

APPENDIX TO ITEM 11 – CABINET 11 FEBRUARY 2008

LONDON BOROUGH OF CROYDON



WASTE STRATEGY
AND
RECYCLING PLAN
2008–2011

WASTE STRATEGY AND RECYCLING PLAN 2008-2011

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1. INTRODUCTION – THE NATIONAL CONTEXT

1.1 Introduction

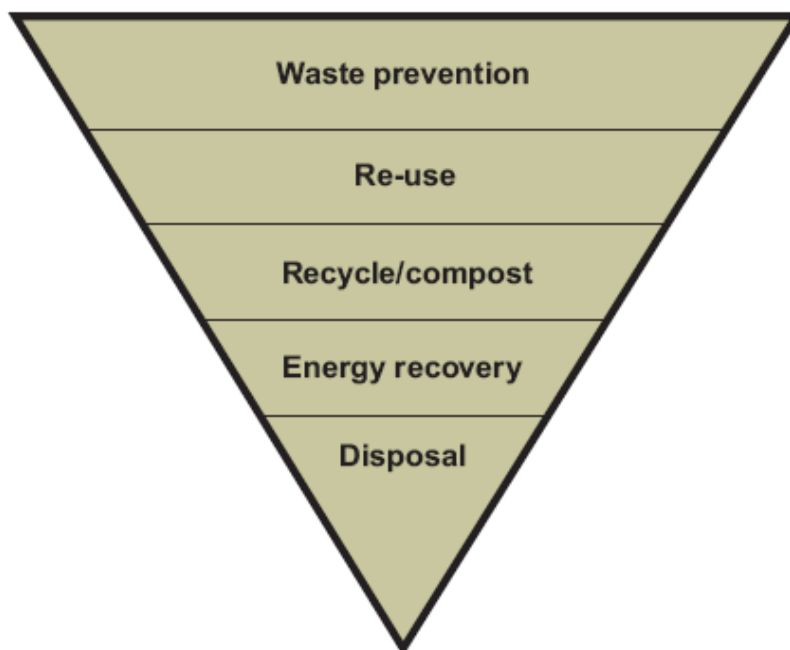
As a society, the UK is consuming natural resources at an unsustainable rate. If every country consumed natural resources at the rate the UK does, we would need three planets to live on. The most crucial threat is from dangerous climate change.

Each year, the UK generates about 100 million tonnes of waste from households, commerce and industry. Most of this ends up in landfill where the biodegradable part generates methane (a potent greenhouse gas) while valuable energy is used in extracting and processing new raw materials.

The aim must be to reduce waste by making products with fewer natural resources, to break the link between economic growth and waste growth. Most products should be re-used or their materials recycled. Energy should be recovered from other wastes where possible. For a small amount of residual material, landfill will be necessary.

1.2 The Waste Hierarchy

Managing waste in a sustainable way through optimising recycling and re-use, as well as limiting production, forms a core part of Government policy to protect the environment. The waste hierarchy has become a foundation of sustainable waste management, setting out the order in which options for waste management should be considered based on environmental impact. Figure 1 illustrates the stages of the waste hierarchy.



The dividends of applying the waste hierarchy will not just be environmental. Money will be saved by making products with fewer natural resources, and by reducing the costs of waste treatment and disposal. Waste is a drain on the

economy and business productivity. Improving the productivity with which natural resources are used can generate new opportunities and jobs.

1.3 National progress so far

Since the waste strategy in 2000, England has made significant progress. Recycling and composting of waste has nearly quadrupled since 1996-97, achieving 27% in 2005-06. The recycling of packaging waste has increased from 27% to 56% since 1998. Less waste is being landfilled, with a 9% fall between 2000-01 and 2004-05. Waste growth is also being reduced with municipal waste growing much less than the economy, which is currently at 0.5% per year.

This progress has been driven by significant changes in policy. The landfill tax escalator and the introduction of the Landfill Allowance Trading Scheme (LATS) has created sharp incentives to divert waste from landfill. Additional funding for local authorities, including through the Private Finance Initiative, has led to a major increase in kerbside recycling facilities and new waste treatment facilities. European directives are targeting sectors, including vehicles, electrical and electronic equipment and packaging. New delivery arrangements have helped to drive the strategy, including the Waste Implementation Programme (WIP), the Waste and Resources Action Programme (WRAP) and the Business Resource Efficiency and Waste (BREW) programme.

1.4 Producer and consumer responsibility

Despite major progress since 2000, England's performance on waste still lags behind many European countries. The Government's Waste Strategy for England 2007 aims for greater ambition by addressing the key challenges and ensuring all parts of society share responsibility:

- **producers** will have to make products using more recycled materials and less newly extracted raw materials. They will have to design products that are less wasteful and take responsibility for the environmental impact of their products throughout their life;
- **retailers** will have to reduce packaging, source and market products that are less wasteful, and help their consumers to be less wasteful;
- **consumers** – both business and individual households – will have the opportunity to reduce their own waste, purchase products and services that generate less waste and reduce environmental impacts, and separate their waste for recycling;
- **local authorities** will have to provide convenient recycling services for their residents and commercial customers, and advice and information on how to reduce waste. They will also have to work with their communities to plan and invest in new collection, reprocessing, and disposal facilities;
- **the waste management industry** will have to invest in facilities to recycle and recover waste, and provide convenient waste services to their customers to recycle and recover their waste.

1.5 National objectives

The Government's key objectives are to:

- decouple waste growth (in all sectors) from economic growth and put more emphasis on waste **prevention and re-use**
- meet and exceed the **Landfill Directive diversion targets** for biodegradable municipal waste in 2010, 2013 and 2020
- increase diversion from landfill of **non-municipal waste** and secure better integration of treatment for municipal and non-municipal waste
- secure the **investment in infrastructure** needed to divert waste from landfill and for the management of hazardous waste; and get the most environmental benefit from that investment, through increased **recycling of resources and recovery of energy** from residual waste using a mix of technologies.

The overall impact of the National Waste Strategy is expected to be an annual net reduction in global greenhouse gas emissions from waste management of at least 9.3 million tonnes of carbon dioxide equivalent per year compared to 2006 (equivalent to annual use of around 3 million cars). The additional greenhouse gas emissions reductions result from an increase in diversion of waste from landfill of around 25 million tonnes of waste per annum. These benefits will be further boosted by significant extra greenhouse gas benefits from waste prevention measures.

A greater focus on waste prevention will be recognised through a new target to reduce the amount of household waste not re-used, recycled or composted from over 22.2 million tonnes in 2000 by 29% to 15.8 million tonnes in 2010 with an aspiration to reduce it to 12.2 million tonnes in 2020, a reduction of 45%. This is equivalent to a fall of 50% per person (from 450 kg per person in 2000 to 225 kg in 2020).

1.6 National targets

Higher national targets than in 2000 have been set for:

- **recycling and composting of household waste, and these are:**
 - 40% by 2010
 - 45% by 2015
 - 50% by 2020
- **recovery of municipal waste, and these are:**
 - 53% by 2010
 - 67% by 2015
 - 75% by 2020

The Government will also set a new national target for the reduction of commercial and industrial waste going to landfill. On the basis of the policies set out in *Waste Strategy for England 2007*, levels of commercial and industrial waste landfilled are expected to fall by 20% by 2010 compared to 2004.

1.7 Incentives

The Government's aim is to create incentives that reflect the waste hierarchy and create opportunities for the reduction, re-use, and recycling of waste, and recovery of energy from waste. The Government will therefore:

- increase the **landfill tax escalator** so the standard tax rate increases £8 per year from 2008 until at least 2010/2011 to give greater financial incentives to businesses to reduce, re-use and recycle (from £24 in 2007/08 to £48 in 2010);
- consulting on removing the ban on local authorities introducing **household financial incentives for waste reduction and recycling**. Local government would be free to introduce schemes where householders who recycle their waste receive payments funded by householders who do not. All schemes would have to be revenue neutral. Removing the ban would bring England in line with most other European countries and could reduce the amount of annual residual waste landfilled by up to 15%, equivalent to 1.5 million tonnes or 130kg per household.

1.8 Investment in infrastructure

The Government intends using PFI and other finance schemes to encourage a variety of **energy recovery technologies** so that unavoidable residual waste is treated in the way which provides the greatest benefits to energy policy. Recovering energy from waste (EfW) which cannot sensibly be recycled is an essential component of a well-balanced energy policy. As a result **energy from waste is expected to account for 25% of municipal waste by 2020 compared to 10% in 2007**.

1.9 Culture change

Many people are already participating actively in recycling. The Government's strategy seeks to stimulate further action by both individuals and businesses so that changed behaviour is embedded across all aspects of our lives by:

- extending recycling awareness **campaigns** and action on reducing waste;
- incentivising excellence in sustainable waste management through a **zero waste places** initiative to develop innovative and exemplary practice;
- helping the third sector to win a larger share of local authority contract work, as well as making greater use of **third sector expertise**, particularly to prevent waste, raise awareness, segregate waste at source, and increase re-use and recycling of waste through capacity-building support;
- reducing single use **shopping bags** through a retailer commitment to reduce the environmental impact of carrier bags by 25% by the end of 2008;
- providing **recycling bins in public places** to make it easier to recycle;
- placing greater emphasis on promoting the reduction of waste and increase recycling in **schools**

2. STRATEGIC FRAMEWORK FOR CROYDON

2.1 Croydon's Corporate and Community Strategy Objectives

Following extensive consultation with local communities and businesses, the Council and its partners in the Local Strategic Partnership have developed a shared Vision for the borough:

To create a place which is safer, healthier, more prosperous and sustainable – a place where people choose to live, work, visit and socialise, and which is addressing the needs of the future'

2.2 Supporting this Vision are issues that have been identified as corporate priorities and are reflected as such in the Sustainable Community Strategy:

- Achieving Better Outcomes for Children and Young People
- Improving Health and Well-being
- Safer, Stronger and more Sustainable Communities
- Improving the Environment
- Promoting Regeneration and Prosperity.
- Delivering High Quality Public Services and Improving Value for Money.

2.3 Croydon's Waste Strategy is most obviously linked to the Corporate and Community priority for the environment. However there are also close links to providing services that are value for money; which engage with the community; and which help to maintain healthy and safe neighbourhoods.

Environment, Culture and Public Protection (ECPP) is the department within Croydon Council which has operational responsibility for waste and recycling management, including collection and disposal. ECPP has a strategic management framework to ensure that the department contributes to the corporate and community priorities. All ECPP strategies, plans and policies, including this Waste Strategy, are linked within the framework as is the work undertaken with other departments and external partners.

2.4 Why is a Waste Strategy Needed?

Croydon faces a considerable challenge over the next few years in achieving its own recycling targets and landfill diversion obligations. As a result Croydon requires a Waste Strategy and Recycling Plan that gives clear leadership and strategic direction. This strategy sets the context and provides an action plan to enable the Council to carry out its waste management responsibilities in the most effective, efficient and environmentally-friendly manner.

Croydon Council is designated as a Unitary Waste Authority and therefore responsible for the collection and disposal of waste within its area in line with European and national legislation.

This Waste Strategy replaces the 2004 Waste Minimisation Strategy for Croydon and is intended to cover the period 2008-2011. Based on available information to date the strategy also summarises the key issues that need addressing up to 2020.

2.5 Key drivers

The development and implementation of the Waste Strategy will be influenced by a number of key drivers and will direct the way in which Croydon manages waste in the future. These include:

The EU Landfill Directive

- By 2010 to reduce the biodegradable municipal waste disposed to landfill to 75% of that produced in 1995;
- By 2013 to reduce the biodegradable municipal waste disposed to landfill to 50% of that produced in 1995;
- By 2020 to reduce the biodegradable municipal waste disposed to landfill to 35% of that produced in 1995.

National Waste Strategy 2007 targets

To contribute to achieving the national waste targets within waste strategy for England 2007 and to:

- Recycle or compost household waste to at least:

40% by 2010

45% by 2015

50% by 2020

The Mayor of London's Municipal Waste Strategy

The Mayor of London's Municipal Waste Management Strategy provides an overarching long term framework of policy for London until 2020 and proposals for the short term which will be regularly reviewed. The Greater London Authority (GLA) monitors the London authorities compliance with the targets contained in the Mayor's Strategy.

The Mayor's strategy sets out key aspirational targets for the management of municipal waste in London which includes:

- Recycling target for municipal waste of 50% by 2010
- Recycling target for municipal waste of 60% by 2015

2.6 Key objectives of the strategy

- i) To reduce the growth of waste in Croydon
- ii) To improve promotion and raise waste awareness

- iii) To increase the amount of waste re-used and meet the Council's recycling target of 40% in 2010.
- iv) Meet the Landfill Directive obligations of diverting waste from landfill as they apply to Croydon
- v) Work with the community and commercial sectors and other Local Authorities to create opportunities for economies of scale in delivering services
- vi) For Croydon to be viewed as a beacon of excellence regards waste management by 2010

2.7 Reviewing and Monitoring the Strategy

It is proposed to formally review the actions in the Strategy annually so as to assess its effectiveness and to allow for any changes that might occur in national waste policy and legislation, or changes in the waste management needs of the Borough. This will enable the Council to assess the extent to which the actions have been progressed and implemented.

The Waste Strategy and Recycling Plan 2008/11 delivers a manifesto commitment to the public, and is the continuation of the Council's response to low public satisfaction with recycling. This was 55% in 2006/07, the second lowest satisfaction rate in London and a reduction from 57% in 2003/04. The work undertaken to date satisfies a known demand for recycling services. As more services and policies are developed to minimise and reduce waste, the Environment Partnership will be used as the basis for wider consultation and community engagement.

3. CURRENT SITUATION – WHERE ARE WE TODAY?

3.1 Existing Contracts and Services

All waste handled by Croydon Council is classed as Municipal Waste. In 2006/07 Croydon handled approximately 187,000 tonnes of household and commercial waste through a wide range of services. Of this about 140,000 tonnes was household waste (including recycling/composting).

3.2 Domestic refuse collection

The Council provides a weekly domestic refuse collection service using wheeled bins. Residents living in flatted properties are provided with wheeled containers for communal refuse storage. The existing collection contract is with Veolia and runs until August 2010 with the option for an extension of up to 4 years.

3.3 Recycling Services 2007/08

3.3.1 Kerbside ‘dry’ recycling collection

Approximately 120,000 properties are provided with a fortnightly collection of glass bottles and jars, mixed cans, paper, textiles and shoes. In April 2006 the Council introduced a pilot scheme to collect plastic and cardboard, servicing 12,000 properties fortnightly. This scheme continued in 2007/08 and was expanded to a further 38,000 properties.

3.3.2 Estates Recycling

The Council provides 150 mini recycling sites on estates across the borough. Residents are able to recycle paper/cardboard, glass bottles and jars, and mixed cans. The larger estates in the Borough will be provided with Euro bins and smaller blocks of flats with wheeled bins located near the entrance. Throughout 2007/08 an additional 400 sites are being introduced on Council housing estates.

3.3.3 Garden Waste

Approximately 50,000 properties are provided with a green garden waste service from Easter to November. In addition seasonal Christmas tree collection points at approximately 20 locations are introduced in January across the Borough.

3.3.4 Food Waste

A trial food waste collection service was introduced in May 2007 to 2,500 properties in Purley and Coulsdon West wards. The trial is to run until March 2008.

3.3.5 Neighbourhood Recycling Centres

There are 27 bring sites across the borough for recycling glass bottles and jars, mixed cans, paper, textiles and shoes.

3.4 Reuse and Recycling Centres

Reuse and recycling facilities are provided at

- Purley Oaks, Brighton Road, Purley
- Factory Lane, Waddon
- Fishers Farm, New Addington

A £320,000 investment programme in 2006/07 and 2007/08 saw improvements at the sites which included increases in the number of recyclable materials collected, improved signage and layout. The sites are Designated Collection Facilities for the collection of electrical equipment under the WEEE Directive introduced in July 2007. Items that can be brought to the site for recycling include aluminium foil, books, bric-a-brac, rubble, car batteries, car oil, cardboard, fluorescent tubes, green waste, household batteries, household electrical appliances, plastics, drinks cartons, ink jet cartridges, mixed glass, mobile phones, paper, scrap metal, shoes, food/drink cans, clothes and wood.

The sites are managed on behalf of the Council by Sita UK.

No trade waste is accepted at the Reuse and Recycling Centres.

3.5 Trade Waste

The Council offers a trade bulk collection service which includes bins and skips. Trade waste can also be deposited at Factory Lane Transfer Station via the weighbridge for a charge.

3.6 Bulky Waste and Re-use

The Council provides all households within the Borough with an on-request bulky household waste collection service. A maximum of 7 items per household per year can be collected.

An Appliance Reuse Centre (ARC) has been established in Croydon. The ARC collects washing machines, electric cookers, fridges and freezers along with household and office furniture. Items are refurbished and sold at a reasonable price. The ARC offers a free collection service for re-useable items.

3.7 Street Cleaning (including gully cleansing)

Croydon provides an extensive street cleaning service to keep the roads free of litter, detritus, and refuse. A gully cleansing service also operates throughout the Borough.

3.8 Clinical Waste

The Council provides a domestic and trade clinical waste service for a charge. Clinical waste accounts for approximately less than 0.1% of the total waste collected throughout the Borough.

3.9 Hazardous Waste

The collection and disposal of household hazardous waste is carried out by the Corporation of London on behalf of Croydon. Fly-tipped hazardous waste such as asbestos is dealt with by specialist contractors.

3.10 Other Services

The Council provides a service to collect abandoned vehicles which is managed by the Parking Services Division. The Council also has a team to deal with graffiti in the Borough.

3.11 Composting site

The Council carries out composting operations at the Council owned Composting Site at Conduit Lane. The site processes all green waste from the Borough's Parks and Open spaces, green waste from private contractors (for a charge), and most of the green waste collected from the 3 Reuse and Recycling Centres. Composting is also carried out at Viridor's Composting Site at Beddington Lane in Sutton.

3.12 Waste Disposal

Croydon currently has a waste disposal contract with Sita UK which runs until September 2008 for the transfer, transport, and disposal of waste from Factory Lane Transfer Station. All residual waste is land-filled at Beddington Lane Landfill site in Sutton.

3.13 Mechanical and Biological Treatment (MBT)

In 2004 Croydon Council secured £2million of funding to assist in the development of a mechanical biological treatment facility (MBT) at the Beddington Lane landfill site in partnership with the London Borough's of Merton, Kingston and Sutton, and with SITA (UK) Ltd and Viridor Waste (Thames) Ltd.

The MBT facility (also known as a Dano Drum) mechanically separates mixed municipal waste. It is designed to treat the residual waste stream after source separated recycling has taken place, insuring maximum diversion from landfill.

The plant is designed to receive and process 110,000 tonnes of municipal waste from the partner authorities (Sutton, Merton, Croydon and Kingston) and Croydon's allocation is 33,333 tonnes per annum.

Access to the facility has been secured through a variation to the current waste disposal contract with Sita UK and will be available until September 2008 when the current waste disposal contract expires.

3.14 Waste Promotion Initiatives

The Council has introduced a number of initiatives to assist in contributing to reducing, minimising and effectively managing waste, these include:

3.14.1 Waste Minimisation

- Campaigns to encourage waste minimisation and recycling participation including door-knocking, road-shows, media adverts, and recycling guides
- Awareness raising campaigns at schools, community groups, and at Neighbourhood Partnerships
- A Sustainable Business Partnership has been set up to engage businesses in developing good practice in reducing waste/packaging and increasing recycling. This includes the “Envibe” Award scheme as an incentive for businesses. 25 businesses are part of the Sustainable Business Partnership and 20% of participating businesses have improved their performance in waste management.

3.14.2 Recycling Initiatives

- Funding from Explorer Partnerships and business sponsorship has been obtained to support the Sustainable Business Partnership and business recycling initiatives.
- The Council provides recycling services for businesses including a glass recycling service and paper/card recycling. Paper/card service has been introduced. In 2007/08 there were 196 paper/card sites and 104 glass sites.
- The Council has been developing new ideas and initiatives through Environmental Business Excellence (ENVIBE) and the Environmental Employers Network. Initiatives under the ENVIBE banner include a biodiesel project (in conjunction with 7 boroughs) aimed at generating biodiesel from used cooking oil, for council fleets.
- The Council has also been investigating the feasibility of incentivisation schemes with local communities. This includes a Smarter Croydon award for best recycling street, and links to Croydon Energy Network’s household waste schemes, to encourage participation in reuse and recycling activities.
- A network of Recycling and Street Champions has been established. Members of the public are supported by Council Officers to encourage recycling initiatives in their area, and to report environmental issues

3.15 Joint procurement for future waste disposal contracts

Croydon's current waste disposal contracts with Sita for the management of the Factory Lane transfer station and 3 reuse and recycling centres, and for the transfer, transport and disposal of waste are due to end in September 2008.

The Boroughs of Croydon, Merton, Kingston and Sutton have a history of working together on waste management matters and in 2005 identified opportunities for further joint working on future waste disposal contracts. As a result the four Councils formed a Joint Waste Committee, known as the South London Waste Partnership in order to:

1. share future procurement costs
2. maximise diversion of Waste from landfill sites in order to meet obligations under the Landfill Allowance Directive up to and beyond 2020.
3. achieve statutory targets for recycling and composting.
4. establish shared infrastructure within the region.

The Partnership has agreed the following two phase procurement strategy, derived from an options appraisal undertaken by external consultants and taking account of the views of the waste management industry established through Soft Market Testing:

Phase A: for commencement in September 2008

- **Contract 1** – Transfer, transport and Disposal of waste (Open Procedure)
- **Contract 2** - Management of Household Reuse and Recycling Centres (Restricted Procedure)
- **Contract 3** - Recycling Facilities, Composting and Additional Treatment (Competitive Dialogue)

Phase B: for commencement in 2012

Additional Treatment and Recovery of residual waste. It is anticipated that this will include an application for PFI credits.

The Royal Borough of Kingston upon Thames are leading the procurement of contract(s) on behalf of the Partnership. It is anticipated that Phase A contracts will be awarded between January – July 2008 for a start date in September 2008.

3.16 Current Performance

3.16.1 Waste Arisings

Current waste growth estimates by the GLA indicate that Croydon's waste will increase at approximately 0.5% each year up to 2020. There are a number of factors affecting this, including a rising population and an increase in the number of smaller households, both of which generate more household waste per head of population.

Croydon's population is currently estimated to be 342,700, generating approximately 140,000 tonnes of household waste per year. In addition, a further 47,000 tonnes of waste is collected from industrial, commercial and business properties.

Table 1 Summary of waste arisings 2006/07

Source	Total Arisings (tonnes)
Household waste recycled/composted	28,085
Total Household waste	139,630
Total Non Household waste	47,675
Total Municipal Waste (MSW)	187,092

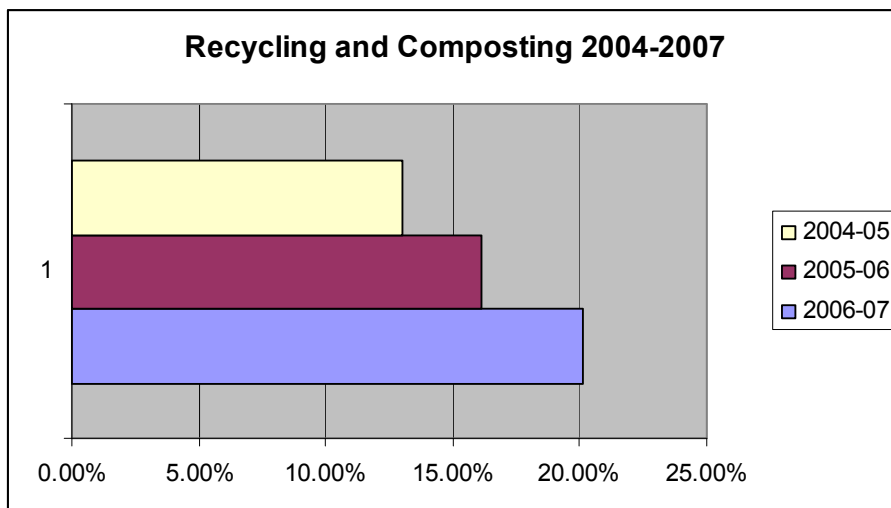
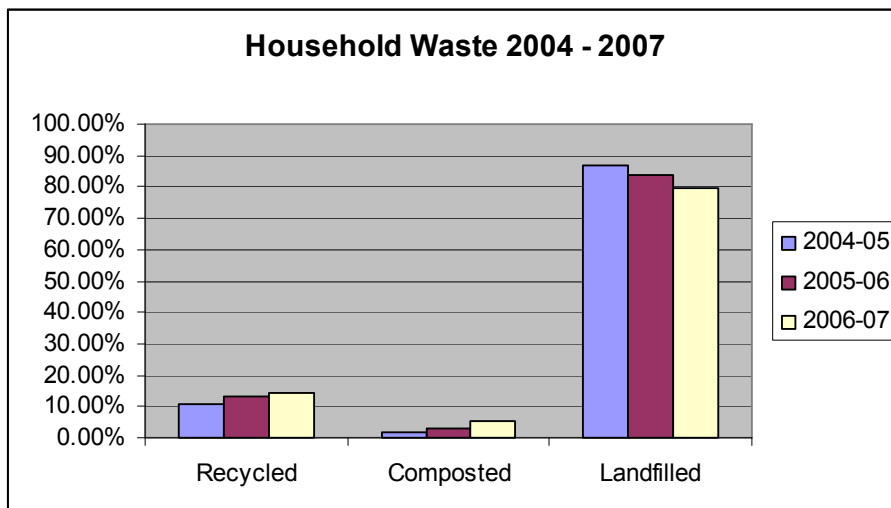
3.16.2 Best Value

Under the Best Value framework local authorities are required to report on a set of performance indicators that include measuring progress on managing household waste. In comparison with other London authorities, Croydon's performance for diverting waste for recycling and composting has been poor. In 2004/05 Croydon ranked 27th out of the 33 London authorities, and in 2005/06 this position had worsened to 29th. However improvements in 2006/07 saw a recycling rate of 20.11% and has ranked the Council 23rd. Actions in the Recycling Plan (section 6) will see further improvements.

Table 2 Performance for Best Value PI 82

Performance Indicator	Result 2004/05	Result 2005/06	Result 2006/07
BVPI 82a % tonnes recycled	10.94% 16,126	12.94% 18,101	14.63% 20,433
BVPI 82b % tonnes composted	2.06% 3,043	3.21% 4,331	5.48% 7,652
BVPI 82a + 82b % tonnes recycled & composted	13% 19,169	16.15% 22,432	20.11% 28,085
BVPI 82d % tonnes land filled	87% 128,280	83.70% 120,245	79.74% 111,342

The graphs below show the steady increase in Croydon's recycling and composting rates and the decrease in landfill in the past 3 years.



3.16.3 Local Public Service Agreement (LPSA)

As part of the Local Area Agreement (LAA), Croydon has targets in place for commercial glass recycling and reducing municipal waste. These are as follows:

Table 3 Targets for LPSA and LAA

Performance Indicator	Target 2006/07	Target 2007/08	Target 2008/09
Tonnage of commercial glass recycled	760 tonnes (result 780)	830 tonnes	880 tonnes stretch target
Municipal waste recycled	20%	23%	25%
Municipal waste landfilled	80%	77%	75%

4. **PROJECTED SITUATION – WHERE ARE WE AIMING FOR?**

4.1 **Key objectives**

- i) To reduce the growth of waste in Croydon
- ii) To improve promotion and raise waste awareness
- iii) To increase the amount of waste re-used and meet the Council's recycling target of 40% in 2010
- iv) Meet the Landfill Directive obligations of diverting waste from landfill as they apply to Croydon
- v) Work with the community and commercial sectors and other Authorities to create opportunities for economies of scale in delivering services
- vi) For Croydon to be viewed as a beacon of excellence regards waste management by 2010

4.2 **Targets**

Landfill diversion and compliance

In response to the EU Landfill Directive, the UK Government issued in 2005 the final allocation of landfill allowances to each waste disposal authority in England. These allocations were based on data supplied by authorities in the 2001/02 Municipal Waste Management Survey returns and assumes that 68% of all municipal waste collected including that collected for recycling and composting is biodegradable. The allowances decrease annually and are based on a significant percentage reduction each year from 2005/06 up to 2019/20.

Under the Landfill Allowance Trading Scheme (LATS) Croydon will be able to determine how to use its allocation of allowances in the most effective way. This might involve trading allowances with other authorities (buying and selling), save them for future years (banking) or use some of its future allowances in advance (borrowing). Currently the penalty for not balancing the books and exceeding landfill allowances in each target year is £150 per tonne.

The key target years are 2009/10, 2012/13 and 2019/20 and the landfill allowances for Croydon are shown in Table 4 which summarises the significant reduction in landfill allowed.

Table 4 Summary of LATS allowance

Target Years	Tonnage
2005/06	118,839
2009/10	75,700
2012/13	50,421
2019/20	35,282

Clearly continuation of existing waste flows and reliance on existing rates of landfill is unsustainable. Diversion of biodegradable municipal waste (BMW) from landfill is required in order to avoid penalties for non compliance with the Landfill Directive.

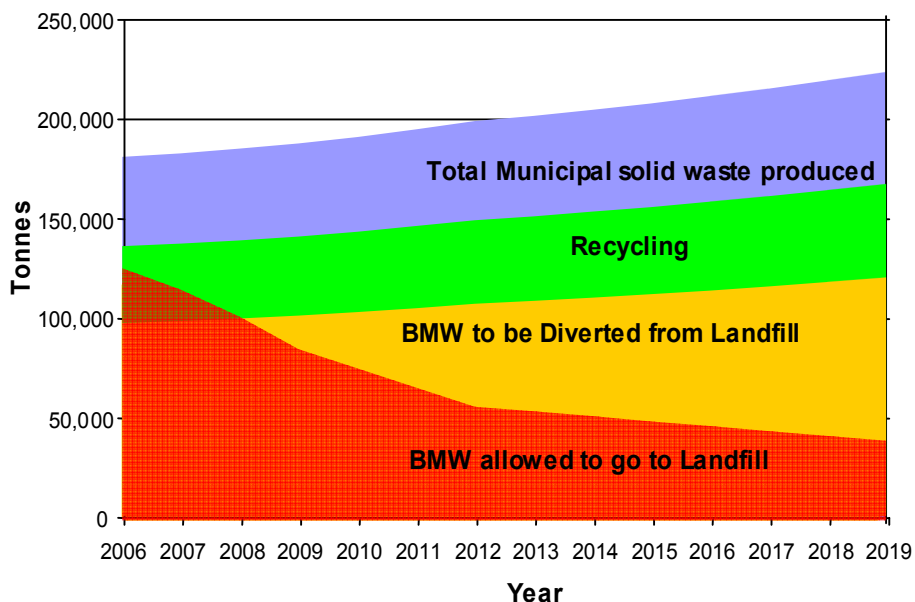
4.3 Waste Modelling

A fundamental requirement for planning and procuring future recycling and waste services is good quality, accurate and reliable waste modelling. Croydon has used external environmental consultants to model on its behalf and more recently produced a modelling tool for the South London Waste Partnership. This model, which includes financial modelling, was completed in November 2007.

Detailed modelling and analysis to date has estimated that up to the first landfill allowance target year of 2010, Croydon will meet its obligations under the Landfill Directive and therefore be complaint. By having sufficient permits to meet its obligations, Croydon will not need to purchase permits from other Local Authorities. This position will be achieved through increasing recycling/composting as a means of diverting waste from landfill as detailed in the Recycling Plan in section 6.

The graph below highlights the current position facing the Council based on a do nothing position.

CROYDON'S ALLOCATED PERMITS AND FORECAST BMW LANDFILLED



The current waste and financial models are detailed in section 8 which highlights the current forecast position for Croydon regards meeting its landfill obligations.

Target Year	LATS position
Up to 2009/10	+4,012 tonnes
Up to 2012/13	-55,218 tonnes
Up to 2019/20	-252,424 tonnes

Working through the South London Waste Partnership and procuring new contracts for waste disposal and treatment facilities seeks to achieve Croydon's landfill obligations up to 2020.

4.4 Recycling and Composting Targets

The overall recycling and composting performance for 2006/07 was 20.11%. This met the 20% local target for Croydon but was still nearly 10% below the national target set by DEFRA. This means there will need to be a considerable increase in the amount of waste collected through kerbside schemes, neighbourhood recycling sites, and Reuse and Recycling Centres if Croydon is going to try and increase its recycling and composting rate. Achieving a 40% recycling rate in 2010 is a key priority for the Council.

The Recycling Plan in section 6 sets out a planned programme of work to achieve this, together with financial implications and impact on recycling rates detailed in section 8.

5 FUTURE SITUATION – HOW WILL WE GET THERE?

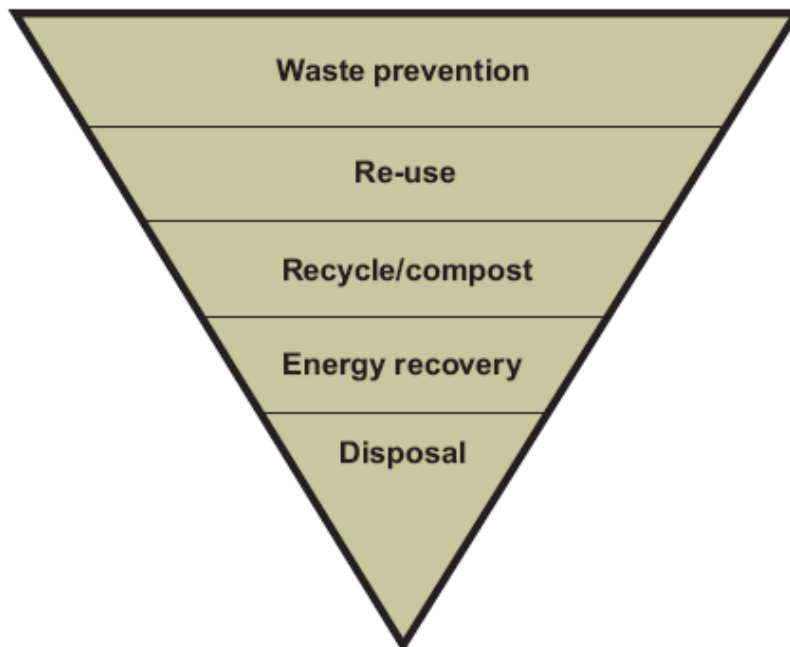
5.1 Introduction

A step change is required if Croydon is to meet its landfill obligations and to significantly increase recycling rates.

The waste hierarchy has become a foundation of sustainable waste management, setting out the order in which options for waste management should be considered based on environmental impact.

It is the Council's intention to manage waste in accordance with the waste hierarchy and a number of challenging action plans will be set to optimise waste reduction, reuse, recycling and composting.

The Waste Hierarchy



The waste hierarchy gives top priority to waste reduction followed by re-use, then recycling and composting and energy recovery with disposal to landfill being the final option for consideration.

5.2 Waste Minimisation

Waste minimisation activities will provide the opportunity to be more sustainable in terms of production and consumption patterns.

They will include activities of waste avoidance including waste prevention at source, reduction and reuse, including home and community composting and community re-use. Reuse activities will be 'preventative' as they contribute to reducing the amount of household waste entering the collected waste stream.

The impact of minimisation schemes will also depend on the actions of retailers who are a key source of household waste such as packaging, as well as on participation levels of householders in waste minimisation schemes. Croydon Council will continue to support national and London wide campaigns that encourage greater producer and retailer responsibility.

A clear marketing strategy detailing communication and promotional activities will be critical if the aim of reducing waste and increasing participation in recycling activities is to be achieved. As a result a Marketing Plan will be in place by April 2008 and reviewed annually. The current initiatives detailed in section 3.14 will continue to be central to an effective approach.

5.3 Re-Use

Increasing the amount of waste that is re-used presents a huge challenge at both national and local level. Fundamental change is required in behaviour and will take time to effect. Re-use in Croydon will be encouraged through the further development of the 3 Reuse and Recycling Centres, in addition the Croydon Appliance Re-use Centre, and further third sector organisations will be encouraged to assist in the delivery of services.

5.4 The Landfill Allowance Trading Scheme (LATS)

The Council recognises that the diversion of biodegradable waste from landfill is required in order to avoid penalties of non-compliance with LATS. Croydon will therefore focus it's activities on diverting biodegradable materials to address the shortfalls identified in the waste model.

5.5 Options for Residual Waste Management

It is the Borough's intention to manage waste in accordance with the waste hierarchy and a number of actions to optimise waste reduction, reuse, recycling and composting. However it is not expected that these actions alone will deliver the targets set out in the National Waste Strategy 2007, the EC Landfill Directive or compliance with LATS. In order to minimise the need to landfill residual waste it is recognised that alternative treatment and disposal facilities will be required.

As detailed in section 3.15 Croydon has established the South London Waste Partnership with the London Borough's of Sutton, Merton, and Kingston to consider the feasibility of new infrastructure to handle a wider range of recycled materials, in particular green waste, kitchen waste, plastics and cardboard.

In addition (as detailed in section 3.12) Croydon Council is currently using alternative methods of waste treatment such as the Mechanical Biological Treatment (Dano Drum) facility. Section 7 details the work being undertaken to assess the availability and feasibility of further technology.

5.6 Market Development

All waste management options, incorporating increased recycling and composting performance, will generate additional quantities of recyclate and compost which the Council must find markets for.

As the amount of recycled material increases, the availability of markets for those materials becomes increasingly scarce. Therefore, there is a need to develop markets for recyclate. Croydon will need to ensure longer term contracts for the receipt of recyclates, not only to guarantee prices but to also guarantee a reliable recyclate market. Opportunities exist to safeguard these within existing or future collection and disposal contracts, and/or as part of the South London Waste Partnership procurement process.

5.7 Actions and Next Steps

The Council faces a considerable challenge over the next few years in achieving its recycling and landfill diversion targets and the success of this strategy and recycling plan will be dependant upon the involvement of a wide range of stakeholders. It is vital that both the residents and businesses throughout Croydon participate in reduction, Reuse and Recycling activities. In addition it will be necessary to guarantee sustainable markets for the increasing range and tonnage of material collected for reuse and recycling.

The Council believe that by improving waste reduction, reuse and recycling/composting activities, then this will go a long way to achieving the national targets, but that additional waste treatment infrastructure will be required to manage residual waste to ensure compliance with landfill targets.

The Council recognises that significant capital investment in waste treatment infrastructure is needed in order to meet the shortfall between what can be achieved by recycling and landfill diversion targets.

Section 6 sets out the Council's Implementation Plan for recycling services, whilst Section 7 deals with the development and procurement of residual waste treatment facilities. There are overlaps between both of these sections, and indeed both sets of services are inter-dependant, with the current collection methodology and waste flows influencing the treatment plants required in the short term. It is anticipated in the longer term that collection and other services may need to be modified to produce waste flows in the correct format for residual waste treatment plants.

6. CROYDON'S RECYCLING PLAN

6.1 Introduction

This section sets out a high level implementation plan for the improvement of recycling services in the borough. The current performance levels and targets are discussed in Section 3. As a consequence of the gap between actual and required performance SLR Consulting Limited were commissioned in the Summer of 2006 to undertake a detailed survey, known as the Bespoke Household Recycling Service Project.

6.2 Bespoke Household Recycling Service Project

The terms of reference of the project included some key deliverables:-

- ⇒ An implementation plan to increase recycling levels with immediate affect to meet national targets as quickly as possible.
- ⇒ Modelling of household residual and recycling services with recommendations for the future service planning.
- ⇒ Development of a database to allow more accurate service planning and contract monitoring in the future.

The review was completed in March 2007 and this Recycling Plan seeks to implement a number of the reports recommendations.

6.3 Summary Outputs

The project reported that recyclable collection with the kerbside box, sorted at the kerbside, is the optimised solution for all terraced, semi-detached and detached housing within the borough. The existing service is a kerb-side sort service utilising boxes and as such there is no need for an overhaul of the current system. The report confirmed that there was already comprehensive coverage of this service and therefore no large-scale additional roll-out would be required.

The optimised solution for flats (houses of multiple occupancy of 5-9 premises and blocks) identified through detailed modelling is mini-recycling banks. GIS analysis has provided the details of the number of households in each block. This information will be taken into consideration when determining the size of the new recycling banks containers suitable for blocks of flats. There are over 2,000 multiple occupancy dwellings of greater than 5 flats across the borough, with 20 blocks greater than 50 flats.

6.4 Kerbside Collection of Dry Mix Recyclables for Terrace, Semi-Detached and Detached Housing

The report identified the need to expand the number of materials collected at the kerbside in order to move towards a higher recycling

target. Additional materials recommended included, cardboard and plastic.

If the Council is to improve its BVPI target the performance of the household in diverting material must improve. In addition, expanding the range of materials collected at the kerbside will increase the volume of waste diverted by households.

The report recommended a move to these expanded and improved services in 2007/08. The proposals include for very significant increases in resourcing, which have now been made available within the Council's current medium term financial strategy. The proposal will therefore be implemented in 2008/09 to give the borough-wide coverage recommended. During this expansion the frequency of collection will remain fortnightly, however, all households will be issued with an additional blue box to provide extra capacity and facilitate some initial sorting of the recyclates by residents, thereby improving collection efficiencies.

6.5 Recycling Services for Flats

The report identified the need to expand and provide the full range of recycling services collected at the kerbside to occupants of flats. The detailed survey work for the report identified that Croydon has an unusually high percentage of affluent households in flatted properties. Higher income households tend to generate more waste but also participate more in recycling activities, there is therefore an urgent need to expand the provision of the estates recycling service.

It is planned to expand the estates service to approximately 30% of the 2,000 flatted properties in the borough in 2007/08. Further expansion will be planned in subsequent years to provide full coverage by the end of 2009. The service currently provides for the collection of paper/card, glass bottles/jars and mixed cans. Where possible plastics collections will be introduced to these sites.

6.6 Residual Waste Collection – options for change

Detailed modelling and analysis as part of the report estimated that the average household residual waste capacity requirement in Croydon is less than 50 litres per week. During the Summer of 2005/06 Croydon completed the roll-out of 180 litre wheeled bins as standard to all suitable properties. Wheeled bins therefore have on average a capacity for up to three weeks of residual waste. Further, increased services offered to all households for recyclables, including organic kitchen waste would vastly reduce the residual bin capacity requirement.

There is therefore a potential justification for reducing the residual waste collection service as participation in recycling services increases. Based on the capacity information, altering the residual waste collection to a fortnightly service should have limited implications for householders. A reduction in residual waste collection frequency, coinciding with the introduction of a kitchen waste organic collection scheme should result in a large participation and capture of organic materials. In addition the

move to fortnightly collections should result in improvements in participation and tonnage from the recyclables collection scheme.

However, this is considered to be too great a step change for Croydon at this time. Whilst the switch could realise significant resource savings that could be used to fund alternative services such as either a weekly recycling collection or the kitchen organic waste collection, given current levels of recycling participation and general waste minimisation in the borough, the borough is simply not ready for a change of this magnitude. **There are therefore no proposals to move to fortnightly residual waste collections in the short or medium term.**

This position will be reviewed in 2010 following extensive consultation with the Community.

6.7 Green Garden Waste

Analysis of waste composition surveys undertaken recently in Croydon has indicated that green waste is a relatively small proportion of the total household waste stream. However, consultation with residents shows that this is an extremely popular service, increasing awareness of recycling and waste issues generally, and encouraging participation in other services. In the short term, it has the potential to increase BVPI recycling figures substantially.

It is therefore proposed to expand a free fortnightly seasonal green waste collection service to all suitable properties in 2008/09.

6.8 Kitchen Organics

The landfill directive target poses the main driver for waste performance up to 2010/11. Diversion of certain recyclable materials, paper, card and proportion of textiles contribute towards the biodegradable municipal waste (BWM) diverted. However, to meet the 2010 target figure, the Council will have to divert considerable additional BWM. Based on the analysis of the waste composition surveys, kitchen waste accounts for a considerable proportion of the waste stream and therefore suitable to target in a kerbside collection.

Waste modelling and options assessments indicate that a weekly kitchen organics collection with a kitchen caddy and an organics container is the optimised solution for all households and flats within the borough. Implementing a kitchen organics collection to the whole borough in one phase is a challenging task.

The Council, via the South London Waste Partnership (see Section 7) has secured WRAP funding to undertake kitchen organic waste collection trials in 2007/08 from up to 2500 properties in the borough. This is seen as a very significant trial and will help identify the best way forward for this type of service in the borough, both households and blocks of flats. Following a review in May 2008 of the existing trial, a decision will be made on whether to implement a Borough wide kitchen waste collection

scheme in future years. In the meantime, the challenge of diverting biodegradable municipal waste from landfill and particularly the kitchen waste element, will be delivered via waste treatment processes as identified in Section 7.

6.9 Household Reuse and Recycling Centres (HRRCS)

The existing household reuse and recycling centres at Factory Lane, Fishers Farm and Purley Oaks have a significant impact on recycling rates. However, the current diversion rate in 2005/06 was approximately 30%. There are excellent opportunities to maximise diversion of materials suitable for recycling and composting at these site, especially through more proactive interaction between contractor staff and members of the public. Improvements at all 3 sites between November 2006 – July 2007 have seen significant improvements in recycling rates. This includes rates as high as 77% at Fishers Farm, 89% at Purley Oaks and 50% at Factory Lane. The average rate across the 3 sites is 52%. Targets for future years will be set as.

- ⇒ April 2008 – Current performance to be maintained as a minimum, with average recycling rates of 65% (includes household and non-household inert waste).
- ⇒ April 2009 – Average recycling rate of 70%.
- ⇒ April 2010 – Average recycling rate of 75%.

6.10 Neighbourhood Recycling Centres

There are 27 Neighbourhood Recycling Centres located across the borough collecting a range of materials. The condition of the Neighbourhood Recycling Centres causes concern with many of the materials banks requiring attention, and the general surrounds to the sites requiring improvements. The Council has therefore carried out a review of the Neighbourhood Recycling Centres in 2007/08 with a view to establishing a budget for refurbishment and improvement of the banks. A yearly review of the service will identify the potential for service improvements and change in quantity or range of materials collected.

6.11 Trade Waste Recycling Services

The waste collected from commercial outlets on a rechargeable basis by the Council forms a significant part of the municipal waste stream. It is also part of the Councils landfill diversion target. On this basis the maximum quantity of biodegradable waste (paper, cardboard, green waste and some textiles) need to be diverted from the waste stream. The Council currently offers recycling commercial services for paper and cardboard and glass.

Businesses and schools will be incentivised to use these services via a differential pricing strategy, reflecting reduced costs and risk to the Council in handling recyclable waste. The Council will seek to increase these services as far as possible, in the first instance encouraging

existing commercial waste customers to change to a recycling and residual type contract arrangement which not only addresses environmental issues but will result in real savings to the businesses. Recycling services will also be offered to businesses and schools in the borough who do not form part of the Council's client base.

A review of Trade Waste Recycling by a Scrutiny sub-committee reported to Cabinet in October 2007, and made 9 recommendations to improve the service. Following this very detailed review, an action plan has been developed to address the recommendations from April 2008.

6.12 Improving recycling will Council offices

Following a approval by Cabinet in December 2007 action is to be taken from April 2008 to produce a sizeable increase in recycling rates throughout Council sites and departments. This will ensure the Council will lead by example on trade waste recycling and seeks to recycle 60% of the waste it produces in 2008/09 and 80% in 2009/10. In addition a target has been set to reduce the total volume of waste from Council offices by 20% in 2008/09 and by 30% in 2009/10.

6.13 Summary of Expansion of household recycling services 2007- 2009

	Existing	2007/08 NEW	2008/09 NEW	Total
Plastic/cardboard (properties)	12,000	38,000	70,000	120,000
Garden Waste (properties)	24,000	26,000	70,000	120,000
Estates Recycling (estates)	150	400	1800*	2,350
Estates Recycling (properties)				20,000
Food Waste		2,500		2,500

Additional estates recycling sites will be introduced from July 2008 with the roll-out being completed in 2009.

Target recycling rates

Additional recycling initiatives will be introduced in 2009/10 and 2010/11 with the impact identified in the waste model. Waste modelling indicates that the following household recycling rates can be achieved:

2005/06	16.18%
2006/07	20.11%
2007/08	23%
2008/09	28%
2009/10	37%
2010/11	40%

6.14 RECYCLING ACTION PLAN - 2007/08

REF	ACTION	TIMESCALE
1	Continue trial round of kerbside collection of Plastic/Card to 12,000 properties in Waddon, Norbury, Addiscombe and Shirley wards.	April 2007
2	Introduce kerbside collection of Plastic/Card to 38,000 properties in South and Upper Norwood, Coulsden East, Kenley, and Sanderstead wards.	October 2007
3	Continue with existing Green waste kerbside collection to 24,000 properties.	April – Nov 2007
4	Introduce kerbside collection of Green Waste to 26,000 properties in South and Upper Norwood, Coulsden East, Kenley, and Sanderstead wards.	May - Nov 2007
5	Introduce to 400 Council Housing Estates recycling facilities for glass, paper/card, and cans.	May 2007 – March 2008
6	Complete improvements to Factory Lane Reuse and Recycling Centre to increase recycling facilities.	July 2007
7	Introduce trials for the kerbside collection of Food Waste to 2,500 properties in Coulsden West and Purley wards.	May 2007 – March 2008
8	Maximise waste sent to Dano Drum to increase recycling/composting and landfill diversion.	On-going
9	Increase number of Christmas tree collection points to 21 sites.	January 2008

6.15 **RECYCLING ACTION PLAN - 2008/09**

REF	ACTION	TIMESCALE
1	Continue kerbside collection of Plastic/Card to existing 50,000 properties.	April 2008
2	Introduce kerbside collection of Plastic/Card to additional 72,000 properties.	July 2008
3	Continue with existing Green waste kerbside collection to 50,000 properties.	April – Nov 2008
4	Introduce kerbside collection of Green Waste to additional 70,000 properties.	April – Nov 2008
5	Continue with Housing Estates recycling facilities for glass, paper/card, and cans to 550 sites.	April 2008
6	Introduce to additional 1000 Estates recycling facilities for glass, paper/card, and cans.	April 2008 – March 2009
7	Continue trials for the kerbside collection of Food Waste to 2,500 properties in Coulsden West and Purley wards.	April 2008
8	Refurbish/Replace containers and signage at 10 Neighbourhood Recycling Centres and introduce plastics recycling to these sites.	April 2008 – March 2009
9	Commence internal recycling project to ensure Croydon Council sites are recycling paper/card, plastics, cans, and glass	April 2008 – March 2009
10	Develop Marketing Plan that delivers a detailed programme of events, campaigns, and promotions in order to increase participation.	April – July 2008
11	Commence new Waste disposal contracts to increase recycling rates at the Reuse and Recycling Centres .	October 2008

6.16 RECYCLING ACTION PLAN – 2009/10

REF	ACTION	TIMESCALE
1	Continue kerbside collection of dry recyclables (glass, paper/card, cans plastic, textiles and batteries) to 120,000 properties with focus on increasing participation rates.	April 2009
2	Continue kerbside collection of garden waste to 120,000 properties with focus on increasing participation rates.	April-Nov 2009
3	Introduce to additional 800 Estates recycling facilities for glass, paper/card and cans.	By December 2009
4	Refurbish/Replace containers and signage at 10 Neighbourhood Recycling Centres and introduce plastics recycling to these sites.	April 2009 – March 2010
5	Expand internal recycling project to include food waste collection at some Council sites.	April 2009
6	Further develop Marketing Plan that delivers a detailed programme of events, campaigns, and promotions in order to increase participation and utilise available resources within the South London Waste Partnership.	April 2009
7	Prepare and implement detailed refurbishment plan to improve facilities and layout to Purley Oaks and Factory Lane and to increase recycling rates at all Reuse and Recycling Centres .	April 2009 – March 2010
8	Following consultation with the community identify additional Christmas tree collection points .	January 2009

6.17 RECYCLING ACTION PLAN – 2010/11

REF	ACTION	TIMESCALE
1	Continue kerbside collection of dry recyclables (glass, paper/card, cans plastic; textiles and batteries) to 120,000 properties with focus on increasing participation rates.	April 2010
2	Continue kerbside collection of garden waste to 120,000 properties with focus on increasing participation rates.	April-Nov 2010
3	Continue with Housing Estates recycling facilities for glass, paper/card, and cans to over 2000 sites.	April 2010
4	Refurbish/Replace containers and signage at 10 Neighbourhood Recycling Centres and introduce plastics recycling to these sites.	April 2010 – March 2011
5	Expand internal recycling project to include food waste collection to all Council sites that accommodate the facilities.	April 2010
6	Further develop Marketing Plan that delivers a detailed programme of events, campaigns, and promotions and improves the branding and livery of all recycling vehicles.	April 2010
7	Develop detailed refurbishment plan to improve facilities and layout at Fishers Farm and to further increase recycling rates at the Reuse and Recycling Centres .	April 2010 – March 2011
8	Following consultation with the community identify additional Christmas tree collection points .	January 2010

7. WASTE TREATMENT AND DISPOSAL

7.1 Introduction

This section considers the Councils future needs for waste treatment and disposal facilities. In particular it looks at the opportunities for Croydon as part of the South London Waste Partnership and joint procurement project with neighbouring authorities.

7.2 Background

In May 2006 external consultants completed a report entitled "Joint Procurement" for the four London boroughs of Croydon, Kingston, Merton and Sutton. The report recommended a preferred option for waste management and considered financing and procurement options for implementing the proposal. The report considered the potential advantages and disadvantages of joint procurement for the London Boroughs, and the formation of the South London Waste Partnership.

To ensure that the Council was achieving the most effective solution the same consultants were commissioned to undertake a specific report for Croydon Council. This analysed the potential impact on the procurement strategy of Croydon working alone as opposed to procuring in partnership via the South London Waste Partnership. The report quantified many of the potential impacts of joint procurement, and each impact was identified as either positive (where joint working is considered advantageous) negative (where joint working would be a disadvantage) or having no impact. Each impact was then weighted and scored.

The potential for joint working was considered in both the short and medium/long term. The report found that it would be advantageous for the Council to work in partnership in the medium to long term. The report identified that a partnership approach could be marginally disadvantageous in the short term. This disadvantage was almost wholly related to the increased risk of delay or failure in procurement of services for 2008 due to problems with administration of the partnership. On the basis of this report on September 11th 2006 the Croydon Cabinet took the decision to commit to the South London Waste Partnership.

7.3 Aims of the South London Waste Partnership (SLWP)

The overall aims of the SLWP are to:

- Maximise diversion of Biodegradable Municipal Waste from landfill
- Achieve diversion targets of the Landfill Allowance Trading Scheme
- Achieve statutory targets for recycling and composting
- Establish shared infrastructure within the region
- Address the key risks of sites and planning

7.4 Partnership efficiencies

The four boroughs have chosen to work together because of the potential benefits and efficiencies to working in partnership. These include:

1. More competitive prices offered for integrated services which allows flexibility and economies of scale for contractors to manage risks more efficiently
2. More appealing to the market providers due to the quantity of waste
3. Reduced costs of tendering
4. Reduced costs of contract administration and monitoring
5. Optimised size and use of treatment facilities
6. Reduced overheads for waste minimisation and other promotion and education activities

The SLWP believes that efficiencies achieved by partnering, in particular through joint procurement for waste services, are also consistent with those identified in Gershon's review into public sector efficiency.

7.5 Partnership achievements to date

Through the DEFRA LASU programme, external advisers have been used to assist the procurement process for the SLWP. This entailed the following key tasks:

1. Develop, evaluate, and short-list a number of potential waste treatment options
2. Undertake waste data modelling to assess recycling collection performance
3. Undertake economic modelling to assess waste treatment options
4. Develop a Reference Project for waste management based on the work described above
5. Undertake planning assessments on a number of potential waste sites that might be used to accommodate the technologies identified in the Reference Project

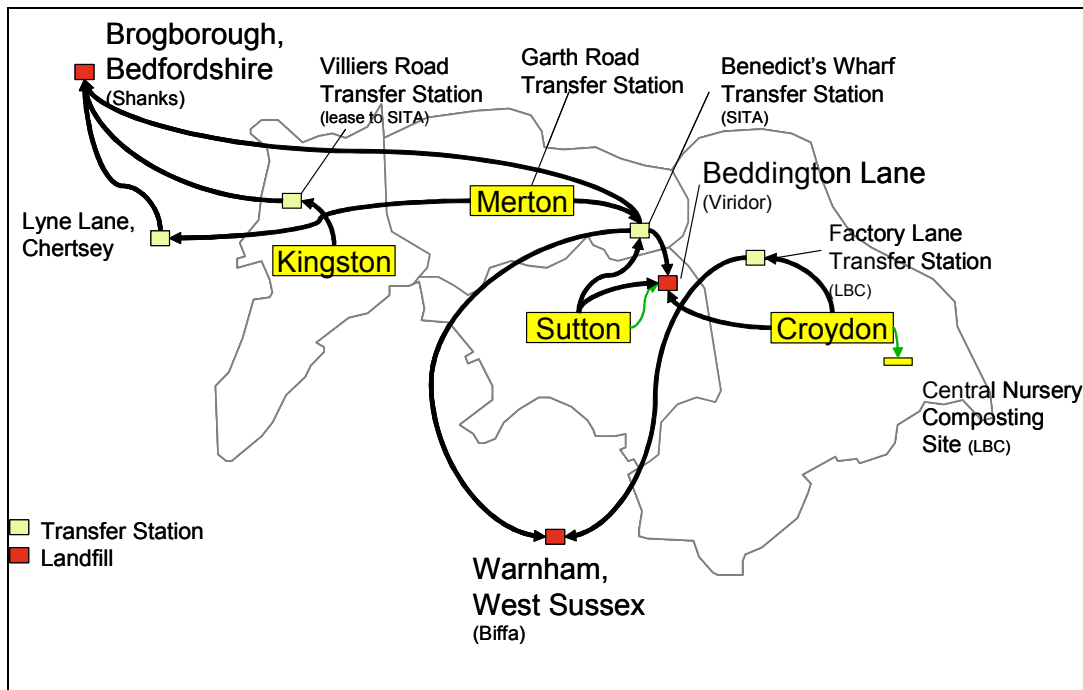
7.6 Wider partnership

The SLWP boroughs are the all members of the South London Waste Disposal Group. This Group meets on a regular basis to share best practice and develop common approaches on waste issues. In addition to the four boroughs, the Group also includes the boroughs of Bromley, Bexley and Southwark, the GLA and London Councils.

7.7 Residual waste disposal

Below shows the location of existing waste management facilities used to handle the Boroughs' waste. The figure shows that most of the waste arising is currently transported to landfill sites outside of the Boroughs. The only waste disposal site currently operational within the SLWP is Beddington Lane Landfill Site in Sutton.

Figure 1 - Existing Transfer Stations and Landfill Facilities (Source: Enviro Consulting Limited)



7.8 The Reference Project

A Reference Project has been identified during the option appraisal exercise comprising:

Phase A - High levels of upfront source-segregated recycling at the kerbside, neighbourhood recycling sites, Reuse & recycling Centres and some form of additional treatment.

Phase B - Some form of long term more advanced treatment option, such as advanced thermal treatment.

The SLWP recognises that there will be an ongoing requirement for landfill.

High recycling upfront was considered important to show the SLWP commitment to recycling and to meet their BVPIs targets. Emphasis was placed on increasing garden and kitchen waste collection and using enclosed composting technology to process the material. Dry recyclables collection will comprise of co-mingled collection of materials to be sorted at a Materials Recycling Facility (MRF).

After source-segregated recycling has been increased, it is envisaged that the remaining residual waste will be treated using some form of additional treatment. It is likely that this additional treatment will be mainly concerned with diverting biodegradable municipal waste. The final treatment option is envisaged as potentially taking untreated municipal solid waste and the treatment process will likely be some form of advanced thermal treatment option (e.g. gasification and pyrolysis) to benefit from its eligibility for Renewable Obligations Certificates (ROCs).

This treatment option gave the best overall landfill diversion and recycling performance, whilst providing a low cost option using certain cost assumptions.

7.9 Procurement Timetable

The Partnership has agreed the following two phase procurement strategy, derived from an options appraisal undertaken by external consultants and taking account of the views of the waste management industry established through Soft Market Testing:-

Phase A: for commencement in September 2008

- **Contract 1** – Transfer, transport and Disposal of waste (Open Procedure)
- **Contract 2** - Management of Household Reuse and Recycling Centres (Restricted Procedure)
- **Contract 3** - Recycling Facilities, Composting and Additional Treatment (Competitive Dialogue)

Phase B: for commencement in 2012

Additional Treatment and Recovery of residual waste. It is anticipated that this will include an application for PFI credits.

The Royal Borough of Kingston upon Thames are leading the procurement of contract(s) on behalf of the Partnership. It is anticipated that Phase A contracts will be awarded between January – July 2008 for a start date in September 2008.

7.10 Planning

The planning framework for the delivery of waste treatment facilities to support this joint procurement strategy is currently provided by the strategic policies set out in the Regional Spatial Strategy (the London Plan) and the policies in each of the four borough's Unitary Development Plans (UDPs). Proposals for additional waste management capacity as part of phase 1 of procurement, either from intensification of existing sites or through new facilities, will be assessed in response to this policy framework.

The control of waste planning matters in London is set to change in the future, and will have a bearing on the consideration of planning applications that come forward to deliver phase 1 of joint procurement. The key drivers of change are the requirements of the Landfill Directive, the additional

planning powers for the Mayor of London and the emerging alterations to the strategic waste planning document. Waste planning has never been so high up the political agenda, and the changes have, and will continue to focus plans and policies on delivery.

Given the need for a proactive approach to enabling the delivery of waste treatment facilities in both the short (Phase A) and longer term (Phase B), and in anticipation of regional waste planning policy drivers. The joint authorities have commenced preparation of a joint Development Plan Document (DPD) to identify sites suitable for waste treatment facilities to meet the needs of the Phase 2 requirement.

The joint Waste Planning DPD will set out the joint authorities' vision and principles for planning for waste, and development control policies to determine applications. It will identify sites considered suitable for waste treatment facilities and protect existing sites where appropriate. It is anticipated that the DPD will take three years to prepare from commencement. The SLWP has secured DEFRA WIP funding to carry out the necessary further work to progress the assessment of the sites identified as suitable to deliver the Phase A requirements, and also to progress the process and timetable for the Joint Waste Planning DPD.

8. WASTE MODEL AND FINANCIAL MODEL

SUMMARY

	<u>2006/07</u>	<u>2007/08</u>	<u>2008/09</u>	<u>2009/10</u>	<u>2010/11</u>	<u>2011/12</u>	<u>2012/13</u>	<u>2013/14</u>	<u>2014/15</u>	<u>2019/20</u>
<u>Waste Model</u>										
Household waste arisings	139,630	140,189	140,962	141,734	142,507	143,279	144,083	144,886	145,689	148,913
Non-household waste arisings	47,675	47,939	48,204	48,468	48,732	48,996	49,271	49,545	49,820	50,923
Total Municipal Waste (tonnes)	187,092	188,129	189,166	190,202	191,239	192,275	193,353	194,431	195,509	199,836
Commercial recycling	1,023	1,029	1,034	1,040	1,046	1,051	1,057	1,063	1,069	1,093
Household 'dry' recycling	20,433	22,109	26,637	29,235	30,253	30,554	31,468	32,392	32,571	33,292
Household green/organic waste	7,652	9,939	17,394	32,616	33,587	33,882	34,607	35,339	35,535	36,321
Total Recycling	28,085	32,048	44,031	61,851	63,840	64,435	66,076	67,731	68,106	69,614
Household recycling rate (full year)	20.11%	23%	31%	44%	45%	45%	46%	47%	47%	47%
Household recycling rate (Target)	20.11%	23%	28%	37%	40%	45%	46%	47%	47%	50%
National Recycling Target					40%				45%	50%
Forecast BMW to be landfilled	107,892	103,544	93,962	78,001	77,277	77,448	77,036	76,615	77,040	78,745
LATS Permits for year	111,649	102,062	90,079	75,700	67,274	58,848	50,421	48,259	46,096	35,282
		-1,482	-3,883	-2,301	-10,003	-18,600	-26,615	-28,356	-30,944	-43,463
LATS surplus (c/fwd)	11,677	10,195	6,313	4,012	-10,003	-28,603	-55,218	-28,356	-59,300	-252,424
Target Year for LATS				YES			YES			YES
Total recovery/diversion required	None required as LATS compliant			55,218 tonnes			252,424 tonnes			

Notes: LATS surplus/deficit can not be carried forward from 2009/10 into 2010/11 or from 2012/13 into 2013/14.

Financial Model

	<u>2007/08</u>	<u>2008/09</u>	<u>2009/10</u>	<u>2010/11</u>
<u>Revenue Budget</u>	£'000	£'000	£'000	£'000
Current kerbside recycling budget	2,188	2,188	2,188	2,188
Landfill Tax	3,530	3,530	3,530	3,530
Waste Disposal	5,817	5,817	5,817	5,817
Recycling expansion		3,000	3,000	3,000
Net Landfill tax effect		296	302	651
Waste Disposal contract		300	1,500	1,500
	<hr/> <hr/> 11,535	<hr/> <hr/> 15,131	<hr/> <hr/> 16,337	<hr/> <hr/> 16,686
<u>Capital Budget</u>				
Recycling expansion capital costs	<hr/> <hr/> 1,086	<hr/> <hr/> 1,750	<hr/> <hr/> 2,390	<hr/> <hr/> 1,040

APPENDIX 1: STRATEGIC MANAGEMENT FRAMEWORK

The Strategic Management Framework (SMF) outlines the key drivers (national, regional and local) that ECPP needs to respond to in order to deliver services that are high quality, customer focused and outcome driven. It identifies the various key strategies and plans (See Appendix 3 for a full list) which have been developed by the department to respond to these drivers and that ensure our services link strategically, are working in harmony and are delivering the priorities of the department as influenced by these drivers.

The SMF shows a clear 'thread' running through it. Actions and objectives cascade down from the Government's overall Vision statement to the Sustainable Community Strategy, to the Council's Corporate Performance and Improvement Plan, to Departmental Service Plans, to divisional/unit or team plans and finally through to performance reviews with individual staff. The performance of the department is measured through various mechanisms to demonstrate its ability to meet its strategic priorities and deliver service improvement.

See Chart One on the following page.

CHART 1

