities have already constructed climate change strategies and focussed on reducing emissions from waste sources.

Climate change and greenhouse gas emissions have become a prominent public issue since the last RECAP JMWMS in 2002 and the link to waste management has been strengthened by the considerable emphasis placed upon it in the NWS2007 (see Chapter 3).

2.3 Landfill Tax

All RECAP waste sent to landfill incurs a tax called the 'landfill tax'. This is in addition to other charges made for landfilling. In the 2007/08 financial year the tax was levied at £24/tonne. This tax will increase by £8 per tonne per year from April 2008 until 2010/11 when it will reach £48/tonne[7], which acts as a powerful fiscal driver to divert waste from landfill. As it becomes more expensive to landfill waste due to the tax, the more sustainable alternative methods of treating waste become comparable to landfill and thus more attractive to the taxpayer.

2.4 The Landfill Directive

Additional financial incentives to divert waste from landfill have been introduced through UK measures to implement the EU Landfill Directive. The Landfill Directive sets targets for the UK to reduce the amount of biodegradable municipal waste (BMW) it sends to landfill, compared to 1995 levels;

- By 25% in 2009/10;
- By 50% in 2012/13; and
- By 65% in 2019/20.

Under UK law, the requirements of this EU Directive have been passed on to all WDAs and UAs in England (such as Cambridgeshire County Council and Peterborough City Council) via the LATS[8]. Individual WDAs and UAs have been set a decreasing amount of BMW that they are permitted to send to landfill in any year. These allowances have been set for each year from 2005/06 to 2019/20. The annual allowances are statutory and failure to meet them could incur financial penalties of £150 per tonne per year.

Authority	Base Year	Target 2010	2010/11 Allocation	Target 2013	2015/16 Allocation	Target 2020
Cambridgeshire County	149,787	109,638	97,434	73,026	63,629	51,099
Peterborough	47,360	34,135	30,335	22,736	19,810	15,909

Table 4: A Summary of Tonnage Allowances in Key Years for RECAP

The LATS allows all WDAs and UAs to trade their permits of BMW allowances (i.e. to purchase permits if in deficit or sell permits if in surplus.) Each WDA / UA devises a strategy to ensure it individually meets its statutory target every year and trades accordingly if it needs to.

In the key European Target years (2009/10, 20012/12 and 2019/20), the United Kingdom as a whole must comply with the targets or faces potential fines from Europe which can be passed on to those offending authorities which have not met their individual targets.

7 Budget Statement, March 2007

8 The Waste Emissions Trading Act (2003) provides the framework for the Landfill Allowance Trading Scheme. The details of the scheme are laid out in subsequent regulations including The Landfill Allowance Trading Scheme (England) Regulations (2004)

2.5 National Waste Strategy Targets

The targets outlined in NWS2007[9] that superseded those outlined in National Waste Strategy 2000 are as follows:

- To recycle or compost at least 40% of household waste by 2010;
- To recycle or compost at least 45% of household waste by 2015; and
- To recycle or compost at least 50% of household waste by 2020.

Furthermore, targets aimed at recovering value (including energy) from municipal waste are set as follows:

- To recover value from 53% of municipal waste by 2010;
- To recover value from 67% of municipal waste by 2015; and
- To recover value from 75% of municipal waste by 2020.

In addition to improving recovery rates, the NWS2007 aims to reduce waste arising in the first instance. By 2000 BMW arisings were increasing by around 3% per year; the Strategy aims to lower this significantly by introducing a new target of reducing the amount of household waste not re-used, recycled or composted by 45% by 2020, and Local Authorities are to pursue this aim through campaigns aimed at waste minimisation and prevention.

NWS2007 clearly links waste management to greenhouse gas emissions and therefore to climate change. The overall impact of the Strategy is expected to lead to an annual net reduction in global greenhouse emissions through waste management of at least 9.3 million tonnes of carbon dioxide-equivalent per year compared to 2006. The additional greenhouse gas emission reductions result from an increase in diversion of waste from landfill. These benefits will be further increased from waste prevention measures.

The new NWS2007 also places a greater focus on waste prevention through a new target to reduce the amount of household waste not re-used, recycled or composted from over 22.2 million tonnes in 2000 by 29% to 15.8 million tonnes in 2010 with an aspiration to reduce it to 12.2 million tonnes in 2020 – a reduction of 45%. This is equivalent to halving the kgs of waste generated per person between 2000 and 2020.

The Strategy highlights the potential synergies between municipal and non municipal waste. It states that levels of commercial and industrial waste are expected to fall by 20% by 2010 compared to 2004. The Government in conjunction with the construction industry are considering a target to halve the amount of construction, demolition and excavation wastes going to landfill by 2012 as a result of recycling, waste reduction and re-use.

NWS2007 encourages partnership-working between local authorities as well as supporting local businesses to reduce and recycle their waste through more integrated management of different waste streams.

NWS2007 has evolved significantly since 2002 and it is the new emphasis provided by NWS2007 that has helped to shape this new revised RECAP Waste Strategy.

2.6 Indicators for Waste

Best Value Performance Indicators (BVPI)

A national system of Best Value performance monitoring was established by the Government to ensure that local authorities were demonstrating improvement in performance. All local authorities report annually to Defra on their performance against a range of Best Value Performance Indicators (BVPIs), including mandatory BVPI targets for recycling and composting. These BVPI targets are for household waste only and do not include wastes such as fly-tipped waste, rubble or trade waste collected from commercial premises.

The Government has capped the recycling target for the top performing councils at 30% in 2005/06. All councils in the area are achieving this statutory target, but policy now is to use BVPIs to improve performance through the Comprehensive Performance Assessment (CPA) regime where performance is assessed against previous years.

9 http://www.defra.gov.uk/environment/waste/strategy/strategy07/index.htm

National Indicators

As of 2008/09 the BVPI indicators will no longer be used as a measure of performance for local authorities. In NWS2007 the Government proposed new targets to reduce the amount of waste not reused, recycled or composted and to increase the amount of household waste reused, recycled and composted, and the amount of municipal waste recovered. As a consequence, the Government has implemented a new set of local authority waste performance indicators to be included in the new performance framework[10]. The proposed indicators are; kg/head of household waste not reused, recycled or composted; percentage of household waste reused, recycled and composted; and percentage of municipal waste landfilled; and they will monitor local authority's contributions to an overall waste outcome that will lead towards sustainable management of waste in England.

In the longer term the Government is also considering the development of a performance indicator on greenhouse gas emissions which would reflect the total emissions for a local authority's waste management activity. It is proposed that this indicator would be National Indicator 186.

The recent performance of RECAP against their BVPI household waste recycling and composting targets are listed in Chapter 4.

2.7 Local Area Agreements

Local Area Agreements (LAA) are a key function within the development of Local Strategic Partnerships (LSP) and implementing Local Community Strategies (see Appendix 1).

A Local Area Agreement (LAA) is developed within a Local Strategic Partnership (LSP), It is a three year agreement that sets out the priorities for a local area. The agreement is made between a local area, (represented by the lead local authority and key partners within the LSP and Central Government (represented by the relevant regional Government Office (for RECAP this is G.O. EAST)). The LSP is a single body that combines various sections of the public sector as well as the private, business, community and voluntary sectors within the local area, encouraging initiatives and services to work together and support each other.

Battery Recycling points in Cambridge

10 The National Indicators (NI) are currently proposed to be: NI 191 Residual household waste per household; NI 192 Household waste recycled and composted; NI 193 Municipal waste landfilled; NI 195 Improved street and environmental cleanliness (levels of graffiti, detritus and fly posting) NI 195 Improved street and environmental cleanliness (levels of graffiti, detritus and fly posting); and NI 196 Improved street and environmental cleanliness fly- tipping

In agreeing the LAA, the LSP must link in with other plans, strategies and bodies established at regional, sub-regional and local level and co-ordinate a response from the local level.

The 'Community Strategy' sets out the vision and priorities for each authority, and involves all parties, including residents, the voluntary sector and businesses to develop and drive the effective delivery of their Local Area Agreement.

Several central government funding streams, previously granted directly to local government, are now rolled into one source of finance via the LAA. This allows an LSP to determine its local spending priorities and requires as a precondition that money is spent in partnership.

In early 2007, Peterborough and Cambridgeshire refreshed their LAAs and both identify waste and recycling as a key area. They agreed priorities to continue to increase recycling and reduce municipal waste landfilled. Both CCC and PCC identify that sustainable waste management enhances the local environment; therefore future revisions of their LAAs will reflect the changes in this JMWMS.

2.8 Regional Policies and Waste Management Targets

The Regional Waste Management Strategy (RWMS) for the East of England has been prepared by the Regional Waste Technical Advisory Body (RWTAB) and approved by the Regional Planning Panel of the East of England Local Government Conference (EELGC).The principle purpose of the RWMS is to give guidance on the land use planning aspects of waste management, by considering what quantities of waste need to be treated by different methods, and what this means in terms of the scale of waste management requirements, up to 2021.

The regional policies and waste management targets are detailed in Appendix 1 (Legislation Review).

2.9 Clean Neighbourhoods Act and Enviro-Waste Crimes

The Clean Neighbourhoods Act is a powerful tool for local authorities allowing them greater control over waste related offences. Local authorities and indeed the Environment Agency now have greater powers as mentioned below:

- Fixed Penalties Notices – The Local Authority can now issue fixed penalties for offences.
- Litter – The Act makes it an offence to drop litter anywhere, including private land and rivers, ponds and lakes.
- Graffiti and fly-posting – Improves powers to Local Authorities to deal with the issue of sale of spray paints to children. Local Authorities can restrict distribution of flyers and hand-outs and recover the cost of removing illegal posters.
- Waste – The Act increases penalties and removes the defence of acting under the employer's instruction when dealing with fly-tipping. The Act extends provisions on clear-up to the landowner in absence of the occupier. Failure to produce waste transfer notes and waste carrier registration details can lead to fixed fines for businesses. The Act introduces an effective stop, search and seizure of vehicles used in illegal waste disposal.
- Nuisance and Abandoned Vehicles – The Act gives Local Authorities the power to remove abandoned cars from the streets immediately.
- Dog Fouling – A new simplified system will enable Local Authorities to deal effectively with dog fouling, ban dogs from designated areas and require dogs to be kept on a lead.

Enforcement of this Act by a specialised team and the use of penalty notices will increase awareness of waste issues and discourage people from committing such offences. RECAP is in the process of creating specific policies on these issues (these are incorporated within the key strategic objectives, see Chapter 3).

2.10 RECAP Growth Agenda

Waste growth is, amongst other things, a function of population and household growth. With many targets set on previous years' waste arisings, any significant population and household growth can have implications on an authority's ability to manage and reduce its total waste arising. The Cambridge sub-region is one of the fastest growing areas in the UK. On average, a single household produces around one tonne of waste each year. There is currently a proposal to build an additional 74,500 dwellings within Cambridgeshire and Peterborough by 2021[11]. This is expected to result in increased waste arisings, for management by RECAP. A clear strategy and series of objectives are required to manage this waste growth.

This is referred to by RECAP as 'The Growth Agenda' and outlined in the main Structure Plan 2003, which will be superseded by the Regional Spatial Strategy in Autumn 2007. Any predictions on waste growth within this strategy reflect the projected figures in the Regional Spatial Strategy.

11 Figures are compared to number of dwellings identified for 2006 by the Research Group at Cambridgeshire County Council

2.11 Other Related Drivers

A number of other pressures are exerting themselves on local government, which affect the ability of councils to meet targets and deal with waste in a more sustainable manner. The Gershon agenda calls on councils to improve their own efficiency in order to drive down the cost of government, particularly over the three years between 2007 and 2010. Waste managers must seek innovative ways to prevent waste, increase recycling and divert resources from landfill, whilst demonstrating how the service is contributing to an overall position of achieving efficiencies (delivering an increased service for the same budget or the same service for a decreased budget) equivalent to 3% of an authority's total budget. Specific financial pressures include, but are not limited to:

- An increased focus by the Health and Safety Executive on the waste industry, which is second only to the construction industry;

- Increasing staff costs;
- Increasing costs of procuring plant and physical infrastructure such as vehicles and recycling containers;
- Increasing fuel costs; and
- Increasing numbers of service users (residents and temporary users such as tourists).

It is worth noting the rate of increase for staff and physical infrastructure both of which currently exceed the rate of inflation.

2.12 Summary of Drivers

Changes to legislation and policies have evolved at a fast pace within the last five years. There are now higher recycling, composting and recovery targets and a clear focus on waste minimisation, prevention and reuse. There is a strong emphasis on climate change and a fresh emphasis to target waste outside of traditional municipal sources. In addition there is still the continual drive to divert waste and BMW away from landfill by legislative and fiscal pressures. All these new drivers have been reflected within RECAP's revised JMWMS.

3 Strategy objectives

This JMWMS is underpinned by a set of key objectives, which fall into key themes.

3.1 Development of Objectives and Themes

The 2002 RECAP strategy document contained over 18 strategic principles and key issues (including actions and objectives). These principles and key issues were adopted by the RECAP Partnership in 2002.

As part of the RECAP JMWMS review, a number of the principles adopted need either revising or updating in light of a series of key national policy and legislative changes and progression in performance within the JSA. It is also important that the revised headline strategy adopts the principles outlined within Defra's Municipal Waste Strategy Guidance[12].

Using the previous RECAP strategy principles as a basis, a series of revised objectives were developed and then discussed during a consultation workshop with both Councillors and senior officers during September 2007. These were subsequently refined by the JWOG in November 2007.

3.2 Strategy Themes and Objectives

The 2002 principles have evolved to the following set of SMART[13] objectives. The objectives have been divided into key themes which combine the original principles and incorporate new themes that have emerged in the last five years.

All the Objectives are supported by an accompanying Action Plan (Chapter 5 and Appendix 8).

3.2.1 Underlying Strategic Principles for the Waste Strategy

The first theme is to ensure that the new JMWMS is underpinned by the common strategic principles for all waste strategies. It is therefore important to ensure that this strategy is consistent with local, regional, national and European legislation, plans and policies. This document should also merge with other policies with regard to waste management within the JSA.

12 http://www.defra.gov.uk/environment/waste/management/guidance/mwms/pdf/mwms.pdf

13 SMART (Specific, Measurable, Actionable, Realistic and Targeted)

Objective 1: We will aim to minimise our environmental impact in line with the principles of proximity, self sufficiency, polluter pays and the precautionary principle.

Objective 2: We will aim to achieve efficient use of resources for all Partners and deliver high quality services that represent value for money.

Objective 3: We will ensure our Waste Strategy is consistent with local, regional and national waste and planning principles, policies and strategies.

Objective 4: We will aim to drive the management of waste up the waste hierarchy of reduction, re-use, recycling and composting, and energy recovery. Where waste is produced it should be viewed as a resource to be put to good use – disposal (i.e. landfill) should be the last option for dealing with it.

Objective 5: We will ensure our waste and environmental services are designed to accommodate planned growth within the Joint Strategy Area (JSA).

Objective 6: We will aim to deliver sufficient waste infrastructure to meet our strategy objectives.

Objective 7: We will aim to meet or exceed national and local waste and environment targets.

3.2.2 Joint Working – Partnership

The authorities within Cambridgeshire and Peterborough have an established commitment to work together through the RECAP Partnership. This includes (but is not limited to) a well established framework which includes regular officer and councillor meetings, as set out in Chapter 1.

Although a successful partnership, RECAP has identified joint working and partnership as an objective for reinforcement and aims to build upon the successful working arrangements to date.

Objective 8: We will work together to share best practice and manage waste performance to drive continuous improvement.

Objective 9: We will work together to secure funding to achieve the objectives set out in this Strategy.

3.2.3 Climate Change

Climate change and the emission of greenhouse gases have risen up the political and public agenda in the last five years. NWS2007 acknowledges that all waste management activities generate greenhouse gases and that recycling and reuse can mitigate the impact (see Chapter 2 and Appendix 1 for further information on this section).

RECAP has set the following objective to ensure waste management activities and their impact on climate change are linked and included within the RECAP JMWMS.

Objective 10: We will aim to minimise greenhouse gas emissions from municipal and non-municipal waste management activities in the Joint Strategy Area (JSA).

3.2.4 Environmental Protection

This theme identifies the restrictions placed on waste management with regard to waste related crimes (such as dog fouling, litter, fly-tipping, fly posting, graffiti and abandoned vehicles). It also focuses on the overall infrastructure required for waste facilities and the issue of waste crossing JSA borders.

Objective 11: We will develop and implement policies on local Enviro-crimes (including dog fouling, litter, fly-tipping, fly posting, graffiti and abandoned vehicles.) to provide cleaner streets and a healthy environment.

3.2.5 Waste Prevention and Reuse

The waste hierarchy prioritises prevention of waste, followed by reuse. Therefore RECAP has identified "Waste Prevention and Reuse" as a theme requiring objectives and actions.

Objective 12: We will work together to reduce the amount of waste produced per person within the Joint Strategy Area (JSA) by actively promoting waste prevention, reduction and re-use activities.

3.2.6 Recycling and Composting

The next priority within the waste hierarchy is to recycle and compost waste. RECAP has identified the following objectives within this theme.

Objective 13: We will work together to reduce the amount of waste sent to landfill by maximising recycling and composting to achieve the national waste strategy targets as a minimum and work towards achieving the aspirational targets of recycling/composting the following percentages of household waste:

- 45 to 50% of household waste by 2010;
- 50 to 55% of household waste by 2015;
- 55 to 60% of household waste by 2020 with Peterborough aspiring to achieve 65%.

Objective 14: We will seek to work locally to promote, develop and stimulate sustainable recycling and composting initiatives consistent with green procurement codes.

3.2.7 Management of Residual Waste

The next priority within the waste hierarchy is "recovery" whilst the last and least favourable is "disposal". This theme covers the last two options of the waste hierarchy, manifested as the management of residual waste (i.e. waste that has not been diverted by reuse, recycling or composting) via waste treatment facilities, and associated outputs. This includes any waste disposed to landfill and meeting obligations under the Landfill Allowances Trading Scheme.

Objective 15: We will aim to ensure that residual waste is treated as a resource recovering both energy and value where possible at every stage.

Objective 16: We will aim to ensure as far as practicable that the outputs from residual waste treatment facilities are put to beneficial use.

3.2.8 Wider Waste Role

This JMWMS covers the arrangements for the sustainable management of MSW collected by RECAP. However, even though RECAP is not directly responsible for non-municipal waste, the Partnership has identified the scale of other waste sources and their growing influence. It has identified "wider waste" (i.e. non-municipal waste) as a key theme, reflecting the new emphasis on commercial, industrial, construction and demolition wastes within NWS 2007. RECAP has developed the following key objectives so that they can assist and where possible build synergies between municipal and non-municipal waste.

Objective 17: We will facilitate, promote and encourage the reduction, re-use and recycling of non municipal waste through partnership arrangements to reduce the amount of this waste sent to landfill e.g. commercial, construction and demolition waste.

Objective 18: We will explore new or expanded recycling/processing facilities that seek synergy with commercial waste and other similar waste streams within the Joint Strategy Area (JSA) or neighbouring authorities.

Objective 19: We will actively seek to influence the local, regional, and national waste agendas and take an active role in all representative bodies (e.g. NAWDO, LARAC, CSS.[14])

14 See Glossary

3.2.9 Stakeholder Engagement

As this is a live document, stakeholder engagement is an integral part of the JMWMS. It is a vital element in raising awareness of the JMWMS and its objectives, the importance to all communities and sectors of waste management of educating local residents and changing behaviour to deliver the various activities/actions associated with the JMWMS.

Objective 20: We will engage and consult with stakeholders on sustainable waste management during the implementation of this strategy.

3.3 Inter-Relationships and Interdependencies

The nine themes above are not stand alone items. They are interdependent and interact together in a complex chain. For example increasing recycling and composting cannot be achieved without stakeholder engagement and increasing recycling impacts on residual waste treatment; waste prevention refers to the reduction of all waste produced, whether it is currently recycled or not. In addition recycling and composting can be linked with "wider waste", if schemes are focussed on non-municipal waste types.

It must be understood that the objectives indicate the ideals that RECAP wish to achieve and achieving one objective will often assist in achieving another.

There is also the "growth agenda" - an underlying topic that can impact on all the themes above (see section 2.10). With this expected increase in both population and housing, there are several issues to consider:

- There is an increase in waste arisings during the construction of any new housing stock;
- The new population and houses will require additional waste facilities and infrastructure; and
- If there is an increase in population but the waste per head remains constant, the total waste arisings will still increase. Indeed, success in reducing the waste produced per head may not be sufficient to counteract additional waste arisings from additional residents.

The increase in population and housing has been accounted for within this JMWMS and is clearly included within the Strategic Objectives, however it is not presented as a separate theme, as the "growth agenda" within the JSA cuts across several themes.

3.4 Key Targets

The key target for this JMWMS is to achieve the aspirational recycling and composting targets set out by RECAP – To achieve recycling and composting rates[15] of:

- 45 to 50% of household waste by 2010;
- 50 to 55% of household waste by 2015; and
- 55 to 60% of household waste by 2020, with Peterborough aiming for 65%.

15 As measured by BVPI 82a and 82b

4 Where are we today? The current situation

4.1 Introduction

This section presents a summary of the current and planned municipal waste management situation in Cambridgeshire and Peterborough. Key municipal waste services are summarised along with an overview of the principle waste management statistics. This section sets out how much municipal waste was being produced in 2006/07 and how much of it was recycled. Further details for all the services can be found in Appendix 3 and in Appendix 4.

4.2 How Much Waste is Produced in Cambridgeshire and Peterborough?

In 2006/07, Cambridgeshire and Peterborough produced over 436,000 tonnes of MSW. Table 5 outlines the MSW arising in Cambridgeshire and Peterborough. Households produced over 91% of this waste; the remaining is made up of fly-tipped waste, rubble, soil and trade waste. At the time, Peterborough was the only authority within the Partnership that provided businesses with a recycling collection; the low percentage of trade waste recycled in the table reflects this. Almost 53% of MSW was landfilled in 2006/07 with almost 44% being recycled and composted; the remainder (rubble) was reused.

Municipal Waste Stream	2006/07 (Tonnes)	% of total waste stream
Recycling and Composting by WCAs	142,810	33%
Landfill via WCA collections	177,632	41%
Fly-tipped waste	4,219	1%
Recycling and Composting via HRCs	46,790	11%
Landfill via HRCs	33,390	8%
Rubble via HRCs	16,628	4%
Trade Waste Recycled	552	0%
Trade Waste Landfilled	14,343	3%
Total Municipal Solid Waste	436,364	100%

Table 5: MSW Arising in Cambridgeshire and Peterborough and the Percentage of Each Stream in MSW in 2006/07.

4.3 What is in Cambridgeshire's and Peterborough's Waste?

The following figure illustrates the household waste composition in Cambridgeshire and Peterborough, sampled in 2004/05.

Over 40% of the sample was organic waste (kitchen and garden waste), 27% was paper and only 18% of the sample was defined as "non-recyclable waste". With almost 70% of waste being biodegradable waste, RECAP has a clear strategic objective within this JMWMS to divert as much as possible of this material from landfill.

This composition can assist the RECAP Partners to target the relevant materials to increase recycling rates and divert more BMW from landfill.

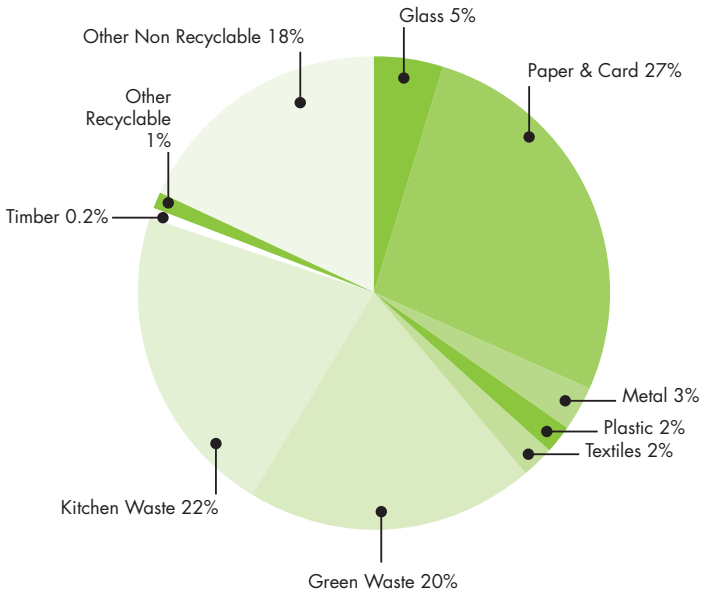


Figure 5: Composition of Household Waste in Cambridgeshire and Peterborough[16].

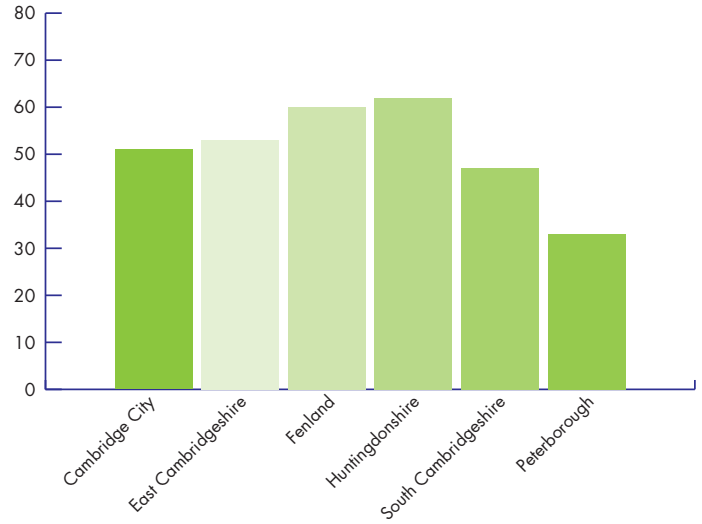


Figure 6: Total Cost of Waste Collection per Household

4.4 How Much Does it Cost?

The management of waste entails a number of costs including those associated with the collection of waste from the household (measured by BVPI 86) and the subsequent disposal of the waste (BVPI 87). Using the most recently completed annual data (2005/06) the management costs of waste have been identified. The total costs associated with the collection of waste from households are illustrated in Figure 6 below. The total costs for the RECAP JSA associated with the collection of waste in 2005/06 for all the local authorities is just under £16 million. Over 40% of the sample was organic waste (kitchen and garden waste), 27% was paper and only 18% of the sample was defined as "non-recyclable waste". With almost 70% of waste being biodegradable waste, RECAP has a clear strategic objective within this JMWMS to divert as much as possible of this material from landfill.

This composition can assist the RECAP Partners to target the relevant materials to increase recycling rates and divert more BMW from landfill.

Table 6 below shows the costs associated with the disposal of waste within the RECAP JSA.

Authority	Cost per tonne (£)	Waste tonnage	Total cost (£)
Cambridgeshire	43.98	323,314	14,219,350
Peterborough	42.94	100,998	4,336,854

Table 6: The Cost of Waste Disposal in 2005/06

When the disposal costs and the collection costs[17] are considered and combined the total cost of waste management for the RECAP area is just under £34.5 million, which equates to the total cost of waste management per household in the RECAP JSA as £107.4 while the cost per tonne of household waste is £81.30.

Further details of these costs including additional figures can be found in the Appendix 3.

16 Results from RECAP's 2004 and 2005 two-phased compositional analysis study of household waste, one in autumn/winter and the other in spring/summer

17 This represents the net cost of collection and disposal and also includes staffing, head offices, transport, gate fees etc.

4.5 Summary of Current Recycling and Waste Schemes

4.5.1 Kerbside Schemes

Almost all households in the JSA are provided with a comprehensive three-stream kerbside collection service: refuse, dry recycling and an organic (green and kitchen waste) kerbside collection (Peterborough currently only collects green waste in its organic collection). All authorities operate alternate weekly refuse and organic collections apart from East Cambridgeshire which collects refuse weekly, then dry recyclables and organics fortnightly.

Although the authorities collect different dry recycling materials via the kerbside, generally they collect: paper, cans, glass and frequently plastic bottles and card. Each authority has its own contractual arrangements in place for these kerbside services. Most of the authorities use an in-house system and two authorities currently use a private contractor for collections.

4.5.2 Household Recycling Centres (HRCs)

There are eleven HRCs in the RECAP JSA, ten HRCs within Cambridgeshire County Council and one managed by Peterborough City Council. Four contractors operate these sites for Cambridgeshire County Council – these are Fenland Recycling, Whittlesey Recycling, Cambridge Recycling and Waste Recycling Group. From November 2007, the Peterborough Dogsthorpe site will be run by HW Martins taking over from WRG. Buckden is run by WRG and will close on 31st October 2008. Donarbon will take over the management of all Cambridgeshire County Council HRC's from October 1st 2009 as part of the Private Finance Initiative (PFI) Contract (see Section 4.10 and Appendix 4 for further information).

The HRCs are free for members of the public. However trade or commercial waste is not accepted at any site. The HRCs collect over 20 different materials including hazardous waste.

Both Cambridgeshire County Council and Peterborough City Council operate a performance incentive scheme for the HRC operators, based on diversion away from landfill sites. With this incentive scheme, in 2006/07 overall diversion in excess of 55% was achieved by Cambridgeshire County Council and 66% by Peterborough City Council, excluding hardcore.

4.5.3 Bring Sites

A series of bring sites are located around the JSA with containers for dry recyclables (including paper, glass, cans, plastic bottles, textiles etc). Members of the public can take recyclables they have already sorted to special containers located at convenient locations, such as supermarket car parks. Information on the number of sites and type of material accepted at the bring sites can be found in Appendix 3.

4.5.4 Summary of Other Waste and Recycling Services

The authorities also provide a range of other waste services. The RECAP Partners provide clinical waste collections from the kerbside. All authorities provide a bulky waste collection service to the public. Material collected generally goes to landfill (except fridges/freezers) and Peterborough sends many of the electrical appliances to the Electrical Appliance Recycling Plant. Peterborough and Cambridgeshire's WCAs all provide a street cleansing service to ensure roads are kept free of litter and refuse and ensure abandoned vehicles are recycled and disposed of in the correct manner.

Commercial Waste Services

Each authority has different arrangements in place that service local businesses or Small and Medium Enterprises (SMEs). Peterborough and Cambridge City Councils provide a comprehensive trade recycling service, Peterborough collects recyclables co-mingled, Cambridge City runs a separate service for trade glass, paper and card. Peterborough City Council has funding for a trial weighing system linked to a Geographical Information System (GIS) system with a view to adopt a charging by weight service. Cambridge City is using the Business Resource Efficiency and Waste (BREW) Programme funding to expand its recycling collections for its customers. The other collection authorities are investigating options to introduce trade recycling services to SMEs in the area supported by BREW funding.

Fly-tipping

Local authorities have been given new powers to investigate, enforce and help prevent offences involving the illegal disposal of waste[18]. With the increased importance of fly-tipping, littering and related street-scene issues, and the new powers available to councils, the Partnership has agreed to include this issue within its wider remit. A sub-group has been formed and a coordinating officer has been employed specifically to drive this issue forward (see Chapter 1).

4.6 RECAP's Current Waste Prevention Initiatives

Waste prevention is at the top of the waste hierarchy and the RECAP Partnership has several waste reduction initiatives in place that help reduce the growth in overall municipal waste.

These initiatives focus on the following areas:

- Developing a waste prevention plan in line with national guidelines produced by WRAP; the plan forms an important element of this joint waste strategy;

- Prevention of waste at home;
- Consumer choice and 'buying power';
- Support from local community groups and charitable organisations; and
- Awareness raising activities, including the 'Reduce for Cambridgeshire and Peterborough' campaign which builds on the success of 'Recycle for Cambridgeshire and Peterborough'.

The Partnership has actively and successfully promoted different waste prevention schemes. These including:

- Home composting;
- Reusable cotton nappies;
- Consumer-led Waste Prevention Initiatives;
- Anti-junk mail campaign;
- Choose2Reuse;
- Less Waste Shopping; and
- Raising Awareness.

Charities and the community sector play a vital part in these activities and in promoting reuse and recycling, particularly with regard to furniture, electrical items and textiles. Cambridgeshire Community Reuse and Recycle Network (CCORRN) was established in 2003 to help improve collection of materials for reuse, repair and recycling by local community groups and charities. CCORRN now comprises of 23 local community groups with a dedicated officer to coordinate activities. The coordinator helps support the development of community initiatives and acts as a mediator between councils and community organisations. The project aims to identify and develop joint work opportunities between community groups and the local authorities to undertake or extend reuse and recycling activities.

18 Under the Clean Neighbourhoods and Environment Act (CNEA), enacted in April 2005, although relevant clauses did not come into force until April 2006

4.7 Current Recycling Facilities in Cambridgeshire and Peterborough

Figure 7 Map with Location of Facilities and Landfills etc.

4.7.1 Material Recycling Facilities (MRF)

There are two material recycling facilities (MRFs) utilised by the RECAP authorities for the sorting of co-mingled collected material. The Peterborough MRF accepts co-mingled kerbside recyclate from households and commercial properties in Peterborough. The MRF in Milton Keynes (outside the JSA), run by Cutts Recycling, accepts co-mingled material from Huntingdonshire and Fenland District Councils.

4.7.2 Composting

There are two types of composting methods adopted, enclosed (in-vessel) and open (windrow). The enclosed in-vessel composting sites in Cambridgeshire utilised by the County Council are located at Ellington and Waterbeach. The County Council also use open windrow sites located in Ramsey Heights, March, Waterbeach and Ellington to compost garden waste from its HRCs. Peterborough uses the open windrow sites located at Dogsthorpe and Crowland to compost its garden waste collected at kerbside and at the HRCs. The enclosed compost sites are specially designed to comply with the animal by-products regulations to reprocess food and garden waste while the windrow sites can take garden waste only.

4.7.3 Waste Transfer and Disposal

RECAP councils use 4 waste transfer stations, situated at Waterbeach (Donarbon), Alconbury (Donarbon), Buckden (WRG), and Wisbech (Donarbon).

4 landfill sites within the RECAP JSA are also used by councils, as shown below:

Authority	Buckden	Waterbeach	March	Dogsthorpe
Cambridge City		✓		
East Cambridgeshire		✓		
Fenland		✓	✓	
Huntingdonshire	✓			
South Cambridgeshire		✓		
Peterborough				✓
Life Expectancy (years)	**18**	**25**	**28**	**4**

Table 7: Landfills in the JSA and Who Uses Them

The life expectancy of these landfills is predicted to run out between 4 and 30 years if they continue to be filled at the current (2006/07) operating levels. There is a finite landfill capacity in the area and therefore there is a need to ensure there are other treatment options in the future.

4.8 RECAP's Composting and Recycling Performance

4.8.1 Recorded Recycling Rates

Since RECAP's last strategy, which was published in 2002, the area has seen a significant increase in recycling and composting, rising from 21% in 2000/01 to 41% in 2005/06. Table 8 indicates the Best Value Performance Indicators (BVPI) for each authority. Not all authorities reached their 2003/04 targets; however all exceeded the 2005/06 targets. All the authorities in the area have performed better than their set targets, and by 2006/07 two authorities were recycling more than half of their household waste.

Authority	Actual 2001/02	Actual 2002/03	Target 2003/04	Actual 2003/04	Actual 2004/05	Target 2005/06	Actual 2005/06	Actual 2006/07	NWS2007 Target by 2010
Cambridge City	13%	18%	28%	23%	30%	30%	35%	40%	40%
East Cambridgeshire	12%	14%	22%	20%	27%	30%	32%	35%	40%
Fenland	7%	10%	10%	12%	20%	18%	31%	47%	40%
Huntingdonshire	13%	15%	14%	22%	33%	21%	49%	53%	40%
South Cambridgeshire	16%	18%	16%	28%	47%	24%	49%	51%	40%
Cambridgeshire County[19]	24% 40%	26%	30%	31%	39%	33%	43%	49%	
Peterborough	20%	22%	30%	27%	26%	33%	35%	44%	40%

Table 8: Best Value Performance Indicators (BVPI) 82a and 82b (Recycling and Composting targets)

The largest increase in recycling since 2001/02 has been in Huntingdonshire and Fenland, which have increased recycling and composting performance by 40%. Furthermore all but one of the partners has already exceeded the household recycling and composting national target of 40% outlined in NWS2007 for 2010.

19 Cambridgeshire County Council target is made up both of waste collected by the districts and at the Household Recycling Centres.

4.8.2 Material Capture Rates

The RECAP authorities are achieving high recycling rates; however they are not pulling out all the recyclable material that is available in the waste stream. Therefore RECAP has assessed the "Capture Rate" (the percentage of material captured by the scheme offered to the house-holders compared to the theoretical amount available) of each different material. Below is a table showing the total diversion of materials via all the different schemes available within each authority.

Material [20]	CCC (HRC only)	CCiC	ECDC	FDC	HDC	SCDC	PCC [21]
Paper	63.0%	49.0%	45.0%	58.0%	66.0%	70.0%	69.0%
Glass	57.0%	61.0%	56.0%	50.0%	58.0%	84.0%	32.0%
Cans /metal	95.0%	29.0%	18.0%	30.0%	24.0%	41.0%	56.0%
Textiles	31.0%	10.0%	19.0%	33.0%	15.0%	20.0%	10.0%
Plastic	1.0%[22]	10.0%	4.0%	12.0%	10.0%	3.0%	11.0%
Kitchen Organics	0.0%	24.0%	8.0%	20.0%	6.0%	19.0%	0.0%[23]
Garden Organics	84.0%	93.0%	78.0%	64.0%	99.0%	98.0%	79.0%

Table 9: Material Diversion Rates for RECAP Partners 2006/07 (from RECAP Modelling in 2007/8)

Textiles, plastics and kitchen organics are generally the least captured materials whilst garden organic collections produce the highest material capture rates.

4.9 Looking Forward

4.9.1 Waste Growth Trends

Forecasting total waste growth within the RECAP JSA is a continual 'work in progress' as new information and trends becomes available. Two of the main factors in predicting annual waste growth are household growth (as outlined in the Growth Agenda) and waste growth per household. Cambridgeshire and Peterborough will see some of the highest housing growth in the country with an additional 74,500 households to be built by 2021[24]. MSW in the RECAP area has been growing at a rate of 2-3% over the last few years – higher than the national average of 1.5%.

RECAP has investigated six future growth scenarios (see Appendix 3) to help investigate the infrastructure needed to cope with predicted waste arisings.

However, Scenario 3 (waste growth based on projected household growth with a 1% growth per household up to 2007, 0.5% from 2008 – 2019) has been used in planning for future waste because waste growth per household is more reliable and realistic in predicting waste growth. The importance of the rate of housing growth in the area also supports the use of this scenario. Waste projections will be regularly reviewed as new data and trends become available.

20 For reference, the abbreviations are: Peterborough City Council (PCC); Cambridgeshire County Council (CCC); Fenland (FDC); South Cambridgeshire (SCDC);East Cambridgeshire (ECDC); Huntingdonshire (HDC); and Cambridge City (CCiC)

21 These figures include Peterborough's total diversion via collection schemes and HRCs

22 Only one HRC site collects plastics in Cambridgeshire, resulting in a low diversion rate

23 Peterborough did not collect kitchen organics for recycling at this time

24 Figures are compared to number of dwellings identified for 2006 by the Research Group at Cambridgeshire County Council

4.10 Planned Future Waste Disposal

Neither Peterborough nor Cambridgeshire predicts that they will meet their LATS targets from 2009/10 onwards with their current collection schemes and / or without alternative waste treatment and disposal facilities for residual waste[25]. (The red circles in the figure below indicates the year that more BMW is sent to landfilled than each authority has allowances for). Both authorities have therefore made alternative future plans.

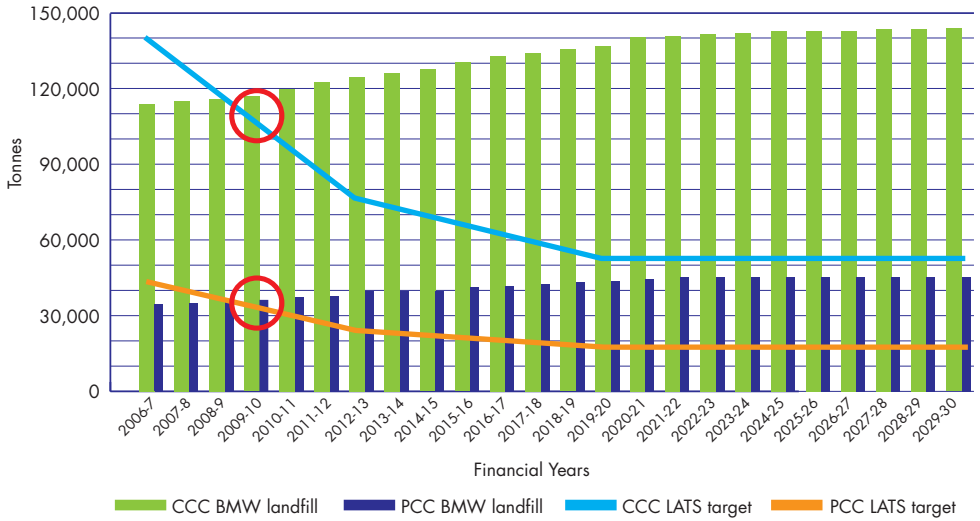


Figure 8 Cambridgeshire and Peterborough Predicted BMW to Landfill and LATS Targets[25].

Peterborough has confirmed that the preferred option for a residual waste treatment facility is an Energy from Waste facility (EfW). It is currently proposed to establish this facility at a preferred site situated at Fourth Drove, Fengate, Peterborough, pending a successful planning application and IPPC permit application. The EfW facility is proposed to be operational in 2012/13. Aspects such as capacity and technology are to be confirmed further into the process.

Cambridgeshire intends to manage its residual waste via a Mechanical Biological Treatment (MBT) facility. Cambridgeshire signed a Public Finance Initiative (PFI) contract with Donarbon on 11 March 2008 to design, build and operate the MBT facility. Donarbon's solution includes expanding the source segregated composting facilities and the new Mechanical Biological Treatment (MBT) facility to treat 240,000 tonnes of residual waste per annum. The outputs from the MBT facility include metals (for recycling), plastics (for use as a Refuse Derived Fuel (RDF) or landfill) and a stabilised compost-like output (for use as a soil enhancer or landfill). The MBT facility is proposed to be built and operational by 2010 (see Appendix 3 for further information).

4.10.1 Management of the LATS

Both Cambridgeshire and Peterborough are responsible for their LATS obligations as set out in Chapter 2 and both authorities have conducted extensive modelling to predict future BMW to landfill and they created LATS Strategies / Position Statements (see Appendix 2) in 2005/06. Both Cambridgeshire and Peterborough have identified that they will not meet the LATS targets from 2009/10 (if existing recycling schemes continue to perform at current levels) and therefore both have implemented plans to develop waste treatment and disposal facilities to meet their LATS obligations (see section above) but they also need to consider how LATS obligations will be achieved until the treatment and disposal facilities are operational.

Cambridgeshire County Council

A LATS strategy was developed by Cambridgeshire in order to enable the council to better manage its LATS liabilities. This included identifying clearly defined roles and responsibilities for officers. The roles cover a range of activities such as market monitoring, accurate data recording and communications with government organisations, other councils and contractors.

Cambridgeshire plans to manage its waste via an MBT facility which will enable the long term LATS targets to be met. An issue may arise if

25 From the recent modelling of the Baseline scenario (see Appendix 3)

the facility is not brought on line by 2010, in which case the expected costs of purchasing additional LATS permits has been considered but will be largely dependent on the LATS market in 2010 and the prevailing cost of permits.

Once the MBT plant is commissioned it is expected that Cambridgeshire will be in a good position to achieve all subsequent LATS targets up to and including 2019/20.

In the short term, the continuation of existing recycling schemes results in the LATS target being met up to 2008/09. However in 2009/10 allowances will need to be purchased if the MBT facility is not in operation. The modelling conducted as part of the LATS strategy in 2005/06 predicted 5,500 tonnes of additional allowances would be required in 2009/10. The most recent predictions (from the baseline modelling) demonstrate the required allowances will be in the region of 5,600 tonnes.

Therefore the council is working with its District Councils to improve the capture rates through existing recycling and composting collections and the development of new trade recycling services.

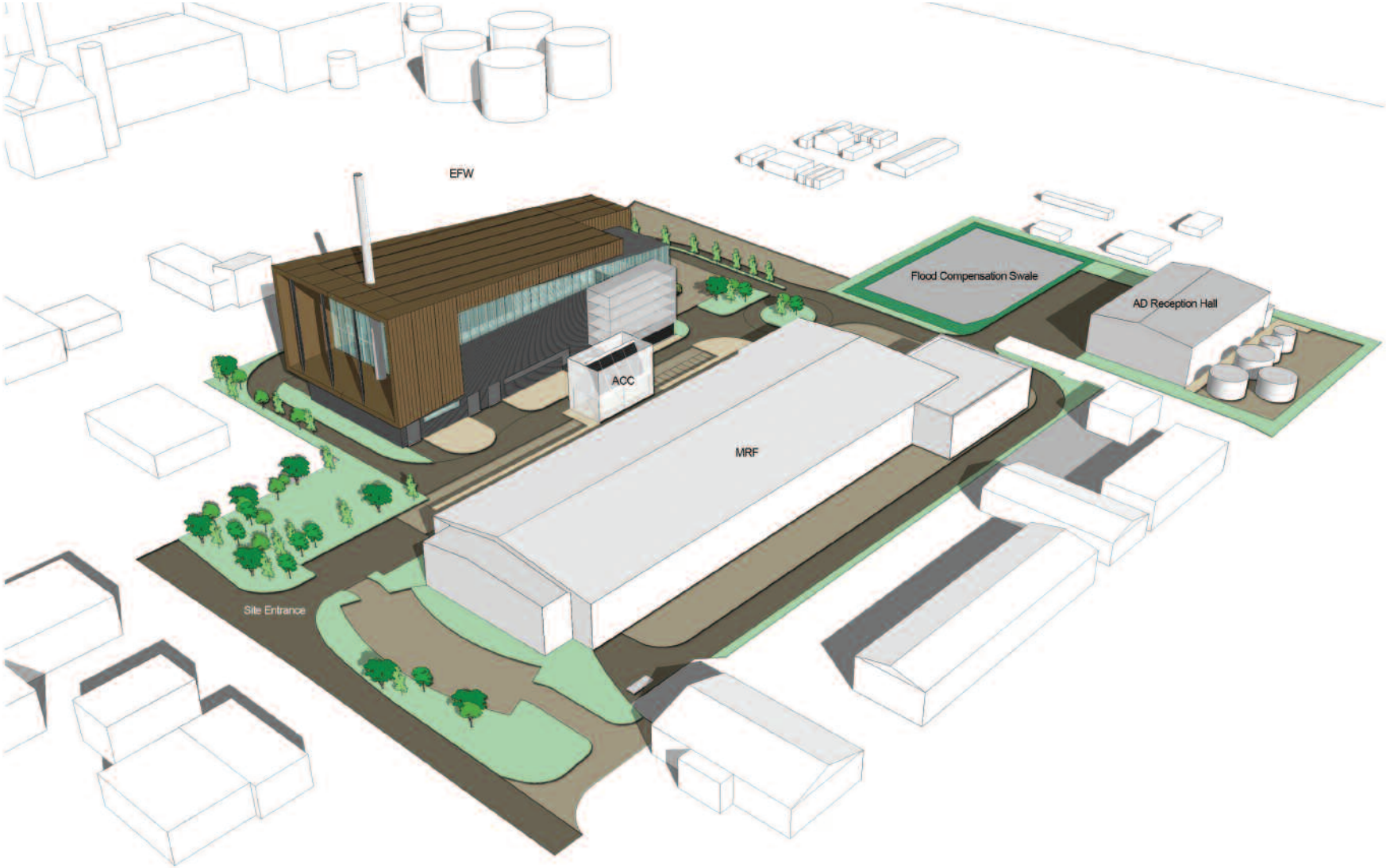
Peterborough City Council

A comprehensive LATS trading policy and position statement was developed in 2005 by Peterborough which sets out its predictions and view on its LATS situation.

A number of scenarios were modelled ranging from a 'business as usual' scenario to modelling the impact of targeting organics, recyclables or using an energy from waste facility. The "business as usual scenario" resulted in PCC requiring to buy additional LATS allowances from 2009/10 and it was concluded that maximising collection of recyclate and organics from the kerbside and using improved MRFs gave the most realistic chance of complying with LATS requirements in the short term. However all the scenarios showed that from 2010/11 Peterborough would exceed its LATS allowances.

With the updated modelling conducted for this strategy, the baseline scenario (i.e. no future changes to existing schemes) resulted in additional allowances needed from 2009/10 (see Appendix 2).

Peterborough identified that a new and integrated strategy was required in order to meet their LATS obligations. Investment in residual waste treatment, a treatment technology and achieving high levels of composting and recycling are all required. Residual waste treatment is key to meeting LATS obligations and as such Peterborough has confirmed an EfW facility is its preferred option. In addition Peterborough are in the process of updating its LATS Position Statement in light of recent changes to the waste arisings.



Artists impression of planned Integrated Resource Recovery Facility, Peterborough

5 How will we get there?

This Chapter builds on the strategy objectives and themes set out in Chapter 3. It provides further detail on how the strategy will implement these objectives. This Chapter is supported by an Action Plan that accompanies this Headline Strategy document. The Actions are led by the RECAP partnership and the overall responsibility of each action will be borne by one of the four sub-groups:

- Marketing Group;
- Operations Panel;
- Prevention, Intervention & Enforcement Group (PIE); and
- Data Group.

Certain actions will be held by the RECAP partnership itself and therefore will be the responsibility of the RECAP employees, who will be referred to as the "Partnership Team".

The Action Numbers listed below correspond to numbered Actions in the accompanying Action Plan (Appendix 8).

5.1 Resources for Delivery

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.

All actions within the RECAP Action Plan will consider the resources (capital and revenue) required for delivery. Funding sources external to the partnership will be pursued wherever possible.

5.2 Key Priorities

Over recent years the RECAP partnership has seen significant improvements in its recycling and composting performance. The aims of the partnership in meeting its statutory targets and legislative obligations were to introduce new kerbside collection arrangements and to actively pursue the procurement of alternative technologies for the treatment of residual waste – residual waste being that which is not collected for recycling or composting at the kerbside.

Any further improvement will need to be focused on additional behavioural change and the residual waste stream composition, required for the alternative technologies to be used by the two Waste Disposal Authorities (Cambridgeshire and Peterborough).

Additional Behavioural Change

The senior officer group (JWOG) has developed three key priorities (Waste Prevention, Dry Recycling and Trade Waste Recycling), as part of the development of the RECAP Action Plan; as a means of assisting the prioritisation of the plan's delivery through the sub-groups and the Partnership Team; and to facilitate the capture of smaller, accumulative diversion tonnages for meeting the escalating LATS targets. These priorities will be revisited on a three-year cycle.

Detail of how each action relates to the key priorities is shown in the RECAP Action Plan document.

1. Waste Prevention

It is a fact for all local authorities that regardless of the quantity of materials diverted for recycling and composting in any given year, on a national basis the overall tonnage of waste generated has historically increased annually. By aiming waste prevention messages at those elements of the waste stream that cannot be diverted, it is possible to influence the level of waste arisings in the JSA, without having a detrimental effect on the diversion targets.

In managing the financial and environmental impact of waste collection and disposal, the best method is to ensure that waste is not generated in the first place.

2. Dry Recycling

Using the information in Waste Data Flow for 2006/07, it is possible to see that whilst the overall recycling and compost percentage for RECAP is excellent, it is comparatively weak on the dry recycling element when viewed against the top five performers in this area.

Authority	2006/07 recycling percentage for dry materials
Cambridgeshire County Council	22.08%
Peterborough City Council	19.22%
Norfolk County Council	26.10%
Devon County Council	26.20%
Somerset County Council	26.50%
City of London	28.10%
Bournemouth Borough Council	29.11%

The assumption from this information is that additional dry recycling tonnages can be captured from the existing residual waste stream (which is demonstrated by the modelling in Appendix 7).

Therefore dry recycling performance will be a key priority to address this and to ensure onward improvement in the partnership as well as meeting LATS targets.

3. Trade Waste Recycling

Traditionally, local authorities have offered trade waste collection services, where requested, and this waste has been sent to landfill. The arrival of LATS targets and the inclusion of trade waste as part of the municipal waste stream (where it is collected by, or on behalf of, a council) means that it is key for local authorities to divert as much of this waste stream as possible. A high capture rate is possible and shifts the percentages in the right direction, thereby minimising the effect on this waste of increases in Landfill Tax.

Base Waste Stream Composition

Major waste treatment facilities are normally tendered on the basis of a particular residual waste stream composition, and each bidder is able to assess the potential effectiveness of its proposed solution in meeting the output specification. As such any behavioural changes or amendments to kerbside collection, which may result in a change to the composition of the residual waste stream, could affect the ability of the contracting authority to meet the input specification for the residual waste stream anticipated in its negotiated contract. In light of this, it is fundamental that all behavioural change activities or changes to kerbside collections take into account how they might affect the composition of the residual element.

Further detail regarding this relationship is outlined in the Public Finance Initiative (PFI) Partnering Agreement for Cambridgeshire County Council, Cambridge City Council, East Cambridgeshire District Council, Fenland District Council, Huntingdonshire District Council and South Cambridgeshire District Council.

5.3 Underlying Strategic Principles for the Waste Strategy

The RECAP partnership needs to ensure that this strategy is continually consistent with local, regional, national and European legislation, plans and policies. The Partnership Team will oversee the main actions for this area.

Actions

➜ *Action Number 1 – JMWMS*

Maintain the relevance and responsiveness of the JMWMS. RECAP will complete the following sub-actions:

A) To perform an annual 'consistency review' of the JMWMS, which checks the actions against any changes in national / international / regional policy or legislation in the previous year, specifically by each LAA and the LSPs and for this to be reported to JWOG unless there is a material change which would require approval by WEF – to be performed in June each year. (Partnership Team).

B) To perform a general review of all JMWMS documents, plans and action plans according to the timescales laid out in table 1026. (Partnership Team)

C) To conduct and report on a benchmarking exercise of the partnership by benchmarking individual authorities against each partner; and the overall position of the partnership against other local arrangements and the "Benchmarking Group" (identified by CIPFA27 Groupings). This will ensure value for money and sense-checking – to be conducted by November each year. (Data Group)

Main RECAP Documents	Monitoring level (based on financial years)
JMWMS	Every five years
Key Priorities	Every three years
Legislative Appendix	Yearly
Baseline Appendix	Yearly
LATS Strategy	Yearly
RECAP Action Plan	Yearly
Risk Register	Quarterly
Ops Panel Work Plan	Yearly and/or ad hoc
Data Group Work Plan	Yearly and/or ad hoc
Marketing Group Work Plan	Yearly and/or ad hoc
PIE Group Work Plan	Yearly and/or ad hoc
Partnership Team Work Plan	Yearly and/or ad hoc

Table 10: Review Regime

➜ *Action Number 2 – RECAP Governance*

The Partnership Team will implement and review a robust mechanism for effective decision making, communication and change-management throughout the partnership. RECAP will complete the following sub-actions:

A) To perform a review of the governance, communication, procurement and induction structures in the partnership by checking against partnership toolkits and checklists in each partner authority – by 31st March 2009. (Partnership Team)

B) To implement recommendations for strengthening the governance, communication and induction structures in the partnership by developing and implementing a programme methodology for the partnership – by 31st March 2010. (Partnership Team)

C) To develop a proposal for an internal communications resource for the partnership – by 31st March 2009. (Partnership Team)

26 See appendices, for full reporting regime time table

27 CIPFA represents Chartered Institute of Public Finance and Accountancy

5.4 Joint Working – Partnership

The authorities within Cambridgeshire and Peterborough are already committed to working together through the RECAP partnership. There is a well established framework for partnership-working including regular officer and member meetings, which is described in Chapter 1. The partnership has signed a revised Memorandum of Understanding (in April 2007) which strengthens and widens the scope of the partnership.

There are a number of groups at the RECAP level that meet regularly, with representation from all the partners. These are the Waste and Environment Forum, which is the member forum for setting the partnership's strategic direction; the Joint Waste Officer Group, which translates the strategic direction into practical, deliverable objectives and recommends decisions to the Waste and Environment Forum; and there are also the four main working groups (detailed in Chapter 1) that drive forward planned activities (Marketing Group, Operations Panel, Prevention, Intervention & Enforcement Group (PIE) and Data Group. Therefore a number of work-streams and initiatives already take place at a RECAP level, for example, applications for government funding (such as BREW (Business Resource Efficiency Resource Programme), development of the Waste Design Guide and the joint Waste Prevention Plan). It is intended that the range and level of partnership initiatives will continue to increase, especially as the Action Plan and the JMWMS is pursued by the RECAP partnership.

The partnership is key to delivering on the National Indicators relating to waste and the environment (NI 186, 191, 192, 193, 195 and 196) as part of both the Cambridgeshire and Peterborough LAAs, as part of the Comprehensive Area Agreement.

With regard to joint-working, RECAP are looking wider than just the RECAP partnership and looking to include and strengthen joint-working with stakeholders and local businesses to develop synergies best suited to delivering both the JMWMS itself and the cost effectiveness of the schemes, which will contribute to Gershon Agenda targets.

One recent new work stream within the RECAP JSA is a programme called "New Communities", which relates to the construction of 74,500 new dwellings in the JSA, both as 'new communities' and extensions of existing residential areas. In order to respond to the increased demand in waste infrastructure and facilities, specific action needs to be taken to review and re-deploy the Household Recycling Centre network across the JSA and to engage with new or re-locating residents within the JSA. Joint working is an intrinsic element of this work stream and there are clear links to the cross cutting theme of the "growth agenda", where new housing and developments require more recycling and waste facilities than are currently available. Therefore the "New Communities" title is synonymous with the review and the expansion of facilities is relevant to all residents (static, re-locating and new) within the RECAP JSA.

➜ *Action Number 3 – New Communities*

Provide effective and efficient provision of waste services to new and re-locating Council Tax payers entering the JSA as a result of the Growth Agenda. RECAP will complete the following sub-actions:

A) To develop and deliver a communication programme aimed at new and re-locating residents – by 31st March 2012. (Marketing Group)

The communications plan will be rolled out in line with the New Communities project. Initial new major developments are :

- Northstowe – circa 9,500 homes by around 2024/25;
- Cambridge Southern Fringe – circa 3,800 homes by around 2013/14;
- Cambridge North-West – circa 4,280 to 5,280 homes by around 2018/19; and
- Cambridge East – circa 10,000 to 12,000 homes by around 2030.

➜ *Action Number 4 – Service Modification*

Identify service modifications required to meet strategy and statutory targets. RECAP will complete the following sub-actions:

A) To provide regular performance reports for JWOG and sub-groups to include performance against targets, benchmarking, recommendations (on what changes could be made to further the delivery of the JMWMS' objectives) – on a quarterly basis. (Data Group)

B) To develop a model (or a series of models such as ROTATE and the Prediction Model etc) to assess waste diversion within the JSA, current and future waste arisings within the JSA. To be developed by the Partnership against targets based on future waste growth and scenarios – by 31st March 2010. (Data Group)

C) To create a protocol for the updating and populating of Partnership models – by 31st March 2010. (Data Group)

D) To investigate means of making service modifications by conducting soft market testing for other materials to be included in the bank contract/joint procurement and re-tender the joint glass contract. (Operations Panel)

➜ *Action Number 5 – Joint Procurement*

Investigate and pursue opportunities for joint procurement (via joint contracts and jointly procured contracts) for bring sites, Materials Recovery Facilities, bulking and transfer stations or joint kerbside collection contracts, where feasible. RECAP will complete the following sub-actions:

A) To maintain and update a tool for monitoring contract expiry dates and changes to service provision in time to exploit any opportunities arising from co-terminating contracts and/or potentially re-aligning termination dates – work to be conducted on a quarterly basis. (Operations Panel)

B) To conduct an investigation into how to increase procurement of environmentally friendly goods for delivering the waste management service – by 31st March 2011. (Operations Panel)

C) To create a method of measuring the contribution to 3% financial efficiency savings in every year achieved through partnership working – by 31st March 2010. (Partnership Team)

5.5 Climate Change

The RECAP partnership acknowledges that climate change and the emission of greenhouse gases have risen up the political and public agenda. All the partners have shown their commitment to this theme and are signatories to the Nottingham Declaration.

RECAP partners are working toward their individual climate change strategies, policies, and targets for all the authorities' activities. The main are:

- The target of 60% reduction CO2 by 2050 in the Cambridgeshire County Council 'Climate Change and Environment Strategy; and
- The target of 20% reduction CO2 by 2011 in the document "A Climate Change Strategy for Peterborough.

Waste collection, management and treatment can play a disproportionate contributory role in mitigating climate change emissions because methane emitted from landfill is more than 20 times more potent a climate change gas than carbon dioxide. RECAP will play a specific role in monitoring the reduction of climate change impact from waste activities within the JSA. The following actions and specific tasks will demonstrate the commitment within RECAP on climate change.

Actions

➜ *Action Number 6 – Climate Change*

Defra is working towards to the creation of a new National Indicator to measure performance of carbon emissions from waste management. It is expected that the new National Indicator will be effective from 2012. RECAP will work to place itself in a position to reduce its climate change impacts from waste management activities by 2013 and to monitor impact on climate change. RECAP will complete the following sub-actions:

A) To conduct a baseline study to assess current emissions of greenhouse gases from the waste it controls and to develop an action plan to reduce emissions from waste activities – by 31st March 2013. (Data Group)

B) To create and implement a means of capturing and submitting data required for the forthcoming National Indicator on linking carbon emissions from waste management activities – by 31st March 2013. (Data Group)

C) To conduct a life cycle analysis (for example using WRATE or another suitable tool) to assess the environmental impact of all waste activities and where improvements could be made – by 31st March 2013. (Data Group)

D) To co-ordinate the collection of any necessary waste related data for the reporting of NI 186. (Data Group)

5.6 Environmental Protection

The RECAP partners have a duty to ensure that their waste management activities comply with the relevant environmental protection legislation. They will also ensure that the impact of their activities on the environment are minimised wherever possible.

Specific concerns relating to Enviro-waste crimes, such as fly-tipping, dog fouling, littering and abandoned vehicles have been identified. RECAP is actively developing policies based on Prevention, Intervention and Enforcement (PIE) actions. RECAP is using this method to develop and implement protocols to monitor and reduce the number of incidents. This is a clear action that RECAP wishes to focus on.

The RECAP partnership looks to work with a number of external organisations in this area including Housing Associations, the Environment Agency, the Fire Brigade and Police service.

Actions

➜ *Action Number 7 – Enviro-Crime*

Develop and implement consistent and co-ordinated policies in the partnership by 2010. RECAP will complete the following sub-actions:

A) To create a Joint Environmental Enforcement Toolkit (including a Young Person's enforcement policy) as a reference guide for best practice in ensuring successful enforcement of enviro-crime regulations – by 31st March 2009. (PIE Group)

B) To complete an annual review of the abandoned vehicles protocol by the end of January each year and to re-tender the abandoned vehicles contract. (PIE Group)

C) To obtain signed commitment to the Joint Intelligence Sharing Protocol by Cambridgeshire Constabulary and JWOG – by 31st March 2009. (PIE Group)

D) To create and implement a staged approach to joint working on fly-tipping to achieve a reduction in litter-related tonnages – by 31st March 2010. (PIE Group)

E) To create and implement a staged approach to joint working on littering to achieve a reduction in litter related tonnages – by 31st March 2010. (PIE Group)

F) To create and implement a partnership wide approach to Joint Fixed Penalty Notices - by 31st March 2009. (PIE Group)

G) To reduce enviro-crime offences and increase the percentage of successful interventions by co-ordinating enviro-crime enforcement knowledge and best practice. (PIE Group)

H) To deliver a litter focused awareness campaign (Litter Olympics) throughout schools in the partnership – by 31st March 2009. (PIE Group)

I) To provide consultation support to the PIE group for communications activities in the PIE Work Plan. (Marketing Group)

Litter picking in Cambridge

5.7 Waste Prevention and Reuse

The RECAP partnership has identified "Waste Prevention and Reuse" as a key theme of this JMWMS, reflecting its priority in the national waste hierarchy. RECAP has identified several different actions to enable, encourage, exemplify and engage these activities within the JSA.

The waste prevention plan is an integral tool in achieving waste reduction. RECAP is currently projecting 1,339kg of household waste arisings per household in 2019/20 (based on the growth rate of Scenario 3 outlined in Chapter 4 and Appendix 1). The current waste prevention plan outlines a potential decrease of 67kg of waste per household through local authority and community group activity. This could lead to the reduced generation of 1,272 kg of waste per household by 2019/20, which would achieve a 5% waste prevention target[29].

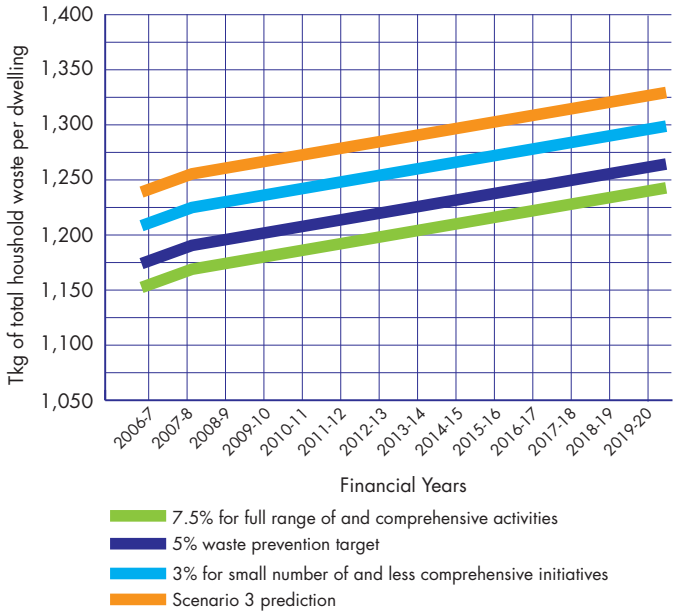


Figure 9 Predicted Waste Growth (Scenario 3) Compared to Impact from Waste Prevention Plan.

It is also noted that the target is set as total household waste (in kg) per household, whereas the national recent measurements of waste growth / prevention have been measured by the Best Value Performance Indicator (BVPI) 84, the household waste arising per head (in kg). However as the BVPIs are to be replaced with National Indicators (N.I.) the most relevant measurement for waste growth and prevention will be the N.I. 191, which monitors the residual household waste per household (in kg). Therefore assuming recycling and composting targets are achieved, Table 11 shows the N.I. 191 figure that could be expected if the waste prevention plan is fulfilled.

Total Household Waste Arisings per dwelling (in kg) targets	Equivalent N.I. 191 if RECAP achieves recycling and composting 2019/20 Residual household waste (in kg) per household
1,339 (as per Scenario 3)	535 (CCC) & 468 (PCC)
1,272 (as per waste prevention plan)	509 (CCC) & 445 (PCC)

Table 11 Comparison of Waste Prevention Plan targets and N.I. 191.

Any public awareness campaigns will be monitored to measure the effectiveness of the campaigns. Methods such as on-line questionnaires on the RECAP website or a sample survey via post or on-line are among those most effective for measuring the performance.

Currently reuse is not specifically measured or recorded in the JSA. Fresh emphasis on this area and a focus in NWS2007 has lead RECAP to examine the opportunities to expand reuse.

29 The waste prevention plan was not confirmed and adopted in time for this reviewed strategy

Actions

➜ *Action Number 8 – Waste Prevention*

Decrease the amount of total household waste per dwelling to 1,272 kg by 2019/20. RECAP will complete the following sub-actions:

A) To create and implement a targeted marketing and communication campaign to raise awareness of the waste prevention concept and prevention methods – by 31st March 2009. (Marketing Group)

B) To create and implement a targeted and monitored marketing and communication campaign to improve public awareness of the good quality of recycled products – by 31st March 2010. (Marketing Group)

C) To complete an analysis of quantitative data during planned activities outlined in the Waste Prevention Plan and provision of recommendations to the Marketing Group to enable decisions on implementation of the Waste Prevention Plan. (Data Group)

➜ *Action Number 9 – Third Sector Reuse*

Increase opportunities for reuse in the partnership area. RECAP will complete the following sub-actions

A) To induct CCORRN into the RECAP sub-groups, to document the framework for RECAP and CCORRN working together, and to implement the requirements of the Cambridgeshire and Peterborough Compacts – by 31st March 2009.(Partnership Team)

B) To introduce the provision of waste-related community ventures and enterprises (where possible) as part of the Cambridgeshire County Council Household Recycling Centre Strategy and the Minerals & Waste Local Development Framework: (Operations Panel)

- at St Neots Household Recycling Centre – by 2009/10; and
- at all other Household Recycling Centres – by 2015/16.

C) To investigate how the Third Sector could support the delivery of local authority responsibilities and the use of the Cambridgeshire and Peterborough Compacts (Procurement Guide) – by the 31st March 2010. (Operations Panel)

D) To identify and implement opportunities to deliver reuse at a local level, support the local reuse infrastructure and annually monitor reuse in the JSA – by 31st March 2010. (Operations Panel)

E) To provide clear information on the network of second-hand stores, reuse organisations and community waste services – by the 31st March 2010. (Partnership Team)

F) To provide support to (by working with existing groups and setting up new groups where required) independently sustainable community-led environmental action networks in Cambridgeshire and Peterborough (for the co-ordination of events such as litter-picking, anti-littering events, and riverside litter-picking) – by 31st March 2009. (PIE Group)

G) To provide consultation support to CCORRN for communications activities in the Marketing Group Work Plan and CCORRN Communications Plan – by 31st March 2009. (Marketing Group)

H) To provide consultation support to Compost Connections for communications activities in the Marketing Group Work Plan and CCORRN Communications Plan – by 31st March 2009. (Marketing Group)

➜ *Action Number 10 – Marketing and Communication*

In 2009 the Marketing Group will develop a communication strategy to be implemented over the following 10 years, which will aim at increasing the diversion from landfill. RECAP will complete the following sub-actions:

A) To deliver a communications campaign to focus on increasing waste prevention, recycling, composting and reuse by "hard to engage" groups – by 31st March 2009. (Marketing Group)

B) To deliver a communications campaign to focus on local education initiatives, specifically supporting School Recycling Bus activities – by 31st March 2009. (Marketing Group)

C) To create and implement a method for monitoring and reporting on the effectiveness of awareness campaigns – by 31st March 2009. (Marketing Group)

D) To annually review a RECAP Marketing and Communication plan – by April of each year. (Marketing Group)

Artists impression of a new Recycling Centre in Cambridgeshire

E) To deliver a communications campaign to support local, regional and nation events/campaigns – by 31st March 2009. (Marketing Group)

F) To create resources for schools within the JSA – by 31st March 2009. (Marketing Group)

G) To re-design the content and layout of the RECAP website for enabling ease of use by the public and RECAP partners – by 31st March 2009. (Partnership Team)

H) To deliver a communications campaign to focus on increasing Trade Waste Recycling in the JSA – by 31st March 2009. (Marketing Group)

I) To develop the Donarbon Communications Plan by April of each year – to inform the spend of an annual £75k communications fund held by Donarbon as part of PFI. (Marketing Group)

5.8 Recycling and Composting

The next theme within the strategy and the waste hierarchy is to recycle and compost waste. RECAP has identified several actions to help reach and obtain its main target (set out in Chapter 3 as objective 13). The RECAP partnership will work together to reduce the amount of waste sent to landfill by maximising recycling and composting in order to achieve national waste strategy 07 targets as a minimum; and work towards achieving higher aspirational targets where possible:

- 45 to 50% of household waste recycled by 2010,
- 50 to 55% of household waste recycled by 2015, and
- 55 to 60% of household waste recycled by 2020, with Peterborough aspiring to achieve 65%.

The Operations Panel will oversee and implement the recycling and composting actions. However there is a need to work closely with the Data Group with regard to planned future projections of waste arisings, diversion and recycling levels in order to consider service modifications.

The Data Group has conducted a modelling exercise of waste arisings within the JSA, as part of this revised JMWMS, and has also predicted tonnages of waste recycled and composted via kerbside collections, bring sites and HRCs. This has included increasing recycling by expanding the coverage of existing schemes, improving recognition of materials already collected and introducing new schemes. The exercise was undertaken to assess the steps required at an individual local authority level to meet RECAP's combined future targets. Full details of modelling predictions are in Appendix 7. However, combining all the partners' modelling aspirations, the results are:

	Baseline	Target Year	Target Year 2020/21		
	2006/07	2015/16	CCC	PCC	RECAP
Total MSW Arisings (t)	436,400	532,300	436,200	140,500	576,600
Total Household waste Arisings (t)	399,700	489,800	404,500	127,400	531,800
Recycling Target (65%)		55%	60%	65%	60%
Recycling and Composting Tonnage Diverted (t)	189,400	286,300	240,700	83,300	324,000
Recycling and Composting rate (%)	47%	58%	60%	65%	61%
Likely to meet or exceed the target?		**YES**	**YES**	**YES**	**YES**
Variance on target	n/a	+3%	-%	-%	-%

Table 12: RECAP Waste Modelling Results (to the nearest hundred tonnes)

Clearly, to achieve the increase in recycling rate, various steps-changes will need to be implemented by each local authority. In summary the main activities identified are:

	Activities
2010/11 to Target Year 2015/16	Activity to increase participation rates for all dry recycling in SCDC, ECDC,FDC & CCiC. Activity to increase recognition rates of kitchen waste and selected dry recycling materials in SCDC, ECDC, FDC, HDC & CCiC. Peterborough introducing additional collection schemes (plastics, textiles and kitchen). Introduction of plastic bottle kerbside collections in SCDC, ECDC, and glass at FDC.
2015/16 to Target Year 2020/21	Increase participation and recognition of existing schemes in EDC, FDC, HDC and CCiC and the new kitchen organics scheme for PPC.

Table 13: RECAP Waste Modelling Activities

By implementing these changes the individual collection authorities will achieve the recycling and composting targets (according to their modelling) as highlighted in Figure 10. Once all the data is combined, Cambridgeshire, Peterborough and also RECAP will achieve their overarching recycling and composting targets, as illustrated in the figure 10 opposite.

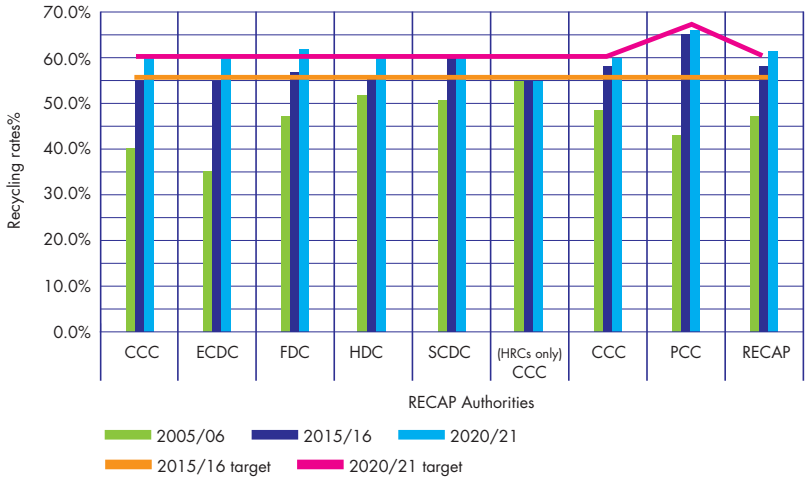


Figure 10 RECAP Partners' Targets and Predictions

Actions

➜ *Action Number 11 – Trade Waste Recycling*

Develop and implement a Trade Waste Strategy – by the end of 2010. RECAP will complete the following sub-actions:

A) To introduce a monitoring and measuring system to track increases or decreases in trade waste recycling – by 31st March 2009. (Data Group)

B) To reduce illegally disposed trade waste – by 31st March 2010. (Operations Panel)

C) To create a Trade Waste Recycling Strategy to work with businesses via organisations such as the Cambridgeshire Chamber of Commerce, to increase trade waste recycling by at least 5% – by 31st March 2010. (Operations Panel)

D) To increase trade waste recycling awareness amongst Cambridgeshire businesses and co-ordinate joint enforcement activities – by 31st March 2009. (PIE Group)

➜ *Action Number 12 – Dry and Organic Recycling*

To develop the existing comprehensive recycling service within the JSA, in order to achieve the RECAP JMWMS targets (outlined in Table 13). RECAP will complete the following sub-actions:

A) To undertake a feasibility study to investigate expanding the range of dry materials collected at kerbside and bring facilities in order to increase the quantity of material recycled, and where feasible implement these changes – by 31st March 2010. (Operations Panel)

B) To investigate and implement, where feasible, the steps identified by the RECAP ROTATE modelling exercise - by 31st March 2015 and 31st March 2020. (Operations Panel)

C) To investigate further modelling scenarios to continue to maximise recycling – by 31st March 2010. (Data Group)

D) To assess the feasibility of standardising collection policies within the JSA, and where feasible implement any necessary changes – by 31st March 2011. (Operations Panel)

E) To deliver a communications campaign to focus on increased capture rates across the partnership – by 31st March 2009. (Marketing Group)

As the major waste treatment facilities planned in the JSA are dependent on particular residual waste stream compositions any planned amendments to kerbside collection will need to consider their potential effects on the further diversion of biodegradable waste from the residual waste stream.

Further detail regarding this relationship can be found in the Public Finance Initiative (PFI) Partnering Agreement for Cambridgeshire County Council, Cambridge City Council, East Cambridgeshire District Council, Fenland District Council, Huntingdonshire District Council and South Cambridgeshire District Council.

Action Number 12 has clear links to the modelling exercise undertaken and the sub-group (Operations Panel) overseeing this Action will carefully incorporate the smaller step-changes into the working plans (as set out in Chapter 6).

5.9 Management of Residual Waste

Disposal to landfill is the final option in the waste hierarchy after prevention, minimisation, reuse, recycling and energy recovery. Currently both Cambridgeshire County and Peterborough City Council send all their residual waste (i.e. waste which is not recycled or composted) to landfill.

RECAP has modelled the current situation (with no changes to recycling or composting schemes) to assess the point at which RECAP will exceed its LATS allowances. The current predictions show that both Peterborough and Cambridgeshire will not remain within their LATS allowances in 2009/10 (as shown by the red ring below) without purchasing additional permits.

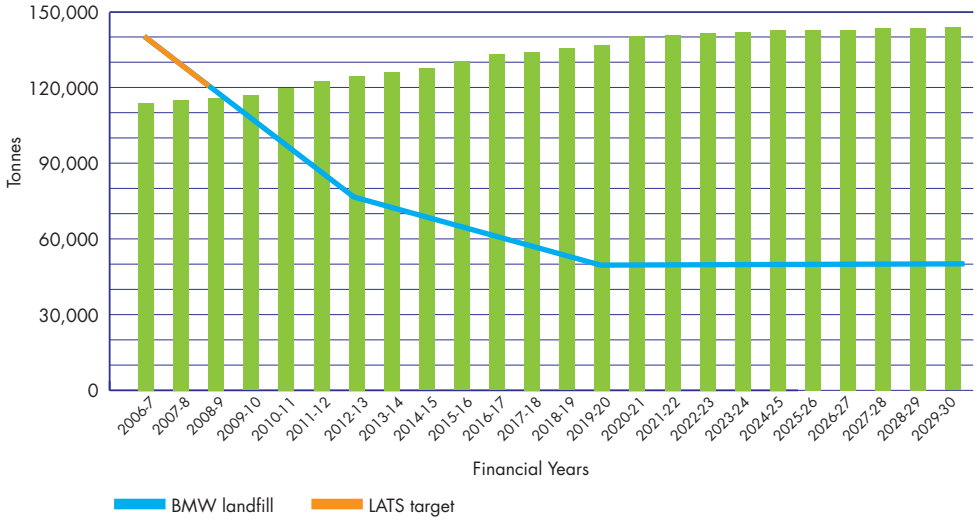


Figure 11 BMW and LATS Predictions for Cambridgeshire

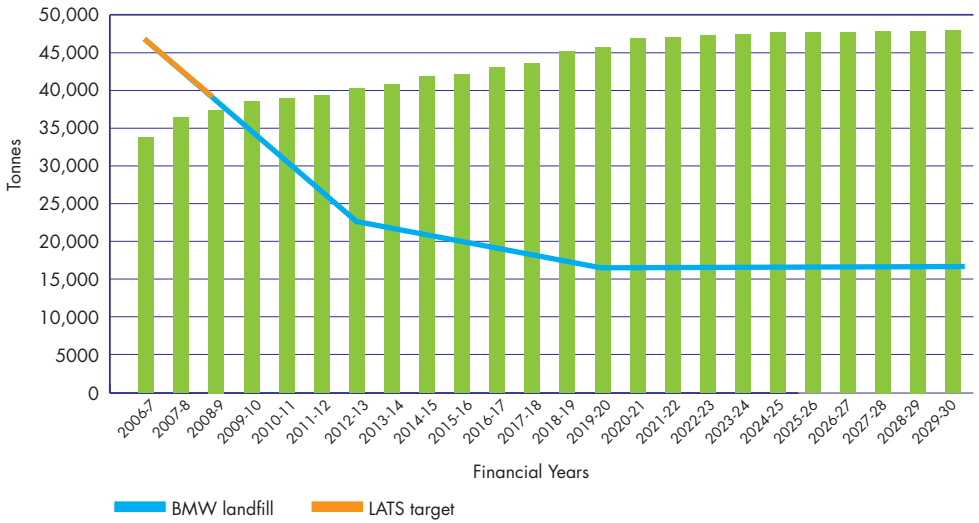


Figure 12 BMW and LATS Predictions for Peterborough

However plans are being implemented to deliver alternative waste treatment facilities, an Energy from Waste (EfW) in the case of Peterborough and a Mechanical Biological Treatment (MBT) facility for Cambridgeshire (see Chapter 4 for details). The planned waste treatment facilities (in line with the waste hierarchy) will be sized to take into account the high levels of recycling and composting committed to by the RECAP partners. In making their decision regarding alternatives to landfill, Cambridgeshire County Council and Peterborough City Council have had to identify the most suitable options for treatment of residual waste in two WDA areas. As a result of this work both Cambridgeshire and Peterborough have identified a preferred approach and are currently at different stages of the procurement / building process. Cambridgeshire is proceeding with an MBT facility, due to be operational by 2010, and Peterborough has selected an EfW, to be operational by 2012/13. These are explained in Chapter 4.

In managing residual waste in the JSA, RECAP needs to take landfill allowances into careful consideration. The UK Landfill Allowance Trading Scheme, described in Chapter 2, places a statutory requirement on Waste Disposal Authorities to reduce the amount of biodegradable waste going to landfill in line with their individual statutory landfill allowances. The RECAP partners are committed to reducing the amount of biodegradable waste sent to landfill, especially by developing new waste technologies. Both Cambridgeshire County Council and Peterborough City Council have developed trading strategies with regard to the trading and banking of LATS, which ensure that the financial implications of LATS are fully planned for within Council budgets (See Appendix 2). However it must be noted that Peterborough has made several key decisions since their LATS Statement in 2005 with regard to managing their residual waste and are in the process of updating their LATS strategy accordingly.

RECAP has set out several actions specifically designed to manage residual waste.

Actions

➜ *Action Number 13 – Key Indicators*

Ensure the effective delivery of the Strategy to achieve statutory targets. RECAP will complete the following sub-actions:

A) To report on and evaluate performance against defined indicators or performance measures, particularly recycling and compost rates, National Indicators and LATS – by 31st March 2009. (Data Group)

B) Peterborough City Council updating its LATS strategy – by the end of 2008. (Peterborough City Council)

C) To develop processes for the efficient and effective collection and submission of good quality data for Waste Data Flow (WDF), Waste Data Tool (WDT), and County Data Requirements – by 31st March 2009. (Data Group)

D) To develop a matrix showing currently available data sources, processes/tools/systems used, and identifying deficiencies – by 31st March 2009. (Data Group)

E) To develop the use of the Waste Data Tool to maximise the efficient and effective collection of waste data in Cambridgeshire – by 31st March 2009. (Data Group)

➜ *Action Number 14 – Legislative Responsibilities*

A) To ensure compliance with all waste legislation and treatment regulations – up to 31st March 2020. (Operations Panel)

B) To annually review the Operations Protocol to ensure accuracy – by January of each year. (Operations Panel)

C) To co-ordinate and develop existing Business Continuity and Emergency Management Plans for Cambridgeshire and Peterborough areas in order to establish links between authorities – by 31st March 2009. (Operations Panel)

D) To develop processes for producing accurate reporting, timely investigations and quality data on incident reporting – by 31st March 2009. (Operations Panel)

E) To implement a method of reporting and recording best practice in waste management development and reviews – by 31st March 2009. (Operations Panel)

F) To investigate the feasibility of incentive schemes for inducing behaviour change particularly for waste prevention, recycling and composting – by 31st March 2009. (Operations Panel)

G) To increase recycling and reuse in schools by creating a database of existing provision and looking to extend where possible – by 31st March 2009. (Operations Panel)

H) To implement the WEEE regulations by working with producer compliance schemes and developing a procedure for collection and disposal of WEEE – by 31st March 2009. (Operations Panel)

I) To implement the batteries legislation and close working with producer compliance schemes across disposal and collection services – by 31st March 2011. (Operations Panel)

➜ *Action Number 15 – Procurement of Residual Waste Treatment Facilities*

A) To complete PFI implementation and transitional arrangements for waste collection and disposal services in Cambridgeshire – by 31st March 2009. (Operations Panel)

B) To co-ordinate the update of the baseline appendix to assist the management of the County's PFI contract – by March of each year. (Partnership Team)

RECAP partners commenced the procurement process for new waste treatment facilities in 2006 with the Cambridgeshire County Council PFI contract and Peterborough City Council is continuing this with the procurement of an additional facility in Peterborough. New waste treatment facilities will be operational by 2012/13.

Cambridgeshire County Council

The contract was awarded to Donarbon in 2008 with the main MBT facility due to be operational in 2010. Use of waste pre-treatment such as MBT allows more recyclable materials to be extracted from the waste and as the process also partially breaks down the waste, it leads to a reduction in the tonnage requiring final treatment/disposal.

Therefore the key milestones and actions for the residual waste management for Cambridgeshire County Council are:

C) To seek to treat all residual waste in order to minimise landfilling from 2009/10;

D) To use one mechanical biological treatment (MBT) facility to pre-treat Cambridgeshire's residual waste in order to increase recycling and to produce a refuse derived fuel (RDF) from 2009/10;

E) To seek to secure industrial markets for the RDF from 2009/10; and

F) To ensure the MBT facility will be operational by 2010.

Peterborough City Council

Peterborough City Council has started the selection process for a facility but need to move further forward with the procurement process.

Aerial photograph of Mechanical Biological Treatment Facility in construction at Waterbeach, Cambridgeshire

Therefore the key milestones and actions for the residual waste management for Peterborough City Council are:

G) To seek to develop contracting options for delivering the facility, as soon as possible;

H) To use an Energy from Waste facility (EfW) to maximise the production of energy from waste and reduce that which is sent to landfill from 2012/13; and

I) To ensure an EfW will be operational by 2012/13.

5.10 Wider Waste Role

RECAP has identified the "wider waste" (i.e. non-municipal waste) as a key theme within this strategy, even though RECAP is not directly responsible for non-municipal waste. RECAP has taken a proactive role in the wider waste issue and it has developed the following actions to build (where possible) synergies between municipal and non-municipal waste.

Actions

➜ *Action Number 16 – Wider Waste*

Play a wider role in tackling non-municipal waste. RECAP will complete the following sub-actions:

A) To create and implement a programme of engaging with key stakeholders (such as Cambridgeshire Chamber of Commerce, partners from Local Strategic Partnership (LSP) and Local Area Agreement (LAA) in both Cambridgeshire and Peterborough – by 31st March 2009. (Partnership Team)

B) To create and implement a procedure to respond to regional and national consultations by RECAP – by 31st March 2009. (Partnership Team)

C) To create and implement a programme for lobbying retailers to reduce their waste packaging – by 31st March 2009. (Partnership Team)

D) To develop partnerships with other stakeholder groups in relation to the enviro-crime agenda such as joint membership to ENCAMS – by 31st March 2009. (PIE Group)

➜ *Action Number 17 – Funding*

The partnership team will continually monitor and seek external funding opportunities (such as WRAP and Defra) to implement initiatives that further achieve the RECAP's objectives, and these opportunities will demonstrate best practice and raise RECAP's profile. RECAP will complete the following sub-actions:

A) To create a funding register for tracking applications and opportunities for the partnership – by 31st March 2009. (Partnership Team)

B) To engage with external grants initiatives in each partner authority to increase chances of success in applications – by 31st March 2009. (Partnership Team)

5.11 Stakeholder Engagement

Stakeholder engagement is an integral part of the JMWMS and has already been incorporated within the previous RECAP actions as a fundamental element. Stakeholders need to be engaged at different levels to aid the implementation of the JMWMS objectives. The following action identifies stakeholder engagement in the delivery of several JMWMS objectives:

Actions

➜ *Action Number 18 – Development of Waste Targets within LAAs*

RECAP will seek to influence the inclusion of waste targets within the local area agreements annual refresh process. RECAP will complete the following sub-actions:

A) To influence the inclusion of waste targets within the local area agreements annual refresh process in line with LAA processes in both Cambridgeshire and Peterborough. (Partnership Team)

B) To monitor and influence the development of other strategies in the Cambridgeshire and Peterborough LAAs to maximise opportunities for progressing the RECAP agenda – by 31st March 2010. (Partnership Team)

6 The next steps

6.1 Key Actions of the JMWMS

To ensure this municipal waste strategy continues to be successfully implemented and delivered in accordance with the key objectives, an Action Plan has been prepared. This provides a timetable against which the actions in Chapter 5 will be delivered and identifies the group responsible for delivery. The Action Plan will be reviewed and monitored regularly at Joint Waste Officer Group meetings (further details in the next section).

A summary of the key actions is set out in the table below, divided into short, medium and long term. However it must be noted that long term actions will require planning and implementation prior to the completion date, therefore progress is expected to be monitored annually against all actions, regardless of how long term they are.

The key actions oposite are designed to meet clear targets in key years, however certain actions are on-going throughout the life of JMWMS (e.g. ensuring continual compliance, meeting indicators on an annual basis and monitoring and updating legislation responsibilities). Even though these actions are not key, they are still crucial to the achievement of the overall objectives and represent the continuous element in the delivery of a 'live' JMWMS process.

Period	Date	Action
Short Term	Up to 2009/10	**Action Number 11** – Develop and implement a Trade Waste Strategy by 2010. **Action Number 12** – To develop the existing comprehensive recycling service within the JSA, in order to achieve the RECAP JMWMS targets. **Action Number 8 (sub action A)** To create and implement a targeted marketing and communication campaign to raise awareness of the waste prevention concept and prevention methods (to commence by 31st March 2009). **Target** By 2010, the RECAP authorities will increase the quantity of dry and organic recycling material from 45% to at least 50%
Medium Term	Up to 2013/14	**Action Number 6** – RECAP will work to place itself in a position to reduce its climate change impacts from waste management activities by 2013 and to monitor impact on climate change **Action Number 15** – New Waste Treatment facilities to be operational by 2012/13.
Long Term	Up to 2019/20	**Action Number 8** Decrease the amount of household waste per dwelling to 1,272 kg by 2019/20. **Target** By 2015, the RECAP authorities will increase the quantity of dry and organic recycling material from 50% to at least 55%; and **Target** By 2020, the RECAP authorities will increase the quantity of dry and organic recycling material from 55% to at least 60% (or 65% in the case of Peterborough.)

Table 14 Key Actions and Targets

6.2 Implementing the Strategy

6.2.1 The Golden Thread

This RECAP waste strategy is delivered through the partnership with the aid of the Action Plan. The JMWMS and the Action Plan are live documents. The Actions will be overseen by various sub-groups within the RECAP partnership, as a series of work plans to be implemented by the individual authorities. The revised JMWMS flows, as a golden thread, through the various stages (recorded in documents such as work plans) to arrive at individual authority and officer implementation level.

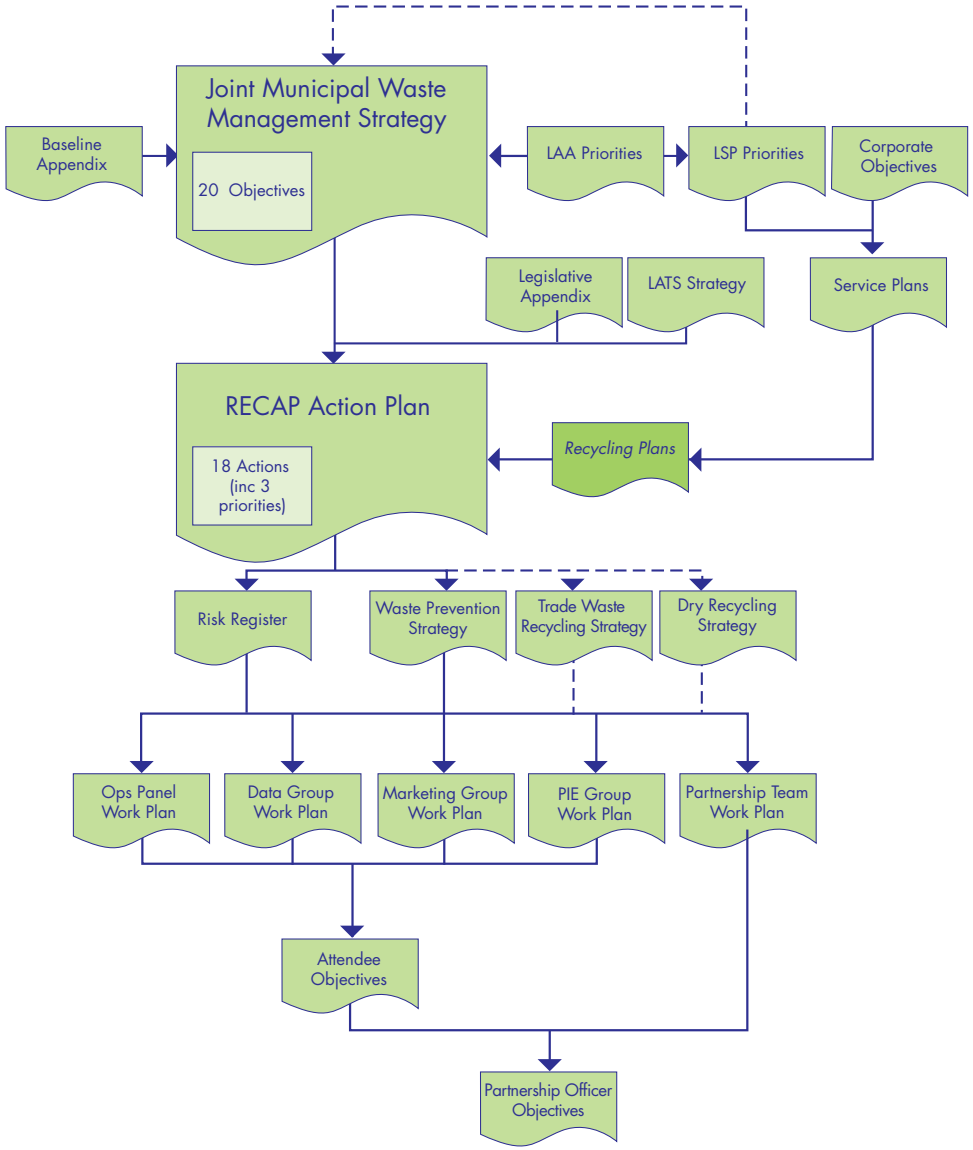


Figure 13: RECAP's Golden Thread

It is via this process that individual Service Plans feed into the overarching Action Plan. It is through planning of the deliverables that local variation from local authorities can feed in at the sub-group level, to ensure that the JMWMS Actions are delivered at a local level within the JSA.

6.2.2 RECAP's Governance

It is important to understand the relationship between WEF, JWOG and the sub-groups (including the Partnership Team) for decision making by the Partnership on both a routine and ad-hoc basis and delivering the JMWMS and its Actions.

WEF sets out the "philosophical" aims of the Partnership (the RECAP Objectives), JWOG translates this into the strategic direction (via the Action Plan), the sub-groups then form the Work Plans for one action, as shown in the figure on the following page.

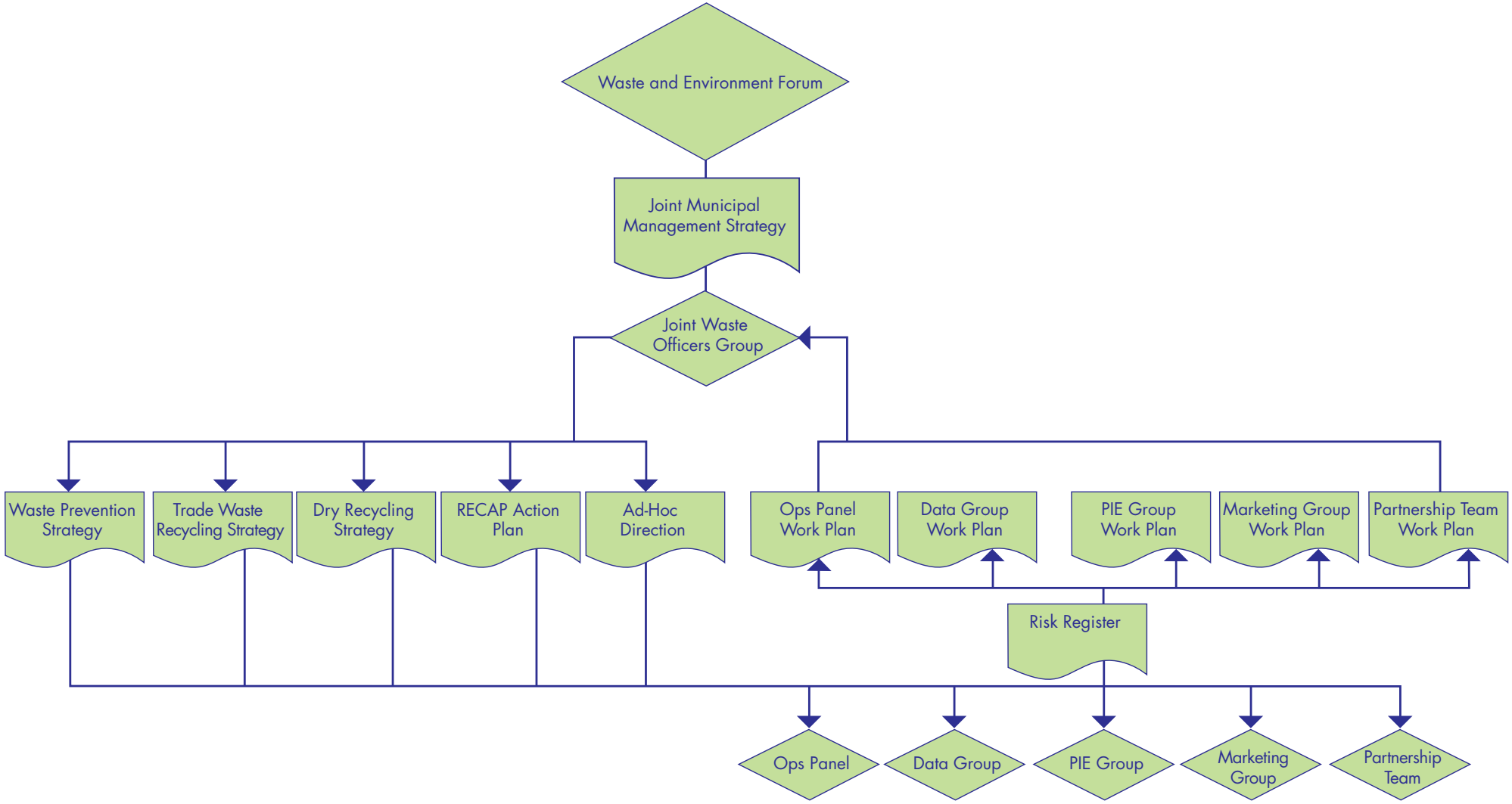


Figure 14: RECAP Governance Structure

Each action shall be overseen by a sub-group within the RECAP partnership. This sub-group shall have ultimate responsibility of delivering that action (however there may be cross working with other sub-groups at various points). Therefore each sub-group can:

i. Identify the risks that need to be managed in order to deliver each action;

ii. Rank the risks in order of priority relating to likelihood and impact;

iii. Establish the deliverables required for each action;

iv. Review the practicalities of the deliverables (resources, timescales, stakeholder involvement, funding etc); and

v. These deliverables are then presented back to JWOG as the sub-group Work plans and to the line management of individual officers for approval and buy-in.

6.2.3 Reporting and Monitoring

This JMWMS sets out how RECAP will manage its waste until 2022. Over the duration of the strategy it will be important to monitor its impact, the progress being made and whether the strategy is being delivered in line with the key themes and objectives.

This headline strategy document will be reviewed every five years in order to take account of potential changes in waste policy and legislation over that timescale.

The RECAP partnership views delivery of the JMWMS actions as a programme of works to be delivered via a number of different projects (i.e. the actions in the Action Plan).

The high level progress of the Action Plan (e.g. how overall is RECAP progressing its delivery of Action Number 1-Waste Prevention?) is reported to WEF (and ultimately the council-tax-paying-public).

The more detailed actions within the Action Plan have been developed as part of the strategy and they will be reviewed on an annual basis by RECAP. The reporting and monitoring of delivery associated with individual projects (deliverables in the Work Plans) is via the sub-groups and will be reported regularly to JWOG.

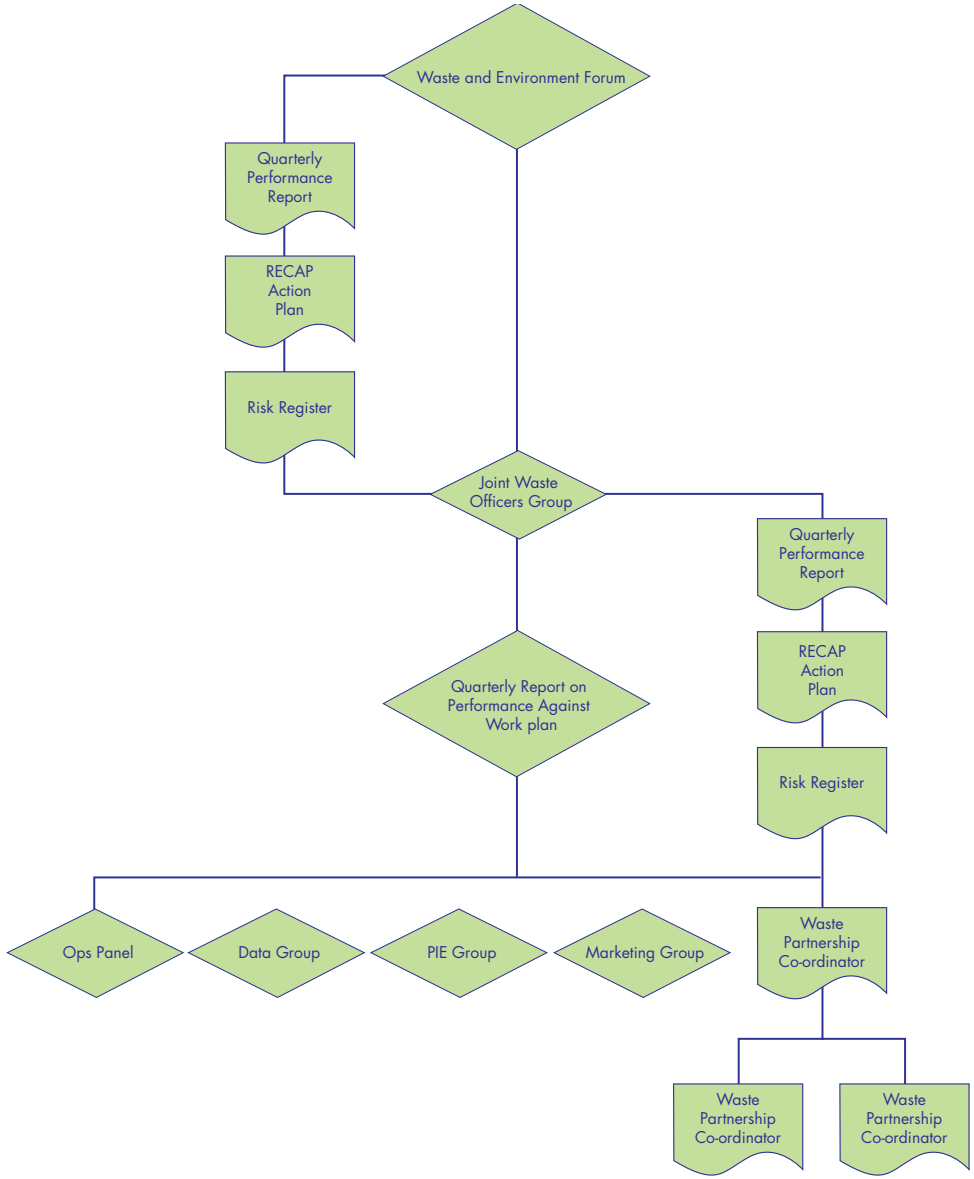


Figure 15: Reporting Structure

6.2.4 Identifying and Monitoring Risks

Following from the Action Plan, the actions are processed through a risk management tool, where key risks shall be identified by the sub-groups. For example, if a specific action is not completed then a key national target set for RECAP will not be achieved. RECAP will identify these key actions and understand the implications that follow from not achieving them. An action will then be developed to abate the issue or respond to any key actions missed.

6.2.5 Review

As this JMWMS is a live document, it will be implemented via the Action Plan. Both live documents are subject to review. The JMWMS is reviewed every five years, whereas the Action Plan will be reviewed annually (though it can be continuously monitored).

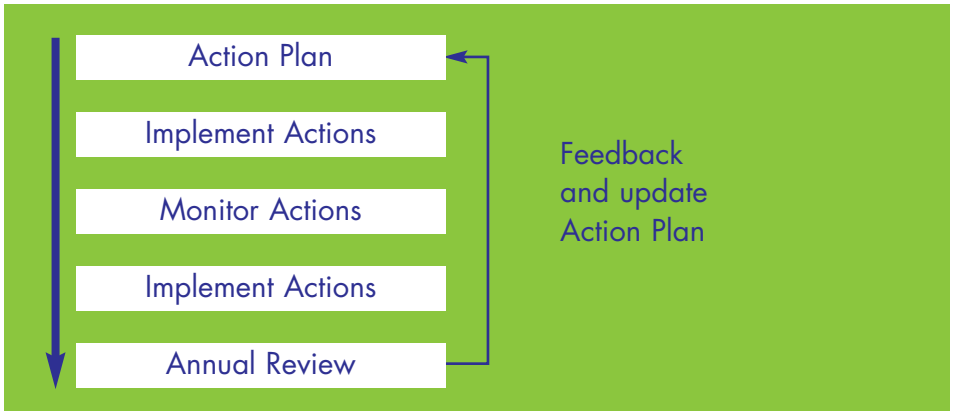


Figure 16: Action Plan Monitoring and Review Process

With each review, amendments and updates can be made to an action, by the sub-group. For example if one part of an action has been completed (e.g. roll out of a marketing campaign), an update could be to monitor response to it. The monitoring and the annual review, through the RECAP structure, should ensure that the document remains "live" and feeds back into the process. In this way the Action Plan can continually move forward to achieve the long term objectives of this strategy.

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