

UTTLESFORD DISTRICT COUNCIL

**MUNICIPAL WASTE
MANAGEMENT
STRATEGY**

2005

EXECUTIVE SUMMARY

Legislative and Policy Drivers

- Waste management in the UK is heavily influenced by legislation. The most significant piece of legislation in recent years is the Landfill Directive (LFD) and associated regulations. The requirements of this directive require a step-change in the way UK local authorities, both Waste Collection Authorities (WCA) and Waste Disposal Authorities (WDA) manage municipal waste.
- Uttlesford District Council (UDC) also has to meet statutory recycling targets (for household waste). For 2005/06 the statutory recycling target was 36% but statutory recycling rates for all English local authorities have subsequently been capped at 30% for 2005/06. To assist with the delivery of its statutory recycling target and those of other Essex authorities, UDC has adopted the Joint Municipal Waste Management Strategy for Essex
- This document complements the Joint Municipal Waste Management Strategy and sets out the Municipal Waste Management Strategy for the district, describing how Uttlesford District Council will:
 - (i) reduce the impact of the Landfill Directive and associated regulations; and
 - (ii) meet its previous statutory recycling target of 36% by 2007/08 in accordance with the requirements of the Joint Waste Management Strategy for Essex.
 - (iii) continue to increase levels of recycling to the practical maximum.
- The Landfill Allowance Trading Scheme (LATS) brought into force by the Waste and Emissions Trading Act 2003 provides a means of compliance with the 2003 Act and the Landfill Directive by establishing a scheme whereby local authorities can bank, borrow or trade their allotted amount of landfill, known as an allowance. Under LATS, English waste disposal authorities have been allocated a fixed amount of allowances per year, up to 2020, for the deposit of BMW to landfill. The allowances decrease year-on-year and if a WDA does not have sufficient allowances in a particular year to cover the amount of BMW to be taken to landfill, the WDA has the option of purchasing additional allowances from another WDA at the prevailing market rate to avoid incurring financial penalties. The WDA can also bank and borrow allowances, subject to certain rules, providing for a compliance strategy that is wider than simple trading. The financial penalty for landfilling more BMW than a WDA holds allowances for is £150 per tonne for each and every tonne landfilled in excess of the allowance. The trading scheme and financial penalties take effect from mid-2005.
- Within Essex the WDA has apportioned its landfill allowance between the constituent WCAs thereby limiting the amount of BMW each waste collection authority can send to landfill. The allocation to each WCA is in proportion to its municipal solid waste arisings. (MSW) Uttlesford's allocation is based on a 4.9% contribution to total MSW produced in Essex based on 1995 levels. The

2009/10 target has been set by DEFRA in line with the Landfill Directive requirement to reduce biodegradable waste going to landfill to 75% of 1995 levels. The 2009/10 target has been set by DEFRA in line with the Landfill Directive requirement to reduce biodegradable waste going to landfill to 75% of 1995 levels.

LANDFILL ALLOWANCE TRADING SCHEME (LATS) FOR UTTLESFORD

Row			2005/06	2006/07	2007/08	2008/09	2009/10
1	Projected MSW arisings (tonnes)		37,648	38,777	39,941	41,139	42,373
2	Predicted BMW in waste (tonnes) using Gov. 68% assumption	= 68% of row 1	25,601	26,369	27,160	27,974	28,814
3	Paper/Card/Books recycled (tonnes)		4,603	4,742	4,884	5,030	5,180
4	Green waste, Kitchen Waste and Wood (tonnes)		725	747	769	792	816
5	Textiles/Footware reused/recycled (50% biodegradable)		198	203	210	216	222
6	Planned total BMW removal (tonnes)	= total of rows 3-5	5,427	5,591	5,758	5,930	6,107
7	Calculated BMW in waste to landfill	= row 2 - row 6	20,174	20,778	21,402	22,044	22,707
8	BMW permitted To landfill (tonnes)		18,750	17,960	16,097	15,591	14,011
9	Performance against target (Figure in brackets is cumulative total)	= row 7 - row 8	+ 1,423	+ 2,818 (+4,241)	+ 4,494 (+8,735)	+ 6,454 (+15,189)	+ 8,696 (+23,885)
10	Penalty with regard to performance against target (Figure in brackets is cumulative total)	= row 9 X £150	£213,450	£422,700 (£636,150)	£674,100 (£1,310,250)	£968,100 (£2,278,350)	£1,304,400 (£3,582,750)

- The need to improve health and safety in the collection of waste is recognised by both the Chartered Institution of Wastes Management (CIWM, who have published good practice guidance on the subject¹, and by the Health and Safety Executive (HSE). The HSE, as part of the wider 'Revitalising Health and Safety' agenda², are seeking to improve the

¹ 'Kerbside collection of recyclables and compostable waste', CIWM, October 2004

² For further information see www.hse.gov.uk/waste

management of health and safety across the waste collection industry in relation to:

- ❑ Musculoskeletal disorders from manual lifting
 - ❑ Slips and trips
 - ❑ Falls from heights
 - ❑ Workplace transport
- The programme of work supporting the 'Revitalising Health and Safety' agenda includes site visits by HSE Inspectors to ensure that management systems are in place to control the risks involved in the collection of waste. This programme of work will be on-going for several years and applies to both public and private sector employers.
- In determining the Municipal Waste Management Strategy and how the Strategy will be delivered the Council has reviewed and challenged its methods of delivery by appointing Indecon Limited to evaluate a range of waste collection system options in terms of cost and recycling performance.

Service Delivery Review Exercise

- The Council has long had a vision of a single pass system for the collection of dry recyclables and residual waste. In order to establish if a single pass system can deliver a cost effective waste collection service capable of meeting the Council's statutory recycling targets the Council appointed Indecon Limited to review a number of collection system options.
- As a result of the review and challenge exercise it is clear that a single pass system will not deliver its recycling targets and that better value for money can be achieved through the adoption of an alternating weekly collection (AWC) system, delivered by the in-house team.

New Service Delivery Arrangements

- To achieve and exceed the 36% recycling target it will be necessary to implement a three stream waste collection service, collecting residual waste, dry recyclables and biodegradable (principally kitchen) waste. It will also be necessary to rationalise the collection point and presentation of household waste.
- All waste, including residual, dry recyclables and kitchen waste, will be collected from the kerbside ("boundary collection") with the exception of those residents who require assisted collections e.g. the elderly and infirm.
- With the implementation of the alternating weekly collection system, all residual and kitchen waste will be collected in wheeled bins, with a separate wheeled bin for each fraction. Wastes of this type presented in any other way will not be collected unless special arrangements have

been made with the Council. Dry recyclables, with exception of glass, will also be collected co-mingled in wheeled bins.

- The new household waste collection system will be supported by a number of measures including the development and implementation of a Waste Education and Awareness Strategy.
- The materials collected for recycling will consist of:
 - Kitchen waste
 - Garden waste (via bring schemes)
 - Dry Recyclables
- Kitchen Waste will be collected weekly in 140 litre wheeled bins as part of the AWC scheme.
- Garden waste will be recycled through home composting and Essex County Council's Civic Amenity and Recycling Centres (CARCs) and UDC's own bring sites. For householders who require a collection of garden waste, this will be provided as a paid service with householders receiving special green sacks on payment of the appropriate charge.
- Dry Recyclables will be collected using a combination of kerbside and bring site services. Mixed newspapers and magazines, cardboard, mixed plastics (HDPE, PET and PVC) and mixed cans (ferrous and non-ferrous) will be collected together in 240 litre wheeled bins every other week as part of the AWC scheme. Textiles and glass will be collected via bring sites. The Council will also encourage charity groups such as Oxfam and the Salvation Army to collect textiles at the kerbside.
- To facilitate waste minimisation, re-use and recycling and in addition to establishing a three stream alternating weekly collection system, where kitchen waste is collected weekly. With residual waste and dry recyclables collected on an alternating weekly basis. The Council will also make a number of other changes to its waste collection arrangements. These relate to:
 - (i) Free collections of bulky household waste.
 - (ii) Weekend skips for general waste.
 - (iii) The commercial waste collection service.
- The Council will review its policy on bulky household waste collections with the intention of levying a reasonable charge for the collection of such waste. Any charges levied will be similar to those levied by other waste collection authorities within Essex.
- The Council will instigate a phased withdrawal of weekend general waste skips commencing with those Parishes that are within a 5 mile radius of a Civic Amenity & Recycling Centre, with complete withdrawal when the Great Dunmow CARC is operational.

- The Council will undertake a review of its Commercial Waste Collection Service to identify if being a direct provider of the service represents Best Value.
- The Council will prepare and implement, in consultation with appropriate experts, a public communications plan to promote awareness of waste issues.

Method of Delivery

- Local authorities must provide Best Value services and can achieve this through the direct or indirect provision of services (or a combination thereof).
- In December of 2004, Uttlesford District Council agreed the following recommendations from the WMAB regarding the Council's participation in the long-term arrangements for the management of Municipal Solid Waste across Essex.
- The Council agreed that:

The draft Joint Municipal Waste Management Strategy be adopted and that:

- a) Uttlesford District Council will enter into the joint procurement process for long term waste management solutions, with a view to utilising PFI credits to support three area contracts.
 - b) That, subject to satisfactory contract outcome, contractual integration of some or all of the relevant services is envisaged. (Relevant services for these purposes may be regarded as refuse and recycling).
 - c) An Area Joint Committee be established to manage the procurement process.
 - d) A financial contribution to the procurement process, as previously advised, is agreed.
 - e) The draft Communications Plan is agreed.
- The expiry of the household waste collection contract with Verdant in July 2006 provides an opportunity to rationalise the waste management arrangements within the district. These are currently provided by a number of suppliers under both formal and informal arrangements.
 - The Council therefore intends to bring waste management services back in-house and directly deliver the full range of services from August 2006.
 - A service specification will be developed; this will include a description of the work to undertaken ('the Specification'). The Waste Management Strategy will form the basis of the Specification.

Costs

- The income generated from waste collection and recycling activities has been taken into account when determining the service costs. This means that any loss of income, from, say, the cessation of the direct provision of commercial waste services or the cessation of a recycling credit payment by the WDA, will increase service costs.
- The service budget increase needs to be considered alongside the possible penalties the WDA may pass down to the Council should it fail to meet its allocation of landfill tonnage for biodegradable municipal waste.
- The current system has been estimated to have a liability of around £3,500,000 (over a nominal five year 'contract' period). Each of the other options can significantly reduce this liability, with a weekly collection of separated kitchen waste with an alternating weekly collection of dry recyclables and residual waste having the lowest liability for LATS penalties.

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GLOSSARY OF TERMS

AWC	ALTERNATING WEEKLY COLLECTION
BMW	BIODEGRADABLE MUNICIPAL WASTE
CARC	CIVIC AMENITY & RECYCLING CENTRE
CPA	COMPREHENSIVE PERFORMANCE ASSESSMENT
CRM	CUSTOMER RELATIONSHIP MANAGEMENT
DEFRA	DEPARTMENT OF THE ENVIRONMENT FOOD AND RURAL AFFAIRS
DETR	DEPARTMENT OF THE ENVIRONMENT, TRANSPORT AND REGIONS
ECC	ESSEX COUNTY COUNCIL
ECORRN	ESSEX COMMUNITY REUSE & RECYCLING NETWORK
LATS	LANDFILL ALLOWANCE TRADING SCHEME
LFD	LANDFILL DIRECTIVE
MSW	MUNICIPAL SOLID WASTE
PSA	PUBLIC SERVICE AGREEMENT
UDC	UTTLESFORD DISTRICT COUNCIL
WCA	WASTE COLLECTION AUTHORITY
WDA	WASTE DISPOSAL AUTHORITY
WIP	WASTE IMPLEMENTATION PROGRAMME
WRAP	WASTE AND RESOURCES ACTION PROGRAMME

PARTICIPATION RATE – The proportion of households that take part in the kerbside recycling service provided, expressed as a percentage. A household is defined as ‘taking part’ if it recycles once in a four week period (on a weekly collection).

CAPTURE RATE – The “capture rate” is the percentage of potentially recyclable material set out for recycling by *participating households*, where a participating household is defined as a household that sets out recyclables at least once during the month.

SET-OUT RATE – The proportion of participating households that present their recycling on collection day, expressed as a percentage.

1. INTRODUCTION

- 1.1 Waste management in the UK is heavily influenced by legislation. The most significant piece of legislation in recent years is the Landfill Directive (LFD) and associated regulations. This Directive requires a step-change in the way UK local authorities; both Waste Collection Authorities (WCA) and Waste Disposal Authorities (WDA) manage municipal waste. (Further information on the LFD can be found in Section 4.)
- 1.2 The LFD is already having an impact on landfill practices in the UK by diverting waste for re-use, recycling and recovery. It will steadily divert Biodegradable Municipal Waste (BMW) away from landfill to be treated by other means such as composting and anaerobic digestion³.
- 1.3 In addition “Producer Responsibility’ directives such as the Waste Electrical and Electronic Equipment Directive and Batteries Directive require more and more businesses to recycle and/or recover their products at the end of their useful life.
- 1.4 Uttlesford District Council (UDC) also has to meet statutory recycling targets. For 2005/06 the initial statutory recycling target was for household waste was 36% but was capped at 30% in December 2005. To assist with the delivery of its statutory recycling target, UDC has adopted the Joint Municipal Waste Management Strategy for Essex, developed in collaboration with all Essex local authorities.⁴
- 1.5 This document complements the Joint Municipal Waste Management Strategy and sets out the Municipal Waste Management Strategy for the district, describing how Uttlesford District Council will:
 - (i) reduce the impact of the Landfill Directive and associated regulations; and
 - (ii) meet its previous statutory recycling target of 36% by 2007/08 in accordance with the requirements of the Joint Waste Management Strategy for Essex.
 - (iii) continue to increase levels of recycling to the practical maximum.
- 1.6 The focus of the Municipal Waste Management Strategy is on developing the local recycling infrastructure, so that materials can be processed as close to the point of production as possible, in accordance with the Proximity Principle. The Strategy focuses on these issues because they are the key limiting

³ Composting is a process whereby organic waste material is broken down by the action of micro-organisms in the presence of air to produce a compost. Anaerobic digestion is a process whereby organic waste material is broken down by the action of micro-organisms in the absence of air to produce a mixture methane biogas and a compost.

⁴ Full Council, December 2004

factors, which must be overcome if the Council is to meet its statutory recycling target.

2. BACKGROUND TO WASTE MANAGEMENT IN UTTLESFORD

2.1 Profile of the District

The District of Uttlesford lies in East Anglia and is one of the 12 district authorities of the County of Essex. It is predominantly a rural district with major centres of population at Saffron Walden, Great Dunmow and Stansted, and a major international airport. There are 29,800 households with a population of 69,000 in 2003/04, split into 57 parishes of varying sizes. Access to and through the district is reasonable by way of a direct link to London and Cambridge via the M11 and to the East Coast of England via the A120.

2.2 Service Provision – Operational Policy Decisions

2.2.1 The Council has established a number of aims and objectives for the waste management services:

- Provision of good quality, cost effective, reliable and responsive waste management services.

Waste Prevention

- Support for education and promotional activities to raise awareness of waste issues and to encourage waste minimisation and participation in recycling schemes.
- Support for waste minimisation initiatives and provision of services, which encourage waste minimisation.
- To withdraw the provision of weekend skips for general waste.

Re-use

- Any future waste management service to include for the re-use of bulky household waste.

Recycling

- Financial provision by the Council and through DEFRA funding for the provision of recycling services that yield a 26% recycling rate by 2006.
- Support the desire to reach the statutory recycling target and beyond if possible.

Household Waste Collection

- With the exception of clinical waste collections, to charge for the collection of bulky household waste in line with the Polluter Pays

Principle. Where a charge is applied, the level of charge to be similar to other Essex authorities.

- Consideration of weekly collection of kitchen waste and alternate weekly collection of residual waste and dry recyclables.
- Support the need to move away from a backdoor collection system for all waste related services.
- Support the need to establish a policy on the presentation of waste.

Commercial Waste Collection

- To review the commercial waste collection service.

Strategic Working

- Investigate opportunities for joint working with Essex County Council and other district authorities.
- Support the continuing development of a Joint Waste Management Strategy for Essex and Southend.

2.2.2 This Strategy formalises these aims and objectives into operational policy.

3. WHERE ARE WE NOW?

3.1 WASTE ARISING

3.1.1 Table 1 details the household waste arisings by authority for the non-unitary waste collection authorities in Essex. Table 1 shows the:

- total household waste arisings
- weight per head of population
- percentage recycled and composted
- statutory performance standard by authority for 2004/05.

Recycling Rate

3.1.2 The formula used to establish the recycling rate is as follows:

$$\text{Recycling Rate (\%)} = \frac{\text{total waste recycled and composted}}{100 \text{ total waste arisings}} \times 100$$

where:

total waste arisings means the total weight (tonnes) of household waste landfilled plus the total weight (tonnes) of household waste recycled and composted.

Therefore, the Recycling Rate for 2004/05 is $(7507 \text{ tonnes} / 32,155 \text{ tonnes}) \times 100 = 23.4\%$

3.1.3 Table 2 shows the total household waste arisings in Uttlesford for the period 2001 to 2005 and the percentage of household waste recycled and composted for over the same period.

3.1.4 It is pleasing to note a reduction in household waste arisings of 5% over this period, against a national average growth figure of + 2.3% per year. This is particularly satisfying given the increase in households and population within Uttlesford over the period.

TABLE 1: HOUSEHOLD WASTE ARISING BY AUTHORITY FOR 2004/05

AUTHORITY	Kg per head of population	Population	Household Waste to Landfill (Tonnes) ²	Household Waste Recycled (Tonnes) ³	Household Waste Composted (Tonnes) ⁴	Total Household Waste Arisings (Tonnes)	82a Household Waste Recycled (%)	82b Household Waste Composted (%)	Total recycled & composted 2004/5 (%)	Total recycled & composted 2003/4 (%)	2003/4 Statutory Performance Standard	2005/6 Statutory Performance Standard
TENDRING DISTRICT COUNCIL	0.365	134445	39,233.94	9,772.6	0.0	49,006.5	19.94%	0.00%	19.94%	15.20%	16%	24%
HARLOW DISTRICT COUNCIL	0.384	76700	24,710.13	4,481.0	256.8	29,447.9	15.22%	0.87%	16.09%	13.52%	10%	18%
BRENTWOOD BOROUGH COUNCIL	0.390	71700	21,180.24	3,840.3	2,949.8	27,970.3	13.73%	10.55%	24.28%	14.58%	28%	30% (36)
COLCHESTER BOROUGH COUNCIL	0.398	159500	44,639.78	10,986.8	7,913.8	63,540.4	17.29%	12.45%	29.75%	24.78%	28%	30% (36)
MALDON DISTRICT COUNCIL	0.412	55170	17,881.29	2,980.3	1,876.0	22,737.6	13.11%	8.25%	21.36%	17.93%	22%	30% (33)
CASTLE POINT BOROUGH COUNCIL	0.421	84600	28,519.49	3,807.1	3,257.0	35,583.6	10.70%	9.15%	19.85%	18.11%	16%	24%
BRAINTREE DISTRICT COUNCIL	0.424	132300	40,103.25	10,744.8	5,201.3	56,049.3	19.17%	9.28%	28.45%	21.25%	14%	21%
ROCHFORD DISTRICT COUNCIL	0.428	78273	29,391.76	3,349.6	777.4	33,518.7	9.99%	2.32%	12.31%	10.31%	10%	18%
EPPING FOREST DISTRICT COUNCIL	0.437	116623	40,031.27	7,679.2	3,308.7	51,019.1	15.05%	6.49%	21.54%	20.28%	28%	30% (36)
UTTLESFORD DISTRICT COUNCIL	0.459	70000	24,647.59	6,933.3	573.7	32,154.6	21.56%	1.78%	23.35%	19.46%	24%	30% (36)
BASILDON DISTRICT COUNCIL	0.475	164400	62,700.78	9,218.2	6,160.1	78,079.1	11.81%	7.89%	19.70%	18.86%	20%	30%
CHELMSFORD BOROUGH COUNCIL	0.512	155500	58,282.21	11,265.5	10,101.3	79,649.0	14.14%	12.68%	26.83%	22.26%	10%	18%
Waste Collection Authority Total		1299211	431,321.71	85,058.49	42,375.84	558,756.04	15.22%	7.58%	22.81%			
ESSEX COUNTY COUNCIL ⁵			59,982.05	44,673.57	36,779.77	141,435.4	31.59%	26.00%	57.59%	49.18%	N/A	N/A

Essex Total	491,303.76	129,732.07	79,155.61	700,191.43	18.53%	11.30%	29.83%	24.93%	22.00%	30%
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Total HW Recycled & Composted 04/05	208,887.68
Other HW Collected 04/05	491,303.76

Countywide Recycling Rate⁶	29.83%
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Total Household Waste Generated	700,191.43
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BVPI 84 (KG of waste per head of population)	532 kg
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ONS mid Year Projection 2004 = 1,316,400 people

Notes

1. A variation has occurred in Chelmsford BC's recycling figures due to paper tonnage which originally was not included and glass tonnage which has had to be excluded.
2. Waste received/collected as defined under Controlled Waste Regulations 1992 (Includes street sweepings and litter). Includes contamination from material taken to a Materials Recycling Facility. Flytipped tyres are included where a separate audit trail could not be provided.
3. Taken from Waste Recycling Credit Claims. Includes fridges. Excludes hardcore and soil to comply with the BVPI recycling rates.
4. Taken from Compost Credit Claims
5. Waste taken by residents to Essex County Council's Civic Amenity and Recycling Centres.
6. Combined recycling and composting performance of the District and Borough Councils and Civic Amenity and Recycling Centres.

TABLE 2: UTTLESFORD HOUSEHOLD WASTE ARISING 2000- 2005

Year	2000/01	2001/02	2002/03	2003/04	2004/05
Total Household Waste Arisings (Tonnes)	33,832	32,578	32,497	31,898	32,155
% Change	-	-3.70	-0.25	-1.85	+0.80
Recycling Tonnage	4,884	5,271	5,577	6,209	7,507
Recycling Performance (%)	14.4	16.2	17.6	19.5	23.4

3.2 WASTE COMPOSITION

3.2.1 Essex County Council commissioned MEL Waste Consultants to undertake a comprehensive analysis of the composition of waste across the County during 2004.

3.2.2 Their analysis within Uttlesford covered the following waste streams.

- Kerbside residual waste
- Kerbside recycling
- Litter and street sweepings

3.2.3 Their analysis (of kerbside and street sweeping waste) was based on sampling undertaken in two 3-week periods. The first of these, in February 2004, representing the "winter" sample and the second, undertaken in June 2004, representing the "summer" sample.

3.2.4 The analysis provides a representative picture of household waste composition across the county and at a local level. The robustness of the analysis at district level varies depending on the extent of sampling undertaken in each district, but the data for Uttlesford is robust enough for use in a local Municipal Waste Management Strategy.

3.2.5 A summary of the compositional analysis for Uttlesford is given in Table 3. A more detailed analysis can be found in Appendix 1. This analysis identifies the material that remains in the collected residual waste stream.

TABLE 3: SUMMARY OF COMPOSITIONAL ANALYSIS OF KERBSIDE RESIDUAL WASTE.

Material	Percentage	Tonnage
Kitchen Waste	35.19	8,142
Paper and Card	14.15	3,274
Glass and Jars	7.60	1,758
Garden Waste	5.05	1,610
Textiles	2.11	673
Plastics	1.91	609
Ferrous and Non Ferrous Metal	1.45	462
Total	67.46	16,528
Non recyclable material	32.54	7,972

3.2.6 The waste audit only took account of the residual waste presented for collection at the kerbside and therefore did not take account of material that was home composted, collected for recycling (23% of total waste in Uttlesford in 2004/05) or taken to bring sites (including weekend garden waste schemes) or Civic Amenity and Recycling Centres (CARCs).

3.2.7 The table shows that a total of 67.46% of material could potentially be recycled. However this assumes ALL households in the district participate in any given recycling scheme and that ALL potentially recyclable materials are captured. That is, 100% participation and capture rate.

3.2.8 The data also provides some guidance as to the development priorities for the household waste collection in the context of the LFD and Joint Municipal Waste Management Strategy for Essex; most notably the need to deal with the remaining biodegradable fractions, principally kitchen waste.

3.3 SCOPE OF WASTE MANAGEMENT SERVICES CURRENTLY PROVIDED

3.3.1 The Council provides a range of recycling and waste collection services. These are summarised below:

Recycling Services

- Provision of alternating weekly kerbside collection of dry recyclables⁵ from approximately **90% of households** within the district.
- **Assisted** recyclable collections for persons unable, due to disability/infirmity, to present their recyclable materials at the boundary of their property.
- Weekly Parish green waste collection service from **17** locations (March-November inclusive);
- The district has **58** public “bring” recycling sites
- **46** of these sites collecting **glass, cans and paper**
- **7** of these sites also collect **textiles, shoes and books**
- **2** further sites also collect **plastic**
- Weekend recycling sites at Saffron Walden, Stansted and Thaxted for **wood, scrap metal and green waste**⁶.
- Limited commercial collection of cardboard.
- Weekend village green waste collection March to November.

Waste Collection Services

- Provision of weekly back door residual waste collections.
- Clinical waste collection service.
- **Free** bulky household waste collection service
- 121 weekend general waste skip to various parishes
- Commercial waste collection service.

⁵ Dry recyclables consist of the following materials: paper, cardboard, cans, plastics and textiles.

⁶ Includes all biodegradable garden waste including grass cuttings, hedge clippings, leaves and weeds.

3.4 CURRENT COSTS

3.4.1 The Council is required to report, annually, the net cost of collecting household waste per household. Table 4 shows the estimated cost of collection for the year 2005/06.

TABLE 4: ESTIMATED COST AND INCOME FOR 2005/06 FOR WASTE MANAGEMENT SERVICES

		2005/06
Refuse Collection	Gross cost	£1,559,190
	Income	£470,760
	Net Cost	£1,088,430
Recycling Services	Gross cost	£870,870
	Income	£500,260
	Net cost	£370,610
Total Cost	Net Cost	£1,459,040

3.4.2 Table 5 provides information on the Best Value performance indicator for the costs of waste collection per household (BV86) for each non-unitary WCA in Essex.

3.4.3 Clearly there are many explanations for the differing costs across the County. For example, differences in the range of recycling services provided, the population density, vehicles used, distances to disposal sites and number of bulky waste collections made. For this reason, the cost information in the table cannot provide a direct comparison between the services provided by different WCAs. Nevertheless, the information provides a general picture of the costs of the collection element of waste management in Essex. Table 5 also shows the recycling/composting performance achieved by each WCA in 2004/05

TABLE 5: COMPARISON OF COSTS FOR ESSEX AUTHORITIES

Authority	Reported performance against BV 86 (£/household)		Performance against BV82a + BV82b (% household waste recycled & composted)	
	2003/04	2004/05 (figures not audited)	2003/04	2004/05
Basildon	40.79	49.24	18.90	19.70
Braintree	54.74	65.08	14.80	28.45
Brentwood	40.83	39.89	14.60	24.28
Castle Point	29.98	31.45	18.10	19.85
Chelmsford	69.24	78.24	23.60	26.41
Colchester	41.94	45.57	24.90	29.75
Epping Forest	37.15	36.98	22.80	21.54
Harlow	46.42	47.48	13.70	16.09
Maldon	35.68	39.08	17.20	21.36
Rochford	30.99	34.40	10.00	12.31
Tendring	24.35	30.61	15.20	19.94
Uttlesford	42.73	43.76	20.40	23.35
Essex Average	41.24	45.15	18.90	21.92

3.4.4 Although the authorities share some cost information, there is presently no agreed inter-authority framework for the collection, monitoring or analysis of service costs. The partner authorities plan to establish key cost indicators that can be shared. From this, partners can begin to see the cost trends for different elements of the service (for example the relative spend on collection, disposal, recycling activities, waste awareness and education) and assess the relative costs of different types of material recycling schemes and initiatives. The additional reporting costs associated with the key cost indicators for District/Borough Councils are not expected to be significant. Moreover, the additional reporting is likely to result in significant benefits to all authorities from the exchange of good practice, leading to efficiency savings over time.

3.4.5 A good deal of cost data has already been collected as part of the monitoring and analysis of three High Diversion Trials (in neighbourhoods in the Braintree, Chelmsford and Colchester District/Borough Council areas) and the analysis of this data has already informed decisions on the establishment or expansion of kerbside recycling schemes in Essex.

3.5 EXISTING SERVICE DELIVERY ARRANGEMENTS

3.5.1 The Council currently delivers waste management services through a combination of supporting initiatives (principally with regard to waste minimisation and re-use) along with in-house and contracted service provision.

Waste Minimisation

3.5.2 The Council supports county-wide initiatives for the promotion of home composting, the use of re-useable cloth nappies (disposable nappies are 3.9% of Uttlesford waste) and waste education programmes.

Re-use

3.5.3 Many successful re-use schemes both nationally and locally are based on quality partnerships between the community sector and local authorities. However UDC has not been as successful as other Essex authorities in terms of achieving active diversion of waste through re-use. This is principally due to the fact there are very few community groups within in the district interested in this type of activity; indeed there is only one known group, Shire Hill Enterprises, based in Uttlesford.

ECORRN

3.5.4 The Essex Community Reuse & Recycling Network (ECORRN) was established in March 2003. Assisted by the local WasteWISE project, it is now expanding as a community business/limited company through an Essex Reuse Partnership of social enterprises, community groups and councils committed to expanding reuse. At present, re-use occurs through an extensive network of charity shops and community group projects. A survey by ECORRN, estimated that in 2003, these organisations diverted 8,180 tonnes and 1,160 tonnes, respectively. Further information on re-use activity in East Anglia can be found in Appendix 2

Recycling

3.5.5 For household waste these provisions provide a three stream collection service collecting dry recyclables and residual waste at the kerbside and green waste via bring schemes. The service delivery provisions are summarised in Table 6.

TABLE 6: EXISTING SERVICE DELIVERY ARRANGEMENTS

CONTRACT	CONTRACTOR	CONTRACT PERIOD
Refuse collection Commercial waste collections Servicing recycling banks Servicing weekend skips for general waste	Verdant Group plc	July 2006
Clinical Waste Collections	General Business Holdings	No formal agreement
Kerbside Collection of Dry Recyclables. Weekend Green Waste sites and Weekend Recycling sites	In House Team	No formal agreement
Servicing Textile Banks	Salvation Army	No formal agreement
Glass Sales	United Glass	No formal agreement
Green box dry recyclables	Grosvenor Waste Management Ltd	No formal agreement
Paper sales	Aylesford Newsprint	March 2009
Street Cleansing Service	In House Team	July 2006
Abandoned vehicle removal	In House Team	July 2006

3.6 COLLECTION POINTS

3.6.1 The Council currently has different policies for collecting different types of household waste, as follows:

Residual Waste

3.6.2 The policy is to collect residual waste from the 'back door' or the place of storage.

Dry Recyclable Material

3.6.3 The policy for the collection of dry recyclables is that the waste must be presented at the boundary of the property on the nominated day of collection.

Green Garden Material

3.6.4 The policy is to collect green garden material using skips at s within the three principal towns; or using a refuse collection vehicle at nominated venues in rural Parishes. There is no collection of green garden material for recycling from the kerbside. A village bring service operates March to November, at weekends, stopping in nominated villages in accordance with a published timetable.

3.7 COLLECTION ISSUES

3.7.1 Whilst the policy for residual waste is to offer a 'back door' collection, in practice an estimated 70% of residents place their residual waste on the boundary of their property on collection day. This practice coupled with the differing collection policies means there is no uniform collection point for household waste. This means there is a greater risk of having missed collections especially during holiday periods when there are changes to the usual collection crews.

Single Pass System

3.7.2 The Council has long had a vision of a single pass system for the collection of dry recyclables and residual waste. Combining these wastes in split body vehicles on the same day will allow kerbside recycling to be made available to all properties in the district. However a single pass system cannot be implemented unless there is an uniform collection point for all household waste.

3.7.3 In order to establish if a single pass system can deliver a cost effective waste collection service capable of meeting the Council's statutory recycling targets the Council appointed Indecon Limited⁷ to review a number of collection system options. Their review of this type of collection system clearly shows that the single pass system would not deliver the required recycling rate of 36%.

3.7.4 The review shows that the only option that will deliver a recycling rate of 36% and above is a weekly collection of separated kitchen waste together with an alternating weekly collection of dry recyclables and residual waste from every property. This option has been future proofed to take into account known changes in legislation (increase in recycling rates) and property growth.

⁷ Indecon Limited is a management consultancy specialising in environmental services and related transport and fleet management issues. The company offers practical solutions and an innovative approach to consultancy services and are well known for providing specialist support across a broad range of technical issues associated with public services e.g. procurement, performance review, organisational support and benchmarking.

Presentation of Waste

3.7.5 There is currently a large number of properties presenting their waste in wheeled bins on the nominated day of collection. Wheeled bins can only be completely and safely emptied using bin lift mechanisms fitted to the refuse collection vehicles. There are significant health and safety implications with the manual emptying of wheeled bins meaning many cannot be fully emptied by the collection crews at the time of collection.

3.7.6 There are also a number of properties still presenting loose waste in dustbins. This practice also has health and safety implications in terms of general hygiene and the hazards presented by sharp objects placed in the bin and the lifting and handling of heavy objects.

3.8 RECYCLING SITES

3.8.1 Table 8 lists the Recycling Sites provided by the Council along with the types of materials that can be recycled at each site.

TABLE 8: RECYCLING SITES

Key: 1 = Glass; 2 = Cans; 3 = Paper; 4 = Textiles; 5 = Plastic; 6 = Books; 7 = Card

Parish	Address	Materials	Parish	Address	Materials
Ashdon	Fallowden Lane	1 2 3	Lt Hallingbury	Village Car Park	1
Aythorpe Roding	The Axe and Compasses PH	1 2 3	Lt Walden	The Crown PH	1 2 3
Barnston	The Bushel and Sack PH	1 2 3	Manuden	Opp. The Yew Tree PH	1 2 3
Berden	Village Hall	1	Newport	Car Park, Railway Station	1 2 3
Birchanger	Birchwood	1 2 3	Newport	The Coach & Horses PH	1
Broxted	The Price of Wales PH	1 2 3	Radwinter	Rec. Ground, Water Lane	1 2 3
Chrishall	Nr The Red Cow PH	1 2 3	Radwinter	The Plough PH, Sampford Rd	1 2 3
Clavering	Village Hall Car Park	1	Rickling	The Cricketers Arms PH	1 2 3
Clavering	The Cricketers PH, overflow car park	1 2 3	Saffron Walden*	CARC, Thaxted Road	1 2 3 4 5 6 7
Debden	The Village Hall Car Park	1 2 3	Saffron Walden	Lord Butler Leisure Centre	1 2 3
Duddenhoe End	Village Hall, Church Road	1 2 3	Saffron Walden	Car Park, The Common	1 2 3 4
Elsenham	The Crown PH	1 2 3	Saffron Walden	Swan Meadow Car Park	1
Elsenham	Recreation Ground	1 2 3	Saffron Walden	Council Offices,	1 2 3
Farnham	Village Hall, Rectory Lane	1 2 3	Saffron Walden	Tesco Store, Radwinter Rd	1 2 3 4 5
Felsted	Stebbing Road	1 2 3	Sewards End	Village Hall Car Pk	1 2 3
Great Chesterford	Village Hall Car Park	1	Stansted	Cannons Mead	1 2 3
Great Dunmow	Tesco Store, Stortford Road	1 2 3 4 5 6	Stansted	Lower Street Car Park	1 2 3 4 6
Great Dunmow	Car Park, White Street	1 2 3 4	Stansted	The Three Colts PH	1 4
Great Easton	Village Hall, Rebecca Mead	1 2 3	Stansted	The Feathers PH, Cambridge Rd	1
Great Sampford	The Red Lion PH, Finchingfield Rd	1 2 3	Stansted	The Ash PH, Burton End	1 2 3
Hadstock	The King's Head PH	1 2 3	Stebbing	The White Hart PH, High St.	1 2 3
Hatfield Broad Oak	The Duke's Head	1	Takeley	The Green Man PH	1 2 3
Hempstead	Bluebell Inn Ph	1 3	Takeley	Youth Centre, Brewers End	1
Henham	Car Park, Rugby Club	1 2 3	Thaxted	Car Park, Margaret St	1 2 3 4
High Easter	Village Hall, The Street	1 2 3	Wendens Ambo	The Bell PH, Royston Road	1 2 3
High Roding	The Black Lion PH	1	White Roding	Sports and Social Club	1 2 3
Lt Bardfield	Styles	1 2 3	Wicken	Wicken House, Wicken Road	1 2 3
Lt Easton	Memorial Hall Car Park	1 2 3	Bonhunt	Wicken Road	1 2 3
			Widdington	Village Hall, High Street	1 2 3
			Wimbish	Village Hall, Mill Road	1 2 3

* provided by ECC.

4. WHERE ARE WE GOING? - DRIVERS FOR CHANGE

4.1 *Legislative drivers*

Landfill Directive

4.1.1 The EC Landfill Directive (99/31/EC) sets targets for the reduction of biodegradable waste sent to landfill. Whilst these targets apply to Member States the UK Government has apportioned the reduction targets between the devolved administrations, who in turn have further apportioned the reduction targets to individual Waste Disposal Authorities. In England the apportionment is achieved via the Waste and Emissions Trading Act 2003 and the Landfill Allowance Trading Scheme (LATS) introduced by the Act.

4.1.2 The landfill reduction targets applying to the UK⁸ are:

By 2010, to reduce the amount of biodegradable waste landfilled to 75% of that produced in 1995;

By 2013, to reduce the amount of biodegradable waste landfilled to 50% of that produced in 1995;

By 2020, to reduce the amount of biodegradable waste landfilled to 35% of that produced in 1995.

4.1.3 The 1995 base is significant given that nationally waste arisings are increasing annually by approximately 3%, which will mean even more biodegradable waste having to be diverted.

4.1.4 Failure to meet the landfill reduction targets required by the LFD may cost the UK £0.5 million per day in fines. The Government has indicated that it will recover the cost of any fines from the devolved administrations and in England WDAs who fail to meet their allotted landfill reduction targets.

4.1.5 To help local authorities comply with the Landfill Directive, the Government has established national targets for recovery of municipal waste, and recycling/composting of household waste. These are:

National recycling/composting targets:

- To recycle or compost at least 25% of household waste by 2005;

⁸ These targets take account of the derogation available under the Directive.

⁹ Unless the waste collection authority is satisfied that the cost of collection is unreasonably high or comparable alternative arrangements are available.

- To recycle or compost at least 30% of household waste by 2010;
- To recycle or compost at least 33% of household waste by 2015.

National recovery targets:

- To recover value from 40% of municipal waste by 2005;
- To recover value from 45% of municipal waste by 2010;
- To recover value from 67% of municipal waste by 2015.

'Recover' means to obtain value from waste through recycling, composting, other forms of material recovery, or recovery of energy.

4.1.6 For example, in 2015 the Government expects 67% of municipal waste to be recovered. This may be achieved purely by recycling/composting (materials recovery), or by a combination of recycling/composting and energy recovery. Reliance on energy recovery alone has been rejected by the Joint Municipal Waste Management Board for Essex, and reflects the National Waste Strategy.

National Waste Strategy

4.1.7 The Department of the Environment, Transport and Regions (DETR) document, Waste Strategy 2000, published in May 2000 sets out how the Government intends to fulfil the requirements of European waste management legislation. Waste Strategy 2000 interprets and integrates the requirements of various EU 'waste' directives into a single national policy response.

4.1.8 Local authorities in turn have incorporated the requirements of Waste Strategy 2000 into their own policies and plans. The requirements are being monitored under the Best Value regime. Both the County (Joint) and district Municipal Waste Management Strategies have been prepared with the requirements of the National Waste Strategy in mind.

Statutory Recycling Targets

4.1.9 Uttlesford, like every other English local authority, has been set statutory recycling targets for household waste. The targets are based on recycling performance during 1998/99. The first target was for 2003/04 whilst the second target is to be delivered by 2005/06 and required a doubling of the baseline recycling rate by 2003/04 and a trebling of baseline recycling performance by 2005/06.

4.1.10 The targets applying to UDC and the WDA for the recycling/composting of household waste are set out in Table 9.

TABLE 9: STATUTORY RECYCLING RATES.

	Statutory Target 2003/4	Statutory Target 2005/6
Uttlesford District Council	24%	30% (36% originally)
Essex County Council	22%	33%

4.1.11 The original 2005/06 recycling target of 36% was capped at 30% in December 2004. The longer term recycling/composting targets have yet to be confirmed and made statutory but the indications are that Government will expect local authorities to achieve the longer term recycling/composting targets by the relevant date.

Household Waste Recycling Act 2003

4.1.12 The Household Waste Recycling Act 2003 requires all waste collection authorities to collect at least two types of recyclable household waste from every household⁹ (excluding chargeable garden waste collections). These recyclable wastes may be collected together or separately, but must be separated from the remaining household waste. All waste collection authorities must comply with the Act by 31 December 2010. A two-stream kerbside recycling service is therefore the minimum acceptable standard and is currently provided by Uttlesford District Council.

Waste and Emissions Trading Act 2003

4.1.13 The Waste and Emissions Trading Act 2003 requires local authorities in two-tier areas to have a joint municipal waste management strategy and gives waste disposal authorities a power to direct waste collection authorities to separate waste for recycling. Draft guidance currently in consultation makes it clear that where a disposal authority directs a collection authority to separate its waste, the collection authority will be liable for all additional costs incurred as a result of the direction up to the level of activity required to meet its (the WCA) statutory recycling target. The power of direction will only apply to biodegradable waste or more specifically Biodegradable Municipal Waste¹⁰, as the Act is purely concerned with achieving a progressive reduction in the amount of BMW taken to landfill, in order to meet the landfill reduction targets set out in

¹⁰ Waste from households, as well as other waste which, because of its nature or composition, is similar to waste from households that is capable of undergoing anaerobic or aerobic decomposition.

the Landfill Directive. The definition of BMW is sufficiently wide to capture a range of waste streams including kitchen waste, garden waste, paper, card and textiles.

Powers of Direction from Waste Disposal Authority

- 4.1.14 The Act inserts a number of provisions into the Environmental Protection Act 1990 which allow a WDA to issue a direction to a constituent WCA to separate biodegradable municipal waste before delivery to WDA nominated facilities.
- 4.1.15 Whilst DEFRA have issued draft guidance on the use of 'Powers of Direction' it is not particularly detailed, but does provide some elaboration on the statutory provisions. It states the Direction is designed to be used in circumstances where the fact that a WCA does not separate biodegradable municipal waste from other waste streams, impedes the WDA's ability to meet its landfill allowance. It can only be used where it is necessary for the WDA to ensure it meets its own statutory requirements.
- 4.1.16 In principle Essex County Council as the WDA can issue a direction requiring Uttlesford District Council to separate its BMW for delivery to an appropriate waste management facility in order to meet its own statutory obligations.
- 4.1.17 Essex County Council has, however, stated it would prefer to work with the district authorities to ensure services are in place to meet the requirements of the Landfill Directive and that the Power of Direction will be used only as a last resort to protect the County Council against any financial penalties they may incur as a result of not meeting their obligations. But, should a district authority choose not to work with the County Council to meet its obligations then they will use their powers of direction. They may also seek to pass down any financial penalties incurred to the relevant district authority, possibly along with any additional gate fees, disposal charges and Landfill Tax.

Landfill Allowance Trading Scheme

- 4.1.18 The Landfill Allowance Trading Scheme (LATS) brought into force by the Waste and Emissions Trading Act 2003 provides a means of compliance with the 2003 Act and the Landfill Directive by establishing a scheme whereby local authorities can bank, borrow or trade their allotted amount of landfill, known as an allowance. Under LATS, English waste disposal authorities have been allocated a fixed amount of allowances per year, up to 2020, for the deposit of BMW to landfill. The allowances decrease year-on-year and if a WDA does not have sufficient allowances in a particular year to cover the amount of BMW to be taken to landfill, the WDA has the option, amongst others, of purchasing additional allowances from another WDA at the

prevailing market rate to avoid incurring financial penalties. The WDA can also bank and borrow allowances, subject to certain rules, providing for a compliance strategy that is wider than simple trading. The financial penalty for landfilling more BMW than a WDA holds allowances for is £150 per tonne for each and every tonne landfilled in excess of the allowance. The trading scheme and financial penalties take effect from mid-2005.

- 4.1.19 Within Essex, the WDA has apportioned its landfill allowance between the constituent WCAs thereby limiting the amount of BMW each waste collection authority can send to landfill. The allocation to each WCA is in proportion to its municipal solid waste arisings. Table 9 sets out Uttlesford's allocation for each year from 2005/06 to 2009/10. Uttlesford's allocation is based on a 4.9% contribution to total MSW produced in Essex. The 2009/10 target has been set by DEFRA in line with the Landfill Directive requirement to reduce biodegradable waste going to landfill to 75% of 1995 levels.
- 4.1.20 The level of performance described in Row 9 of Table 10 is based on 2003/04 levels of recycling. It assumes that no additional recycling schemes are introduced to reduce the amount of biodegradable waste taken to landfill. On this basis the table shows that the Council will be exceeding its allocation of landfill allowances by 1,423 tonnes in 2005/06 and by 8,696 in 2009/10.
- 4.1.21 Row 10 of Table 9 shows the possible financial penalty that the Council may incur as a result of exceeding its allocation of landfill allowances, based on a financial penalty of £150 per tonne.

TABLE 10: LANDFILL ALLOWANCE TRADING SCHEME (LATS) FOR UTTLESFORD

Row			2005/06	2006/07	2007/08	2008/09	2009/10
1	Projected MSW arisings (tonnes)		37,648	38,777	39,941	41,139	42,373
2	Predicted BMW in waste (tonnes) using Gov. 68% assumption	= 68% of row 1	25,601	26,369	27,160	27,974	28,814
3	Paper/Card/Books recycled (tonnes)		4,603	4,742	4,884	5,030	5,180
4	Putrescible (Green Organic) composted and Wood (tonnes)		725	747	769	792	816
5	Textiles/foot ware reused/recycled (50% biodegradable)		198	203	210	216	222
6	Planned total BMW removal (tonnes)	= total of rows 3-5	5,427	5,591	5,758	5,930	6,107
7	Calculated BMW in waste to landfill	= row 2 – row 6	20,174	20,778	21,402	22,044	22,707
8	BMW permitted To landfill (tonnes)		18,750	17,960	16,097	15,591	14,011
9	Performance against target (Figure in brackets is cumulative total)	= row 7 – row 8	+ 1,423	+ 2,818 (+4,241)	+ 4,494 (+8,735)	+ 6,454 (+15,189)	+ 8,696 (+23,885)
10	Penalty with regard to performance against target (Figure in brackets is cumulative total)	= row 9 X £150	£213,450	£422,700 (£636,150)	£674,100 (£1,310,250)	£968,100 (£2,278,350)	£1,304,400 (£3,582,750)

LATS Management Strategy

4.1.22 Essex County Council has developed a LATS Management Strategy to assist it in meeting its obligations under the 2003 Act and LATS.

4.1.23 The LATS Management Strategy addresses how high levels of recycling can be achieved and maintained, and how the impact of LATS on Essex can be managed. The strategy sets out a deliverable programme of action to meet recycling and LATS targets that can be taken in an interim period covering the years 2005/06 to 2009/10 and in the longer term (next 20 years), to mitigate risk and financial penalties.

4.1.24 The strategy has been developed on three levels:

- the County level
- an area level (East, West and Thames Gateway) and;
- district (WCA) level

4.1.25 The Essex LATS Management Strategy complements the Joint Municipal Waste Management Strategy.

The Animal By-Products Regulations 2003

4.1.26 The Animal By-Products Regulations 2003 require catering wastes sent for processing to be treated using prescribed procedures to set conditions thereby ensuring all pathogens are reduced to an acceptable level. The principal impact on municipal waste management is that domestic kitchen waste, or waste that has been in direct contact with kitchen waste, is classed as catering waste and cannot be composted using traditional open windrow techniques and so will need to be directed to in-vessel treatment systems complying with the Regulations.

Landfill Tax & Recycling Credits

4.1.27 In October 1996, the Government introduced a new tax called the Landfill Tax. This is an environmental tax, which is paid on top of normal landfill gate fees by any organisation disposing of waste to landfill.

4.1.28 The purpose of the Landfill Tax is to:

- Reduce the amount of rubbish disposed of at landfill sites through increasing the cost of landfill; and
- Increase the use of more sustainable waste management techniques such as recycling and composting.

4.1.29 The Landfill Tax rate for biodegradable waste has steadily increased since the tax's introduction, and now stands at £18 per tonne. From 2005/6, in a bid to further encourage the diversion of waste from landfill, the annual tax escalator will be £3 per tonne each year until the tax reaches £35 per tonne.

4.1.30 WDAs are required to pass on their disposal savings to WCAs who have diverted waste from landfill in the form of a recycling credit. The current value of the recycling credit in Essex is £43.13 per tonne. This will rise at least by £3 per tonne each year, in line with the increase in Landfill Tax.

4.1.31 WCAs rely on recycling credits to offset the additional costs incurred in offering recycling services. In 2004/05, this Council received approximately £235,724 in recycling credits. Based on

current costs, if the Council were to meet its 36% recycling target and recycle approximately 11,000 tonnes it would receive £474,000 per year in recycling credits. With the annual escalator this would increase by £33,000 per annum.

4.1.32 However the Government has indicated that it is committed to a review of the recycling credit system.

4.1.33 Whilst Uttlesford District Council as a WCA benefits indirectly from the increase in Landfill Tax, the burden of it is borne by Essex County Council as the WDA) and the Essex Council Tax payer.

Waste Electrical and Electronic Equipment Directive

4.1.34 The Waste Electrical and Electronic Equipment (WEEE) Directive has been transposed into UK law and received Royal Assent in November 2003. The Directive gives substance to “Producer Responsibility” which is an extension of the Polluter Pays Principle, and is aimed at ensuring businesses take responsibility for the products they have placed on the market once those products have reached the end of their life. It, therefore, places an obligation on manufacturers to fund (in the longer term) the collection and recycling of WEEE¹¹. One consequence of this is that local authorities may nominate civic amenity sites as ‘designated collection points’ to receive these items from householders on behalf of manufacturers.

Producers Responsibility Obligations (Packaging Waste) Regulations 1997

4.1.35 These regulations set targets for those involved in the packaging industry chain, from raw material production, to retailing for the recovery and recycling of packaging waste. As with the WEEE Directive, the regulations give substance to “Producer Responsibility” which is an extension of the Polluter Pays Principle, and is aimed at ensuring businesses take responsibility for the products they have placed on the market once those products have reached the end of their life.

¹¹ The Directive defines WEEE by reference to 10 classes of electrical and electronic equipment, both light (domestic) and heavy (industrial) equipment.

Health and Safety at Work Act 1974 and associated Regulations

4.1.36 The 1974 Act and associated Regulations such as the Management of Health and Safety at Work Regulations 1999 provide for the health, safety and welfare of employers and employees alike.

4.1.37 The waste management industry has a poor health and safety record with an accident rate several times higher than the national average. Many of these occur during the waste collection activities.

4.1.38 The need to improve health and safety in the collection of waste is recognised by both the Chartered Institution of Wastes Management (CIWM, who have published good practice guidance on the subject¹², and by the Health and Safety Executive (HSE). The HSE, as part of the wider 'Revitalising Health and Safety' agenda¹³, are seeking to improve the management of health and safety across the waste collection industry in relation to:

- Musculoskeletal disorders from manual lifting
- Slips and trips
- Falls from heights
- Workplace transport

4.1.39 The programme of work supporting the 'Revitalising Health and Safety' agenda includes site visits by HSE Inspectors to ensure that management systems are in place to control the risks involved in the collection of waste. This programme of work will be on-going for several years and applies to both public and private sector employers.

4.1.40 Within Uttlesford the current system used for both the collection of recyclables and general waste is giving rise to a number of problems and concerns in terms of health and safety legislation.

Waste paper collections using recycling boxes require consistent repetitive manual handling. The boxes can be very heavy especially in wet weather. Employees are required to not only lift the boxes and tip them into the refuse collection vehicle, but also often to carry them for significant distances. The current controls available to prevent injury involve the decanting of the boxes or using two men to lift them however, any control system, which increases the time that it takes to undertake the task is difficult to enforce and is undermined by the use of a "job and finish". This practice encourages workers to finish as quickly as possible. Other controls such as asking

¹²'Kerbside collection of recyclables and compostable waste', CIWM, October 2004

¹³ For further information see www.hse.gov.uk/waste

householders to reduce the amount they place in the boxes or the placing of them in central easily assessable areas for collection would potentially have the effect of reducing the willingness to recycle.

General waste collection using bags also requires significant manual handling but has the added risk of stab injuries, which necessitates the workers wearing stab protection trousers.

Guidance from the HSE clearly identifies that the preferred collection method to protect workers is the use of wheelie bins rather than bags. Although at present there is no research on the use of boxes, from our experience and the concerns raised by our employees it is foreseeable that this too will be seen as method that produces greater risks than wheelie bins.

4.2 Non-Legislative Drivers

Waste Hierarchy

4.2.1 This theoretical framework ranks waste management options in order of sustainability:

Reduce	The most effective environmental solution may be to reduce the amount of waste we generate. For example, by the provision of home compost units.
Re-Use	Some materials and products can be used again for either the same or different purpose.
Recycling	Materials can be used in the production process as secondary raw materials.
Recovery	If reduction, re-use or recycling is not possible, then we must gain value from the residual waste through energy recovery.
Disposal	If none of the previous options offer an appropriate solution, only then should the waste be disposed to landfill.

Good Practice Guidance

4.2.2 The CIWM guidance 'Kerbside collection of recyclables and compostable waste' includes a comparison of containers for the collection of recyclable waste. The guidance considers that the two most important issues are health and safety and ease of use. The guidance also includes references to HSE research into waste collection containers and states "...it has carried out some very detailed research comparing bags versus wheeled

bins and its conclusion was that collection using wheeled bins was the safer option.”

- 4.2.3 The guidance lists the advantages and disadvantages of waste in wheeled bins, boxes and bags. Whilst the guidance is written for the kerbside collection of recyclable and compostable waste, several of the advantages and disadvantages of wheeled bins versus sacks are equally applicable to the collection of residual waste.

TABLE 11: ADVANTAGES & DISADVANTAGES OF WHEELED BINS¹⁴

Advantages	Disadvantages
Lower costs compared to sacks due to longer life (up to seven years)	Start-up costs are higher
Recommended by HSE as refuse container of choice	Difficult to spot contamination
Keeps waste dry	Difficulties in some properties in storing bin(s) especially with multi-bin/stream systems
Reduction in litter due to containerisation	Cannot be used for on-street or on-vehicle sorting
Ideal for bulky garden waste	Vehicles must be equipped with specialist lifting gear
Stored outside the property therefore no problems for householder in finding space in dwelling	
Available in a range of sizes	
Highest participation rates, especially where Alternating week systems used	
Ease of handling	

TABLE 12: ADVANTAGES & DISADVANTAGES OF Boxes¹⁴

Advantages	Disadvantages
Suitable for weekly collection of dry recyclables	Boxes are used for other household functions
Available widely, usually with recycled content or 100 percent recycled	Low to medium participation rate
Popular for kerbside sorting. Widely used by community and not-for-profit sectors	Boxes are easily lost and stolen – high replacement rate
Low initial cost	Serious questions over health and safety issues related to lifting, carrying and sorting.
Boxes with lids keep waste dry and avoid litter	Storage within the household difficult in many small households
High quality recyclable content, as contamination is easily visible and can be rejected at household	Lids- easily lost , replacement issues, waste becomes wet, litter on street. Boxes and lids can be blown down street when empty.
Boxes with lids can be stored outside the house	Usual size 55 litres does not allow diversion of all household dry recyclables especially if used fortnightly.
	Carrying them with two hands makes them unsuitable for elderly and some disabled households.

TABLE 13: ADVANTAGES & DISADVANTAGES OF Bags¹⁴

Advantages	Disadvantages
No specialist vehicle requirements.	HSE now advise against using bags – collectors can be vulnerable to items poking through – leading to needle stick and glass cuts alongside lifting/twisting issues.
No major capital outlay.	On-going costs for sack supply.
Plastic bags for recycling are usually transparent, so easy to see contamination.	Need to provide ongoing supply, depot storage space and delivery.
Can be adapted to suit MRF sorting or vehicle sorting.	Virgin bags not sustainable.
Bags can be made from recycled content and they can be recycled.	Need to avoid householders simply using them as alternative bags for refuse
Easy to scale rounds up or down – ideal for pilots.	Generally low/medium participation rates – easy for householders to opt out.
Little problem with storage for householder, when empty	Vulnerable to slashing by vermin and by thieves seeking financial/identity information.
	Presence of film at MRFs when bag split.

¹⁴ © CIWM, October 2004

External Funding

4.2.4 The Council has been successful in recent years in securing external funding from the Essex Environment Trust and from DEFRA both on its own and in partnership with other Essex authorities. Funding secured from DEFRA has been used to cover the capital costs of the weekend recycling sites at Dunmow, Thaxted and Stansted; these started in April 2004. The Council has also previously secured the capital cost and the first year revenue cost funding for an extension of kerbside recycling services.

WRAP Communications Fund

4.2.5 In 2004, Uttlesford was awarded a total of £9,883 to support the marketing and promotion of the schemes funded under the national Waste Minimisation and Recycling Fund (the DEFRA funding stated above).

4.2.6 Specifically, the WRAP funding was used to support the introduction of the Weekend Recycling Sites and the extension of recycling services.

Waste Implementation Programme (WIP)

4.2.7 The document "Waste Not Want Not" written by DEFRA's Strategy Unit identified several action points and recommendations in relation to the National Waste Strategy. Among these recommendations were the establishment of the Waste Implementation Programme (WIP).

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Essex and Southend Integrated Municipal Waste Management Contract

4.2.9 Following on from the development of the Joint Municipal Waste Management Strategy for Essex and Southend, Essex authorities are exploring the possibility of letting an integrated waste management contract or contracts and applying for Private Finance Initiative (PFI) funding to offset some of the capital cost of providing the required infrastructure.

4.2.10 In order to qualify for PFI funding, it is likely that a joint recycling rate in excess of 45% will be required. This will mean that UDC

will need to recycle 36% of its household waste. The Council as a signatory to the Joint Municipal Waste Management Strategy has already agreed to this level of future recycling performance. As the funding is only available for capital expenditure, the County Council will benefit most but it may be that in order to secure PFI funding, some financial assistance may be given to waste collection authorities to encourage higher levels of recycling.

Public Demand for Extension of Recycling Services

4.2.11 There is an expectation that the Council should provide a multi-material kerbside collection of recyclables. The DEFRA Municipal Waste Management Survey 2002/3 found that 33% of households were served with kerbside collections for four or more materials.

Audit Commission – Comprehensive Performance Assessment (CPA)

4.2.12 The Council's CPA identified recycling, clean streets, free collection of 'end of life' vehicles and high customer satisfaction with waste collection and recycling services as strengths. However, the CPA also identified a number of weaknesses with waste management, namely failure to meet the 2003/04 statutory recycling target of 24%; having no plans in place to meet the 2005/06 statutory recycling target of 36%¹⁵, as well as the high amounts of waste collected per person.

4.2.13 The failure to meet statutory recycling targets was identified as a risk to the Council in view of the fact that Government is considering implementing financial penalties for non-achievement of recycling targets.

¹⁵ Now capped at 30%

5. HOW ARE WE GOING TO GET THERE?

5.1 Summary

- 5.1.1 In the last two decades there have been many changes in the drivers and priorities for UK waste management. The priorities for waste disposal and collection authorities have moved from identifying adequate landfill capacity to increasing recycling, to most recently, the treatment and diversion of biodegradable municipal waste from landfill.
- 5.1.2 The preceding chapters of this Strategy have set out the context and starting point for driving forward new waste management arrangements in Uttlesford; arrangements that must deliver both statutory and non-statutory targets in a customer focused cost effective manner, in particular the 2008 recycling target of 36% agreed in Joint Municipal Waste Management Strategy for Essex.
- 5.1.3 The Council also needs to reduce the amount of biodegradable municipal waste it sends to landfill. This chapter sets out how the targets will be delivered.
- 5.1.4 In determining its Municipal Waste Management Strategy and how the Strategy will be delivered, the Council has reviewed and challenged its methods of delivery by appointing Indecon Limited to evaluate a range of waste collection options in terms of cost and recycling performance.
- 5.1.5 The current contractual arrangements have also been challenged through a review of legal requirements regarding tendering, supported by a pricing exercise, also undertaken by Indecon Limited (see Section 6).
- 5.1.6 As a result of the review and challenge exercise, the Council has determined that a single pass system will not deliver its recycling targets and that better value for money can be achieved through the adoption of an Alternating weekly collection system, delivered by the in-house team.
- 5.1.7 To achieve and exceed the 36% recycling target it will be necessary to implement a three stream waste collection service, collecting residual waste, dry recyclables and biodegradable (principally kitchen) waste. It will also be necessary to rationalise the collection point and presentation of household waste.

Collection Point

- 5.1.8 All waste - residual, dry recyclables and kitchen waste - will be collected from the kerbside ("boundary collection") with the exception of these residents who require assisted collections; for example, the elderly and infirm.

- 5.1.9 Assisted collections will be provided to qualifying householders. Qualifying criteria will be drafted and householders consulted on the proposed criteria. The final qualifying criteria will be published by Council and disseminated to householders well before implementation.

Presentation of Waste

- 5.1.10 Under Section 46 of the Environmental Protection Act 1990, the waste collection authority can by notice require the householder to place the waste for collection in receptacles of a type and number specified.
- 5.1.11 There will be a weekly collection of separated kitchen waste together with an alternating weekly collection of dry recyclables (except for glass) and residual waste, with a separate wheeled bin for each fraction. Wastes of this type presented in any other way will not be collected unless special arrangements have been made with the Council.
- 5.1.12 Residual waste and kitchen waste wheeled bins are to be presented with the lid closed. Overfull residual waste wheeled bins will not be collected.
- 5.1.13 Households requiring more or larger bins may be provided with them if they have discussed their needs with the Council.
- 5.1.14 The new household waste collection system will be supported by a number of measures including the development and implementation of a Waste Education and Awareness Strategy. These other measures are described below.

5.2 WASTE MINIMISATION

- 5.2.1 Waste minimisation activities will focus on home composting and the 'Cloth Nappy Campaign'. A reduction in per capita arisings will also be targeted through changes to the waste collection service.

Home composting

- 5.2.2 There is an established home-composting initiative that exists in Essex promoting the sale of subsidised home composters. The total number sold within Uttlesford is 8,104 units as at the 31st March 2005. Based on WRAP's assumption that a home composting unit diverts approximately 120kg/household/year (provisional figure), this equates to a diversion of 972 tonnes of biodegradable waste (assuming all units are currently active). The waste that home composting diverts from landfill does not count towards statutory recycling targets.

Cloth Nappy Campaign

5.2.3 There is also an Essex wide 'Cloth Nappy Campaign', which was launched in 2000. Waste analysis suggests that disposable nappies represent up to 3.9% of the residual waste stream. The Council will continue to promote and support the Campaign.

Per capita arisings

5.2.4 Uttlesford District Council has historically produced more waste than any other authority in Essex. During 2003/04 the Council managed to improve its position within the Essex "league table" but no further progress was made in 2004/05 and UDC remains the third highest producer of waste in Essex, producing 0.459 kg per head of population in 2004/05. In order to achieve top quartile performance UDC will need to reduce its per capita arisings to a value of 0.375 kg. This is equivalent to an annual reduction in household waste collected of 5,880 tonnes. The arrangements for reducing per capita arisings are discussed more fully under Waste Collection.

5.3 RE-USE

5.3.1 Effective diversion of household waste for re-use is achieved through an integrated approach to waste management. This integrated approach involves:

- (i) Ensuring all householders have knowledge of local companies who have the facility to re-use their 'waste'. This means the householder can dispose of their 'waste' responsibly, independent of the Council. This information was provided in the 'Recycling in Uttlesford' booklet published in 2005 and needs to be repeated regularly.
- (ii) Ensuring that front-line service staff are fully aware of local company details so the public can easily be directed to the appropriate re-use business when an incoming call is made. This can easily be achieved by giving training to relevant staff and the introduction of the Customer Relation Management system (CRM).
- (iii) Aiming to enter into partnership with a community sector service provider to provide a bulky household waste collection service with subsequent sorting for re-use.

5.3.2 Contact with local re-use groups, charities, local authorities and other re-use networks to promote re-use will be made and maintained through the Council's on-going support of ECCORN.

5.3.3 The active expansion of community sector groups offering re-use services into the district will be encouraged through ECORRN and by direct contact with appropriate local groups.

5.3.4 Following expiry of the present waste collection contract in July 2006 new arrangements will be made (see Section 6) that include re-use of bulky household waste. These arrangements may include the collection of bulky household waste by a community group able to offer the required level of service, either in partnership with the principal service provider or as a stand-alone service. The former option has a number of advantages since it allows for sharing of resources between the principal service provider and community group; for example, vehicles and depot space.

5.4 RECYCLING

5.4.1 As shown in Table 3 analysis of the composition of the residual waste stream shows that 67.46% of it is recyclable (16,528 tonnes). Using 2004/05 data as a baseline, Table 14 shows the recycling rate that could theoretically be achieved if all these waste types were targeted, assuming a participation rate of 80% and a 90% capture rate

TABLE 14: THEORETICAL RECYCLING RATES TARGETING 100% OF HOUSEHOLDS AND OPTIMUM PARTICIPATION AND CAPTURE RATES

Material	Origin	Recycling rate contribution based on current performance (2004/05)	Recycling rate contribution of additional recycling services assuming optimum participation and capture rates
Kitchen Waste	Kerbside	0.00% (0 tonnes)	18.38% (5,862 tonnes)
Paper and card	Kerbside	12.64% (4,064 tonnes)	19.40% (6,189 tonnes)
Paper	Bring sites	1.69% (544 tonnes)	1.47% (468 tonnes)
Green waste	Village sites and weekend skips	1.79% (574 tonnes)	2.19% (700 tonnes)
Mixed glass	Kerbside	-	3.97% (1,266 tonnes)
Glass	Bring sites	4.46% (1,433 tonnes)	4.11% (1,310 tonnes)
Cans	Kerbside	0.26% (85 tonnes)	1.09% (348 tonnes)
Cans	Bring sites	0.05% (16 tonnes)	0.05% (15 tonnes)
Textiles and books	Bring sites	0.72% (230 tonnes)	0.90% (288 tonnes)
Textiles	Kerbside	0.07% (24 tonnes)	1.67% (532 tonnes)
White goods	Special Collections	0.18% (58 tonnes)	0.36% (115 tonnes)
Scrap metal	Various	0.33% (106 tonnes)	0.16% (51 tonnes)
Wood	Weekend skips	0.34% (111 tonnes)	
Plastics	Kerbside	0.30% (97 tonnes)	1.66% (529 tonnes)
Plastics	Bring sites	0.04% (14 tonnes)	0.05% (17 tonnes)
Other		0.47% (151) tonnes	0.05% (16 tonnes)
TOTAL		23.35% (7,507)	55.51% (17,706 tonnes)

5.4.2 The above theoretical recycling rate whilst identifying the origin of each waste type does not account for the actual method of collection from the kerbside and the influence this may have on recycling rate.

5.4.3 As part of their evaluation of the single pass system and other collection systems, Indecon Limited have determined the likely recycling rate for each type of collection system based on the calculated yield of recyclable material within the residual waste stream.

5.4.4 Table 15 shows the recycling rate that can be expected from a single pass system; an alternating weekly collection system without kitchen waste and an alternating weekly collection system with kitchen waste if all of these waste types are targeted. The principal assumptions are a participation rate of 70% for the single pass system increasing to a 90% participation rate¹⁶ for alternating weekly collections and material capture rates of between 17% and 85% depending on material type.

TABLE 15: EXPECTED RECYCLING RATES TARGETING 100% OF HOUSEHOLDS AND PRACTICAL PARTICIPATION AND CAPTURE RATES

Material	Origin	Recycling rate contribution based on current performance (2004/05)	Recycling rate contribution based on single pass system	Recycling rate contribution based on Alternating weekly collections of refuse and dry recycling	Recycling rate contribution based on Alternating weekly collections of refuse and dry recycling and the weekly collections of kitchen waste
Kitchen Waste	Kerbside	0.00% (0 tonnes)	0.00% (0 tonnes)	0.00% (0 tonnes)	13.77% (4,429 tonnes)
Paper and card	Kerbside	12.64% (4,064 tonnes)	16.08% (5170 tonnes)	24.03% (7,728 tonnes)	24.03% (7,728 tonnes)
Paper	Bring sites	1.69% (544 tonnes)	1.69% (544 tonnes)	1.69% (544 tonnes)	1.69% (544 tonnes)
Green waste	Village sites and weekend skips	1.79% (574 tonnes)	1.79% (574 tonnes)	1.79% (574 tonnes)	1.79% (574 tonnes)
Mixed glass	Kerbside	-	1.86% (598 tonnes)	-	-
Glass	Bring sites	4.46% (1,433 tonnes)	4.46% (1,433 tonnes)	4.46% (1,433 tonnes)	4.46% (1,433 tonnes)
Cans	Kerbside	0.26% (85 tonnes)	0.41% (133 tonnes)	0.61% (199 tonnes)	0.61% (199 tonnes)
Cans	Bring sites	0.05% (16 tonnes)	0.05% (16 tonnes)	0.05% (16 tonnes)	0.05% (16 tonnes)

Material	Origin	Recycling rate contribution based on current performance (2004/05)	Recycling rate contribution based on single pass system	Recycling rate contribution based on Alternating weekly collections of refuse and dry recycling	Recycling rate contribution based on Alternating weekly collections of refuse and dry recycling and the weekly collections of kitchen waste
Textiles and books	Bring sites	0.72% (230 tonnes)	0.72% (230 tonnes)	0.72% (230 tonnes)	0.72% (230 tonnes)
Textiles	Kerbside	0.07% (24 tonnes)	0.15% (49 tonnes)	0.23% (74 tonnes)	0.23% (74 tonnes)
White goods	Special Collections	0.18% (58 tonnes)	0.18% (58 tonnes)	0.18% (58 tonnes)	0.18% (58 tonnes)
Scrap metal	Various	0.33% (106 tonnes)	0.33% (106 tonnes)	0.33% (106 tonnes)	0.32% (106 tonnes)
Wood	Weekend skips	0.34% (111 tonnes)	0.34% (111 tonnes)	0.34% (111 tonnes)	0.34% (111 tonnes)
Plastics	Kerbside	0.30% (97 tonnes)	0.50% (162 tonnes)	0.76% (243 tonnes)	0.76% (243 tonnes)
Plastics	Bring sites	0.04% (14 tonnes)	0.04% (14 tonnes)	0.04% (14 tonnes)	0.04% (14 tonnes)
Other		0.47% (151 tonnes)	0.47% (151 tonnes)	0.47% (151 tonnes)	0.47% (151 tonnes)
Sub –total (Kerbside)			19.00% (6112 tonnes)	25.66% (8,252 tonnes)	39.44% (12,681 tonnes)
TOTAL		23.35% (7,507)	29.07% (9,349 tonnes)	35.70% (11,481 tonnes)	49.48% (15,910 tonnes)

- 5.4.5 From Table 15 it can be seen that a weekly collection of separated kitchen waste and an alternating weekly collection scheme collecting mixed paper, cans, plastic bottles, cardboard, produces a recycling rate contribution of 39%; with bring sites contributing a further 10% it is estimated that a total recycling rate of 48% can be achieved, surpassing the recycling target of 36% by 13%.
- 5.4.6 The performance of this collection system not only provides future proofing with regard to any further (increased) statutory recycling targets but also enables Uttlesford District Council to meet its obligations under the Joint Municipal Waste Management Strategy for Essex to reduce the amount of biodegradable municipal waste taken to landfill and minimise LATS liability.
- 5.4.7 A number of assumptions have been made when calculating the recycling performance of the various options. These are:
- The Member policy as set out in Section 2 remains unchanged.
 - Total annual waste growth of zero.
 - To estimate recycling percentages, calculations are based on 22,048 tonnes of residual household waste collected kerbside during 2004/05 and the total tonnage of household waste (including recyclables) actually collected being 32,155 tonnes.
 - An average participation rate across the District, for the proposed additional services, of 70% for single pass system and 90% for the new system, with capture rates of 21% to 85% respectively.
 - Flats are included in the new services.
 - Participation and capture rates for current services remain the same.
 - Kitchen waste collection occurs at approximately 30,000 properties.
 - No collection of green garden materials commingled with the kitchen waste. Should the householder choose to fill any available void space in their kitchen waste wheeled bin with green waste, which is acceptable, the recycling rate will be further elevated by an unquantifiable amount, equally this will increase the total amount of household waste collected.
 - Weekend recycling sites continue with the Thaxted and Stansted site changing to a weekly service.

Materials for Recycling

- 5.4.8 The materials collected for recycling will consist of:
- Kitchen waste
 - Garden waste (via bring schemes)

- Dry Recyclables

Kitchen Waste

5.4.8.1 This will be collected weekly in a 140 litre wheeled bin.

Garden waste

5.4.8.2 The Council will encourage the recycling of garden waste through home composting and will continue to promote the use of (subsidised) compost bins provided by Essex County Council.

5.4.8.3 Garden waste will also be recycled through the Essex County Council's CARCs.

5.4.8.4 For householders who require a collection of garden waste this will be provided as a paid service with householders receiving special green sacks on payment of the appropriate charge. The waste collected via this system will go directly to landfill.

5.4.8.5 The village green waste collection service is an established and popular scheme. This and the addition of the weekend recycling service generates approximately 700 tonnes per year for composting.

Dry Recyclables

5.4.8.5 These will be collected using a combination of kerbside and bring site services.

5.4.8.6 Mixed newspapers and magazines, cardboard, mixed plastics (HDPE, PET and PVC) and mixed cans (ferrous and non-ferrous) will be collected together as part of the new system.

5.4.8.7 Textiles will be collected via bring sites and the Council will also encourage charity groups such as Oxfam and the Salvation Army to collect textiles at the kerbside.

5.4.8.8 The Council will look to increase the number of textile recycling banks supplied at the recycling sites.

5.4.8.9 Glass will continue to be collected via bring sites only and the Council will look to increase the number of glass banks at these sites.

Refurbishment of Recycling Sites

- 5.4.9 In early 2004, a recycling site inspection was carried out in order to optimise their location, appearance, range of recyclates, signage and availability, in line with the Corporate Plan, Section P2.3.
- 5.4.10 Additional recycling sites will be sought throughout the district.

5.5 RECOVERY

- 5.5.1 Following on from minimisation, re-use and recycling is the recovery of value from waste, which can include energy recovery. The Council does not propose to recover waste itself but as a signatory to the Joint Municipal Waste Management Strategy for Essex supports Essex County Council's procurement strategy to further recover recyclables from residual waste collections and use an anaerobic digestion to produce energy from the biogas and produce compost. The type of recovery value that can be undertaken is dependant on the treatment process chosen by Essex County Council and the joint area committees during the procurement of the Essex Waste Management Contract.
- 5.5.2 The Council will keep the options for waste recovery under review.

5.6 WASTE COLLECTION

- 5.6.1 To facilitate waste minimisation, re-use and recycling and in addition to establishing a three stream collection system, where kitchen waste is collected weekly, with residual waste and dry recyclables collected on an alternating weekly basis. The Council will also make a number of other changes to its waste collection arrangements. These relate to:
- (iii) Free collections of bulky household waste.
 - (iv) Weekend skips for general waste.
 - (v) The commercial waste collection service.

Bulky Household Waste Collections

- 5.6.2 Uttlesford District Council has a statutory obligation to arrange the collection of bulky household waste and may recover a reasonable charge for so doing.
- 5.6.3 It is difficult to quantify the tonnage produced by this service, as the majority of bulky household waste is collected commingled with other household waste. An estimate would be from 650 to 1000 tonnes per year. This tonnage has a direct impact on the total amount of household waste collected and therefore the Council's recycling rate.

- 5.6.4 Whilst the Council may recover a charge for the collection of bulky household waste, it has chosen to provide this service, as well as general waste skips, free of charge. There were 7,700 bulky household waste collections in 2003/4. This approach was adopted to address an under-provision of Civic Amenity & Recycling Centres (householders in Uttlesford only have access to one CARC compared to the two or three CARCs provided to other districts of comparable size) thus helping to protect the environment and character of the district by preventing or minimising fly-tipping and general abandonment of waste in the countryside.
- 5.6.5 The provision of CARCs is the responsibility of ECC and their policy is that residents should be within a 7 mile radius of a CARC (as the crow flies). As previously stated Uttlesford has only one CARC in the district, at Saffron Walden. ECC plans to develop a second CARC to serve the Great Dunmow area. When operational, all Uttlesford residents should be within 5 miles of a CARC if similar facilities at Bishop Stortford, Harlow and Chelmsford are also included.
- 5.6.6 By way of comparison with other Essex authorities Table 16 illustrates the costs and restrictions applied to collections of bulky household waste by other waste collection authorities in Essex.

TABLE 16: BENCHMARKING OF BULKY HOUSEHOLD WASTE COLLECTIONS**Bulky Household Waste Collections in Essex 2003/04**

District	Price	Restriction on No. (up to....)	No. per year	No. properties (2002)	Collections per property
Harlow	None	3 large items or 8 bags	18,200	34019	0.535
Uttlesford	None	None	7,700	28,965	0.266
Basildon	None	5 items	19,000	72,095	0.264
Rochford	None	3 items, once per 3 months only	7,000	33,180	0.211
Brentwood	£12 min charge	For 2 items, £6 per item thereafter	3,000	30,182	0.099
Thurrock	£10.00, £17.50	3 & up to 10 respectively, >10 = quotable	5,153	61,018	0.084
Epping Forest	£22, £27, £37, £45	3, 7, 10, 15 items respectively	4,000	52,125	0.077
Chelmsford	£18.00	5 items, plus £12.10 for fridges, £24.20 for fix & fits	4,900	66,110	0.074
Braintree	£23.50	6 items	2,950	56,790	0.052
Southend	Individually priced	None	3,120	70,000	0.045
Maldon	£15 + VAT	3 items, contractor quotes, £23.50 if collect fridges	780	25,323	0.031
Castle Point	£25.00	5 items, free to OAP	1,000	35,461	0.028
Tendring	£16.50+VAT	3 items	1,645	63,751	0.026
Colchester	£21.54, £10.02, free	5 bulky items, up to two white goods items	1,300	66,403	0.020

5.6.6 In 2003/04 there were over 9,000 collections carried out at a cost to this Council of £100,000 (this does not include the cost of administration of the service or the disposal cost to ECC).

5.6.7 Table 16 clearly shows that those authorities that charge for special collections have lower collection ratios per property. Therefore, these authorities are collecting less household waste in terms of weight. Implementing a charging policy for this service could reduce the total number of collections to approximately 2000, with a reduction in waste collected of up to 700 tonnes, creating a financial saving to UDC of approximately £80,000 in collection costs and £21,000 in disposal costs to

ECC. In addition, if this waste was taken to a Civic Amenity & Recycling Centre, then around 50% of the waste could be recycled.

5.6.8 There is concern that the introduction of a bulky household waste collection charge will result in increased fly-tipping across the district. However, in a response to a recent survey of Essex Authorities and the Daventry Group, (of District Councils similar to Uttlesford) little evidence was found to support this trend. This is shown in Table 17.

TABLE 17: CHANGES IN FLY TIPPING AS A RESULT OF CHARGING FOR BULKY COLLECTIONS.

Braintree	No substantial increase in fly tipping.
Tendring	Always charged no comment
Southend	Always charged no comment
Castle Point	No Information
Daventry	No noticeable increase
Hambleton	May have small increase nothing significant
Harborough	May have had a small increase when first introduced but not any more
Kennett	Has been a fee for 18 months caused increase in fly tipping to start no problem since new CA site opened
North Keveston	Carried out a survey before and after the introduction of a fee and found no increase in fly tipping
Babergh	No increase
Stratford	Fees in place for three years no increase in fly tipping
Tewsbury	Fees introduced 12 months ago, no increase.

5.6.9 It is clear from the benchmarking undertaken that the introduction of charging for bulky household waste collections does not increase the amount of fly tipping within a district. Furthermore, the national 'Fly Capture' database will also allow trends/changes in fly tipping to be recorded and monitored.

5.6.10 Upon the establishment of two CARCS within the district, the Council will further review its policy on bulky household waste collections with intention of levying a reasonable charge for the collection of such waste. Any charges levied will be similar to those levied by other waste collection authorities within Essex.

Weekend General Skips to Parishes for General Waste

- 5.6.11 There is no statutory requirement for the Council to provide this service. It has historically been provided for the reasons stated. However, this service has grown rapidly over the years and the estimated tonnage produced in 2003/04 was approximately 600-800 tonnes.
- 5.6.12 Whilst these are provided at no charge to householders, the need to supervise the skips to prevent possible breaches of the Duty of Care¹⁷ means that the cost of the service is now borne by the Parish. The service also receives a significant amount of green waste, which could be separated for recycling if taken to any of the Civic Amenity & Recycling Centres.
- 5.6.13 The Council will instigate a phased withdrawal of weekend general waste skips commencing with those Parishes that are within a 5 mile radius of a Civic Amenity & Recycling Centre, with complete withdrawal when the second (Great Dunmow) CARC is operational.

Commercial Waste Collection Service

- 5.6.14 There is no statutory requirement for the Council to collect commercial waste. However, under Section 45 of the Environmental Protection Act 1990, if a request is made by the occupier of premises in the district to collect any commercial waste, the Council must make arrangements for this, either via in-house services or through a contractor.
- 5.6.15 Collecting commercial waste co-mingled with household waste inevitably leads to some crossover of commercial waste into the household waste stream. This means that commercial waste tonnages tend to be under-estimated and household waste tonnages over-estimated.
- 5.6.16 The basis for disposal charges for commercial waste levied by the Waste Disposal Authority and charged to UDC are estimated tonnages. The charge for disposal was £126,919 for 2004/05.
- 5.6.17 Essex County Council will be reviewing how to meet its obligations under LATS and correspondingly its policies on commercial waste. ECC could use its Powers of Direction to require UDC to collect biodegradable commercial waste¹⁸ separately.

¹⁷ Section 34 Environmental Protection Act 1990 and associated regulations

¹⁸ Examples might include paper and card products, kitchen and catering wastes

5.6.18 The estimated income generated by the collection of commercial waste for 2005 will be £456,000. However, the true costs of providing the service cannot be fully identified because costs such as administration, enforcement and management are not budgeted/costed separately. To establish if the service offers value for money, a full assessment of the service's financial performance and any other benefits gained is required, along with an assessment of the impacts on other Council services of withdrawing the service.

5.6.19 The Council will undertake a review of its Commercial Waste Collection Service to identify if being a direct provider of the service represents Best Value.

5.7 Waste Education And Awareness Strategy

5.7.1 Waste education and awareness in Uttlesford has historically been on a solo basis. That is, any new recycling event or activity was marketed beforehand on a solo basis. The improvement in recycling performance in recent years has been due to increased participation through the provision of boxes for kerbside collections. The introduction of the Weekend Recycling Service in April 2004 has also contributed, but lacking a fully integrated, pro-active and thorough Waste Education and Awareness Programme, the Council's recycling rate and capture rates have yet to be optimised.

Introduction

5.7.2 The Council recognises the need to reform its waste education and awareness activities if it is going to be successful in changing people's attitude to thinking of waste as a resource and develop sustainable behaviour.

5.7.3 Optimisation of participation and capture rates will require a major change in how people handle their waste and without the provision of a high quality, reliable collection service backed up by a sustained educational programme, this will not be achieved.

Vision

5.7.4 The Strategy aims to improve knowledge and awareness in the community so that the community understands the importance of sustainable waste management and that it is committed in the first instance to waste minimisation, and then to the re-use and recycling of the waste that it produces.

Objectives

5.7.5 The objectives of the Strategy are:

- To increase community waste awareness and encourage responsible waste management
- To reduce the amount of household waste produced in the District
- To reduce the amount of waste taken to landfill
- To encourage and support re-use initiatives
- To promote the recycling services provided by the Council and others in the Uttlesford district.
- To achieve increased participation in recycling schemes provided by the Council and private enterprises.

Target Audience

5.7.6 A programme to deliver the Strategy will target residents and workers in the Uttlesford District, but in particular householders, school children and local families.

Methodology

5.7.7 The programme will consist of the following:

- (i) Provision of information to residents twice a year by way of the 'Uttlesford Life' magazine and the annual 'Recycling in Uttlesford' booklet. Further information in local press, notice boards at recycling sites, information in parish newsletters and other media where appropriate.
- (ii) Liaison with Parish/Town Council's in terms of advertising current and future service provision and supplying 'Recycling in Uttlesford' booklets locally.
- (iii) In liaison with the Essex County waste education team provide workshops, targeting primary schools principally, but also other community groups in Uttlesford such as The Women's Institute and Rotary Clubs.
- (iv) Creation of a 'Sustainability Roadshow' to advertise responsible waste management (as well as promotion of water and energy efficiency) to include at least four events per year within the district.

- (v) Targeted campaigns (with other Agencies or Council departments where appropriate), including the Anglia Regions Waste Awareness Campaign (ARWAC), Nappy Week, Compost Awareness Week and World Environment Day.
- (vi) Bi-annual customer surveys to gauge householder's satisfaction with local services and to provide feedback.
- (vii) Comprehensive information provision on the Council's website.
- (viii) Support the national waste awareness campaign, Recycle Now, and the regional awareness campaign, Don't Rubbish Essex.
- (ix) Support the Essex Community Reuse and Recycling Network (ECORRN) in its bid to increase community reuse in Essex.
- (x) Efficient information provision through the CRM system.

Funding

- 5.7.8 The Council acknowledges the need for on-going waste education and promotional campaigns and will continue to provide financial assistance for such activities by ring-fencing a proportion of the recycling budget for such purposes. (The proportion to be reviewed annually.) However, it will seek to secure, in partnership where appropriate, additional external funding to enhance its promotional and educational activities. To that end the Council along with other Essex authorities has been successful in obtaining funding from the Waste Resources Action Programme to promote schemes funded via DEFRA. Similarly, under future circumstances, the Council will look for private sponsorship of 'large-scale' promotional activities such as the production of the annual 'Recycling in Uttlesford' booklet.
- 5.7.9 The Council will prepare and implement, in consultation with appropriate experts, a public communications plan to promote awareness of waste issues.

6.0 FUTURE WASTE MANAGEMENT CONTRACTS

6.1 Introduction

6.1.1 Local authorities must provide Best Value¹⁹ services and can achieve this through the direct or indirect provision of services (or a combination thereof). This requirement applies to waste collection authorities and waste disposal authorities but differences in the scale and levels of capital investment in the services provided by the two types of waste authority tends to mean that waste disposal authorities are indirect service providers, contracting with specialist waste management businesses for the provision of waste transport, treatment and disposal services.

6.1.2 Furthermore, Essex County Council no longer currently have the capacity to directly provide the waste disposal function, having sold its operational services to a private sector provider some time ago.

6.2 Essex Waste Management Contract

6.2.1 Essex local authorities have for some time been looking at the possibility of having a joint contract for the collection *and* disposal of all municipal waste generated in Essex. In 2002 all of the authorities joined together to form a Waste Management Advisory Board (WMAB), where each authority is represented by its cabinet member or committee representative with responsibility for waste management. This non-executive group has steered the development of a strategy, which can deliver a joint Municipal Waste Management Contract.

6.2.2 In 2003 the WMAB decided that Essex should be divided into three contract areas East, West and Thames Gateway Areas, consisting of the following waste collection areas:

- (i) East Contract Area - Colchester, Chelmsford, Tending, Malden
- (ii) West Contract Area - Braintree, Epping, Harlow, Brentwood and Uttlesford
- (iii) Thames Gateway Contract Area – Basildon, Castle Point, Rochford, Southend and Thurrock.

6.2.3 These area groups have been regularly meeting to discuss and pursue the possibility of a joint contract. The key areas of discussion have been:

- Agreed levels of recycling
- Vertical and horizontal working arrangements

¹⁹ Services delivered to clear standards by the most economic, efficient and effective means possible

- A Joint Municipal Waste Management Strategy
- The formation of a Joint Committee
- A draft Constitution for the Joint Committee
- PFI funding for the Essex Contract
- Waste Analysis by district, Area and Essex as a whole
- System Integration and Service Plans
- Draft Communications Plan

6.2.4 In December of 2004 Uttlesford District Council agreed the following recommendations from the WMAB regarding the Council's participation in the long-term arrangements for the management of Municipal Solid Waste across Essex.

6.2.5 The Council agreed that:

The draft Joint Municipal Waste Management Strategy be adopted and that:

- a) Uttlesford District Council will enter into the joint procurement process for long term waste management solutions, with a view to utilising PFI credits to support three area contracts.
- b) Subject to satisfactory contract outcome, contractual integration of some or all of the relevant services is envisaged. (Relevant services for these purposes may be regarded as Refuse and Recycling).
- c) An Area Joint Committee be established to manage the procurement process.
- d). A financial contribution to the procurement process, as previously advised, is agreed.
- e) The draft Communications Plan is agreed.

6.2.6 The procurement process will provide an opportunity for partner authorities to evaluate and determine opportunities for future collaborative working and assess financial savings that might accrue through the possible increase in efficiency and improved optimisation of collection resources.

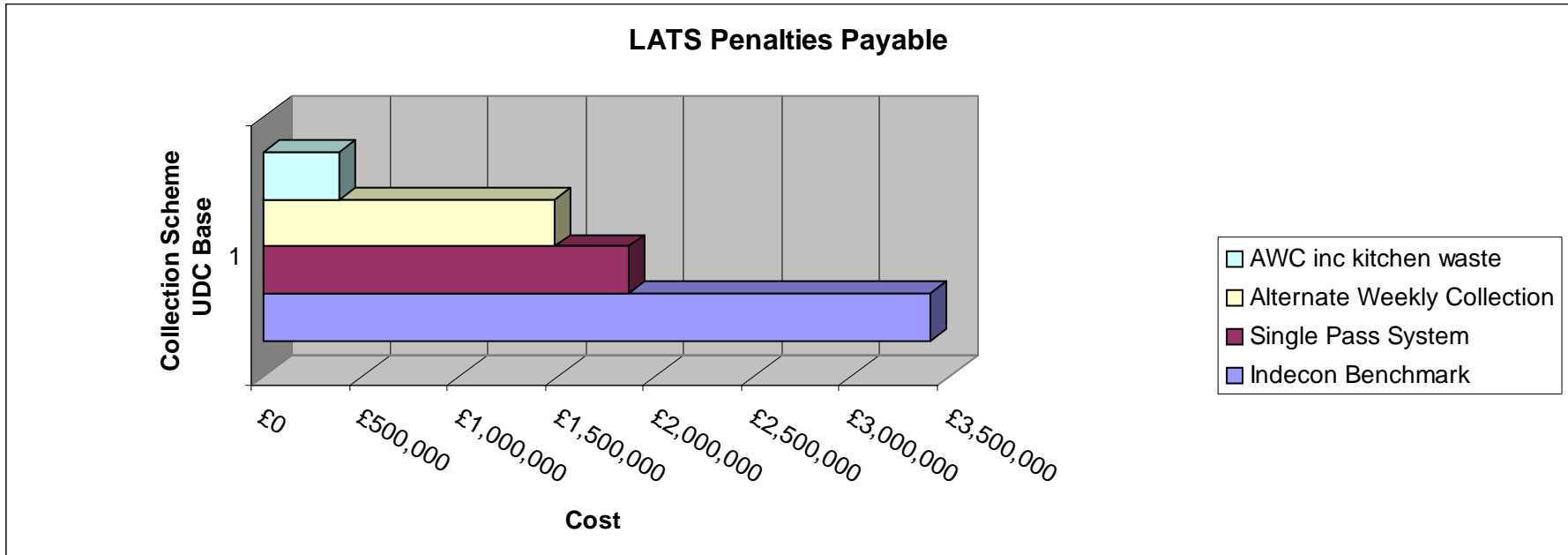
6.2.7 The procurement process for the long term Essex contract will be finalised in July 2007.

6.3 Waste Management Arrangements in Uttlesford

6.3.1 The expiry of the household waste collection contract with Verdant in July 2006 provides an opportunity to rationalise the waste management arrangements within the district, which are currently provided by a number of providers under both formal and informal arrangements.

6.3.2 Any rationalisation of the existing waste management arrangements needs to be undertaken in the context of the Council's commitments to the Essex Waste Management Contract. The Council therefore intends to bring waste management services back in-house and directly deliver the full range of services from 2006.

Figure 2



APPENDIX 1 - MEL WASTE COMPOSITION ANALYSIS UTTLESFORD & WEST ESSEX AREA

		Uttlesford				West Essex				
Category		%Composition		Tonnes		%Composition		Tonnes		
Paper and card	Newspaper and magazines	6.63	20.07	1,535	4,643	14.84	30.67	19,627	40,551	
	Catalogues and directories	1.44		333		1.98		2,620		
	Other recyclable paper	1.12		260		1.61		2,133		
	Non recyclable paper	5.92		1,369		5.77		7,632		
	Liquid cartons	0.32		73		0.35		465		
	Corrugated cardboard	0.82		189		1.99		2,635		
	Other card packaging	3.30		763		3.70		4,886		
	Card non packaging	0.52		120		0.42		553		
Plastic film	Refuse sacks and other film	2.04	5.49	471	1,271	1.01	4.05	1,337	5,360	
	Packaging film and carrier bags	3.46		800		3.04		4,024		
Denise plastic	Denise plastic bottles	1.58	5.84	367	1,351	2.22	6.74	2,931	8,907	
	Polystyrene	0.36		84		0.25		328		
	Other plastic packaging	2.39		554		2.30		3,041		
	Other dense plastic	1.50		347		1.97		2,607		
Textiles	Natural fibres	0.99	2.08	228	481	1.05	2.36	1,391	3,120	
	Man made fibres	1.09		252		1.31		1,730		
Misc. combustible	Disposable nappies and sanitary items	3.90	5.39	902	1,247	2.92	4.93	3,858	6,514	
	Shoes	0.78		181		0.52		683		
	Wood	0.34		79		0.94		1,243		
	Other	0.37		85		0.55		731		
Misc. non combustible	Rubble and concrete	1.79	2.09	413	484	0.52	1.15	691	1,523	
	Other	0.31		71		0.63		833		
Glass	Clear packaging	3.05	7.60	706	1,758	3.27	7.27	4,318	9,614	
	Green packaging	3.53		816		2.90		3,832		
	Brown packaging	0.62		144		0.75		991		
	Other glass	0.39		91		0.36		473		
Ferrous metal	Ferrous packaging	1.53	2.54	355	587	1.98	2.55	2,611	3,377	
	Other ferrous	1.00		232		0.58		766		
Non ferrous metal	No ferrous packaging	0.91	1.03	210	239	0.86	1.00	1,136	1,328	
	Other non ferrous	0.12		29		0.15		193		
Putrescibles	Garden waste and vase flowers	5.05	44.57	1,169	10.31	8.22	36.31	10,863	48,015	
	Raw fruit and vegetables inc peelings	19.37		4,482		3.		12.04		15,920
	Cooked and prepared food	15.82		3,660		12.86		16,997		
	Other (inc soil and woody garden waste)	4.33		1,002		3.20		4,235		
Fines	Fines (particles <10mm)	2.48	2.48	574	574	1.97	1.97	2,610	2,610	
WEEE	WEEE	0.42	0.42	98	98	0.63	0.63	827	827	
Potentially hazardous	Potentially hazardous	0.41	0.41	94	94	0.35	0.35	469	469	
TOTAL		100	100	23,140	23,140	100	100	312,218	132,218	

APPENDIX 2

RE-USE IN EAST ANGLIA

A2.1 Within Uttlesford, the principle organisations that reuse and recycle household waste are as follows:

- St. Clare's Hospice: based in Harlow, but has charity shops in Saffron Walden and Great Dunmow. In addition, St. Clare's has two vehicles enabling the household collection of furniture, textiles and bric-a-brac (no electrical items) from the District. These are then delivered to the warehouse in Harlow where they are sold.
- CROFT (Chelmsford Recycling Furniture Project & Task Force) collects household furniture from residents in the southern end of Uttlesford.
- Emmaus Cambridge collects white goods, furniture and bric-a-brac from the Saffron Walden vicinity and to the south.
- Cambridge SOFA
- Shire Hill Enterprises in Saffron Walden employs volunteers with learning difficulties teaching them valuable skills. The group accepts timber that is made into useful products and sold. The group also collects aluminium cans, foil, printer/ toner cartridges and mobile phones for recycling.

A2.2 Should an organisation of this type be able to undertake bulky waste collections, there is potential to divert the majority of the 650-1000 tonnes per year of bulky household waste estimated to be landfilled through the current bulky household waste collection service.

A2.3 Case studies exist in East Anglia where such agreements are already in place.

- (i) **Peterborough City Council** (unitary authority).
Recycling rate 13.3%; Composting rate 12.4%; Households 68,000.
Project start date: November 2004.

The Peterborough Electrical Appliance Recycling Partnership (PEARP) is an affiliation between Peterborough City Council and COMPASS and allows for the collection of white goods and IT units. COMPASS also provides training skills for the long term unemployed who train for recognised NVQs. This scheme employs 4 or 5 full time staff, with remainder being volunteers under the COMPASS system.

RESTORE an additional part of COMPASS directly collect furniture for reuse. Calls for special collections received into Peterborough CC's office are assessed as to whether the goods are suitable for reuse. If so, the relevant group cherry picks the items prior to the refuse collection. If an item is deemed unsuitable upon collection, a bulky waste form is left for the resident to fill in.

This project was made possible when Peterborough CC secured European funding from Urban 2, part of the second round of the urban regeneration funding from the EU. This financed a building and its refurbishment as an Appliance Reuse and Recycling Centre (ARRC). Funding was also secured from DEFRA and private companies such as Hewlett Packard. As a result, the scheme is paying for itself, with only minimal input from the council budget.

(ii) Braintree District Council

Recycling rate 17.1%; Composting rate 4.1%; Households 56,800.

Farleigh Hospice –

Work skills has funding for training in electricals processing (washing machines, fridges and cookers) and establish one processing centre and provides training.

Over £200k – looking for 5 or 6 projects around the County to provide the training.

EXDRA funding the project – under the European Social Fund 4b