

**NORTH LONDON WASTE AUTHORITY**

**REPORT TITLE:**

**CONSULTATIONS ON SUSTAINABLE WASTE  
MANAGEMENT AND WASTE PLANNING**

**REPORT OF:**

**HEAD OF WASTE STRATEGY AND CONTRACTS**

**FOR SUBMISSION TO:**

**AUTHORITY MEETING**

**DATE:**

**9<sup>th</sup> February 2005**

**SUMMARY OF REPORT:**

This report advises Members of significant current consultations on the future of wastes management. These cover proposed changes to the National Waste Strategy "Waste Strategy 2000"; new draft guidance on municipal waste management strategies; proposals on central advice and forecasting for waste; and a draft national policy statement on waste that will guide land-use planning matters for all wastes (not just municipal waste).

**RECOMMENDATION**

It is recommended that authority is delegated to the Head of Waste Strategy & Contracts, in consultation with the Chair, to finalise responses to the consultation papers above that reflect Members' views as expressed at the Authority meeting or thereafter.

**Signed by Head of Waste Strategy  
and Contracts**

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Date:.....

# 1. INTRODUCTION

- 1.1 The Government has recently published a suite of inter-related consultation papers on sustainable waste management and a separate but also inter-related consultation on land-use planning for waste. The Government has made a point of consulting on these two areas at the same time, as both will be essential to the country's improved management of its wastes and to compliance with the Landfill Directive.
- 1.2 The initial suite is firstly on revisions to "Waste Strategy 2000" (WS2K), the Government's national plan published in accordance with the requirements of European Directives, and the principal document against which all regional, sub-regional municipal waste strategies are ultimately assessed; secondly it is on draft guidance on municipal waste management strategies; and thirdly it is on advice on data and forecasting. Responses are requested by 31<sup>st</sup> March 2005.
- 1.3 The second, separate paper is on the proposed "Planning Policy Statement 10" (PPS10), which will give guidance to waste planning authorities (London Borough Councils) on how to assess and provide appropriate land for the management of all wastes arising in their area (i.e. all commercial and industrial wastes in addition to the municipal waste stream) and how to assess and determine planning applications for new waste facilities. Responses are requested by 11<sup>th</sup> March 2005.
- 1.4 The two areas come together as a result of the Government's vision for waste, which is to embody the principles of sustainable development and to protect the environment and human health by producing less waste and by using it as a resource wherever possible. In particular this means reducing reliance on landfill, which in turn means a major change in our attitude to waste (manufacturers, consumers, waste contractors and central and local government alike). It also means a step change in waste management, including significant new investment in waste infrastructure.
- 1.5 The Government's Strategy Unit's report "Waste Not, Want Not" in 2002 highlighted the scope for the way local authorities plan for and support the delivery of new facilities for waste management and recommended that Planning Policy Guidance Note 10 (PPG10) Planning and Waste Management, published in 1999, be revised as a matter of priority.
- 1.6 The Government has therefore co-ordinated the work of the Office of the Deputy Prime Minister (ODPM) on planning with the work of the Department for Environment, Food and Rural Affairs (DEFRA) on assisting local authorities implement the Waste and Emissions Trading Act 2003. The Government hopes this will enable a re-visiting of the decision-making principles set out in WS2K, to ensure the new planning system is used most effectively to deliver its goals for sustainable waste management.

## **2 REVISIONS TO WASTE STRATEGY 2000 (WS2K)**

- 2.1 Waste Strategy 2000 (WS2K) was published by the Government in May 2000. Together with prevailing guidance to planning authorities it implemented for England and Wales the requirements to produce waste management plans within the Framework Directive on Waste (Council Directive 75/442/EEC as amended and adapted), the Hazardous Waste Directive (Council Directive 91/689/EEC) and the Packaging and Packaging Waste Directive (European Parliament and Council Directive 94/62/EC), and it was a strategy for dealing with wastes diverted from landfill as required by the Landfill Directive (Council Directive 1999/31/EC).
- 2.2 WS2K was reported in full to the Authority in July 2000, and this report and the consequent Minute are attached as Appendix 1 for information.
- 2.3 WS2K set national targets to recycle or compost at least 25% of Household Waste by 2005, 30% by 2010 and 33% by 2015, with the further target to recover value from 45% of Municipal Waste by 2015.
- 2.4 The Government has since used the Best Value performance framework to set individual performance standards for all local authorities to enable the national targets to be met. The individual targets set for the Authority were 12% recycling and composting in 2003/04 and 18% in 2005/06; the Authority slightly exceeded its 2003/04 target.
- 2.5 The new consultation paper from the Department for Environment Food and Rural Affairs (DEFRA) proposes changes intended to recognise that the Best Practicable Environmental Option (BPEO) process encapsulates important underlying principles (consultation, option appraisal, looking at long and short term environmental impacts, cost effectiveness), but that the way BPEO was set out in WS2K, conceptualised and put into operation, is considered by many to be hindering effective delivery on the ground.
- 2.6 The principle change is the removal of references to a formal BPEO process in Chapter 4, Delivering Change, and their replacement with a requirement for decisions on waste management (including decisions on suitable sites and installations for treatment and disposal) to have the objective of reducing the overall environmental impact and to follow the carrying out of a systematic consultative appraisal of options.
- 2.7 In particular, the Government is proposing that “the objectives of waste management decisions should be:
- “Reducing the environmental impact of waste by moving waste management up the waste hierarchy;
  - “Managing waste in ways that protect human health and the environment and in particular:
    - “Without risk to water, air, soil and plants and animals;
    - “Without causing a nuisance through noise and odours;

- “Without adversely affecting the countryside or places of special interest;
- “Disposing of waste at the nearest appropriate installation, by means of the most appropriate methods and technologies.”

2.8 The Government goes on to say that “waste decision-making should be based on the following principles:

- “Individuals, communities and organisations should take responsibility for their waste;
- “In taking decisions there should be consideration of alternative options in a systematic way;
- “Consultation should be an important part of the decision making process;
- “The environmental impacts for possible options should be assessed looking at both the long and short term
- “Decisions should seek the best environmental outcome taking account of what is feasible and what is an acceptable cost.”

2.9 The proposed changes appear to increase the relative standing of the concept of the waste hierarchy to a new, higher level, with an unqualified presumption that moving waste up the hierarchy will reduce the environmental impact and with the proposed deletion in Part 2 Chp 3 of the section on the proximity principle. This brings into stark relief the tensions that have previously existed over the relative importance to the Government of these two conceptual tools. Focussing excessively on the waste hierarchy could leave to insufficient attention being given to the environmental impacts of transporting wastes long distances for recycling, composting or re-use.

2.10 The Government is however suggesting that municipal waste strategies should be subject in the future to a Strategic Environmental Assessment and, if they are designated as supplementary planning documents, then a Sustainability Appraisal too in order to allow for the determination of the most appropriate options.

2.11 The paper states that a Strategic Environmental Assessment - SEA's - (the proposed successor to a BPEO assessment) is a legal requirement for municipal waste management strategies, and that the new SEA should be more transparent than the current decision-making process for determining the BPEO. The SEA will contain a report on the environmental impacts of proposals within the context of sustainable development, as well as examining alternative options. Consultation is to be built in, engaging local communities and other stakeholders from the outset, and the final proposals must acknowledge how the results of the consultation process were taken into account.

- 2.12 Indeed, the whole new regime appears to suggest that land-use matters should be placed at the top of the decision-making hierarchy, even though it acknowledges that the relationship between planning and waste strategy work will be inter-related with both continuously informing the other.
- 2.13 The Government believes that this should mean that once waste strategies have been agreed, there will be fewer grounds upon which to challenge them or individual waste infrastructure requirements they identify.
- 2.14 The paper also explains that waste disposal and collection authorities must undertake SEA's of their strategies. The paper also creates a clear expectation that local authorities should undertake a thorough economic and social assessment of their strategy alongside the SEA. Clearly this process is likely to be longer than the one followed by the Authority and the other Partners to the North London Joint Waste Strategy, and require a wide range of skills and expertise currently available only in the Borough Partners.
- 2.15 The positive aspect to the above requirements however is that individual new waste facilities that comply with such a strategy will no longer require a separate or additional BPEO process, particularly where they are subject to the Directive on Pollution Prevention and Control and the corresponding permits from the Environment Agency which require the application of best available techniques for any potentially damaging processes. These separate BPEO's have shown inconsistencies previously with regional BPEO's (unsurprisingly, given that different data and assumptions have been fed in), which has caused difficulties with planning.
- 2.16 Other sections of WS2K, it appears, are to be left unchanged despite being somewhat out-dated now. These include the tonnage data in the opening, scene-setting chapter; the introduction of "Renewables Energy Obligation Certificates (ROCS) for the generation of power from waste using specific technologies (excluding energy-from-waste unless both heat and power are recovered); the switch from "special waste" to "hazardous waste"; the recycling and recovery targets for 2005; the creation and activities of the Waste & Resources Action Programme (WRAP); the Waste Electrical & Electronic Equipment Directive; the cessation of the Landfill Tax Credit Scheme; and the introduction of the Landfill Allowance Trading Scheme from April 2005.
- 2.17 This section of the consultation paper closes with the following questions to consultees:

### **Consultation Questions on WS 2000 changes**

1. Do you agree that the principles set out in paragraph 4.5 in part 1, and paragraph 3.3 in part 2 of the revised Waste Strategy 2000 properly describe the objectives underlying Best Practicable Environmental Option (BPEO)?

2. If so, do you agree that the principles, described in question 1, are best incorporated in the spatial planning decision-making process through the 'plan-led' approach set out in PPS10 and the emphasis on planning strategies for sustainable waste management, subject to sustainability appraisal and set within the expectation of community engagement set out in PPS1, driving waste management up the waste hierarchy? If not, please give suggestions for how this process could be improved.
  3. For Municipal Waste Management Strategies, Local Authorities will be required to undertake Strategic Environmental Assessment and a clear expectation will be set out in policy guidance that local authorities also carry out a thorough economic and social assessment. Is this the right way to incorporate the principles, as described in question 1? If not, please give suggestion for how this process could be improved.
  4. Given the above proposals, at individual waste facility level is the process for determining the Best Available Technique (BAT), as part of the regulatory framework, the right way to implement the principles set out in paragraph 1?
  5. The proximity and self sufficiency principles are incorporated in the revised decision making principles; • “disposing of waste at the nearest appropriate installation, by means of the most appropriate methods and technologies” and • “individuals, communities and organisations should take responsibility for their waste” Do you agree with the formulation of the principles? If not, how would you like them expressed?
  6. Do you agree that the proximity and self-sufficiency principles could be effectively delivered through the planning strategies without be expressed as separate principles?
- 2.18 It has not yet been possible to prepare a full response to the above, and it is therefore recommended that authority is delegated to the Head of Waste Strategy & Contracts, in consultation with the Chair, to finalise a response to these questions that reflects Members’ views as expressed at the Authority meeting or thereafter.

### **3 DRAFT GUIDANCE ON MUNICIPAL WASTE MANAGEMENT STRATEGIES**

- 3.1 The Government has published draft guidance to replace the 2001 DETR *Guidance on Municipal Waste Management Strategies* that the Partners to the North London Joint Waste Strategy have been following.

- 3.2 Once finalised, this guidance must be taken into account by all authorities that, under the Waste & Emissions Trading Act 2003 (WET), have a duty to have in place a joint strategy for the management of their municipal waste by April 2005. The Government also points out however that irrespective of any statutory obligations, this guidance will be relevant to all local authorities because long term strategic planning is vital to securing both the infrastructure and service developments necessary to deliver more sustainable waste management.
- 3.3 In addition to the emphasis on moving waste management up the waste hierarchy and other aspects discussed above, the new approach focuses on:
- Strategy development as a continuous, dynamic and delivery-focussed process;
  - Closer integration between strategic and spatial planning, including exploiting synergies between municipal and other wastes; and
  - The need for partnership working, and decision-making grounded in early, innovative and sustained engagement with the community.
- 3.4 Beyond this there are further key strategy requirements listed:
- 3.4.1 **Action and Delivery:** The Strategy should agree and clearly set out objectives and provide a route-map of how these will be achieved. In setting objectives authorities will need to take into account national, regional and local priorities, and statutory obligations.
- 3.4.2 **Data Collection and Analysis:** The Strategy process should be based on sound analysis of reliable sources of data. Authorities will need to assess the risks of using particular data sets and build these into the development of the Strategy. Consideration should also be given to what data will be necessary for future service development.
- 3.4.3 **Evaluation of Options:** The Strategy should provide a critical evaluation of options for service development that seeks to move waste management up the waste hierarchy, addresses waste as a resource (including the availability of markets for recyclates) and looks to disposal as the last option (but one which must be catered for). In critically evaluating options for service development, authorities should balance environmental benefit against other key factors (local, regional and national), including social and economic cost. Authorities should start by considering waste reduction, then move down the waste hierarchy maximising value at each stage. While this must involve some flexibility and the value that can be extracted at each level will change over time, stages in the hierarchy should not be missed without robust and thorough justification.

- 3.4.4 **Timescales:** The Strategy must set a long-term strategic vision (typically 15-20 years) in line with local, regional and national expectations but which is sufficiently flexible to adapt to changing circumstances, and a short term detailed plan of action. Detailed action plans should be monitored and updated annually and that where these no longer fit with the overarching strategy, this should trigger an automatic review of the high-level document. The whole Strategy should be reviewed at least every 5 years to ensure that it remains current.
- 3.4.5 **Statutory Obligations:** In preparing or revising the Strategy, authorities must ensure that all existing statutory obligations are met, including those under the Landfill Allowance Trading Scheme.
- 3.4.6 **Existing Plan Requirements:** The Municipal Waste Management Strategy must align with existing national, regional and local waste management frameworks. To ensure that the Strategy is deliverable it is vital that it both informs and is informed by spatial planning strategies at both the regional and local level. Where a Municipal Waste Management Strategy as well as a core spatial planning strategy dealing with waste is developed, it is important that both *processes* are integrated. This should include sharing datasets and a co-ordinated programme of community engagement where possible. [One possible approach to integrating the Municipal Waste Management Strategy with the core spatial planning strategy dealing with waste, is for authorities to include the Municipal Waste Management Strategy within any Local Development Framework as a supplementary planning document.]
- 3.4.7 **Strategy Focus:** The Strategy should focus primarily on Municipal Waste. In their role as community leaders authorities may also be able to encourage more sustainable management of waste in other sectors and in the context of achieving Best Value authorities should consider where there may be benefits from aligning municipal waste and resource management services with the treatment of waste (including recyclables) from other sectors (or additional costs if they do not do so). Where appropriate authorities should consider including other wastes within the scope of the Strategy. Authorities should also consider how services for municipal waste fit with their own 'streetscene' and enforcement services.
- 3.4.8 **Partnership Working:** As part of ongoing commitments to Best Value the Strategy should address where working in partnership can help deliver common goals, and the specific governance arrangements at both officer and member level that will be required. Typically there should be a single Strategy for each waste disposal authority area, but smaller waste disposal authorities or unitary authorities may wish to work with neighbouring authorities. Authorities may also wish to consider joint operations and procurement as possible solutions to strategy delivery. In drafting the Strategy authorities should also consider how they intend to work together and with both the community and private sectors to deliver common goals.

- 3.4.9 **Communication and Consultation:** The Strategy development process is vital in securing public understanding of the waste challenge and community support for the way municipal waste is handled. To ensure successful implementation it is essential that authorities engage the local community innovatively and actively at an early stage and that this is continued throughout the strategy development process. This consultation should also include key internal stakeholders (planning, finance, elected members) to ensure that any proposals have the necessary financial and political backing, and external partners (the community and private sectors). Where authorities are considering the procurement of a waste management contract it is vital that potential private sector partners are engaged at an appropriate stage to ensure that the final proposals are deliverable.
- 3.4.10 **Risk Management:** Authorities should seek to identify and minimise key risks to the delivery of both Strategy aims and existing obligations at an early stage in the development of the Strategy. These risks should be managed continuously throughout the strategy process, particularly during its implementation phase.
- 3.4.11 **Monitoring and Evaluation:** It is vital that the Strategy is properly monitored and its success properly evaluated. The Strategy should set clear indicators and targets against which to measure progress and should identify the triggers for a fundamental review.
- 3.5 This section of the consultation paper closes with the following questions to consultees:

#### **Questions on Draft Guidance on Municipal Waste Management Strategies**

1. We believe that the development of Municipal Waste Management Strategies has an important role in delivering a step change in the way that waste is managed, meeting community aspirations and fulfilling statutory obligations. To help local authorities produce strategies we are developing good practice guidance to sit alongside the policy guidance.
  - 1.1 Taken together will the new policy and practice guidance be sufficient to guide local authorities in producing good quality strategies that provide a clear long-term framework for the management of municipal waste? If not, what further guidance is required?
  - 1.2 What barriers to the production of good quality strategies still remain?
2. Section 5 of the policy guidance sets out the key considerations for local authorities in effective strategic planning.

- 2.1 In your view, does this section set out sufficiently clearly what constitutes good practice in developing any Strategy, and what Government expects to see covered in any Strategy that is produced? If no, please give details.
3. We consider that, where a Municipal Waste Management Strategy is produced, it must integrate effectively with spatial planning strategies at both the regional and local level. One possible approach to integrating municipal waste management strategies with core spatial planning strategy dealing with waste is for the municipal waste management strategy to be included within the Local Development Framework as a supplementary planning document. Supplementary planning documents may contain policies that expand or supplement the policies set out in development plan documents. One of the risks in the above process is that, in two-tier areas, districts would have to play different roles in each system. Under the Waste and Emissions Trading (WET) Act the districts are joint owners of the municipal waste management strategy. However under the Planning and Compulsory Purchase Act the upper-tier authority would own the Local Development Framework and districts would be consultees or bodies with whom the upper-tier authority had to liaise. Amalgamation of the two processes may therefore give rise to a variety of organisational and procedural complexities.
- 3.1 Do you consider that this type of formal integration has advantages over the default presumption which is that local authorities should ensure that, where a Municipal Waste Management Strategy is produced, it both informs and is informed by spatial planning strategies at both the regional and local level? Please give details.
- 3.2 Do you consider, given the complications outlined, that the process of formal integration of a Municipal Waste Management Strategy into a Local Development Framework would be workable? How, in your opinion, could the complexities be overcome?
- 3.6 It has not yet been possible to prepare a full response to the above, and it is therefore recommended that authority is delegated to the Head of Waste Strategy & Contracts, in consultation with the Chair, to finalise a response to these questions that reflects Members' views as expressed at the Authority meeting or thereafter.

## 4 ADVICE ON DATA AND FORECASTING

- 4.1 The new draft PPS10 discussed below includes a requirement for Regional Spatial Strategies to take account of any requirement for waste management facilities identified nationally and the Government's advice on waste arisings and recycling potential. The purpose of such central advice would be to encourage regional planning bodies to take constant approach to forecasting and monitoring waste arisings and the proportion of waste that can realistically be recycled. The paper sets out for consultation the possible content of such advice and the means by which it could best be drawn up and disseminated.
- 4.2 The paper proposes common baseline data on waste arisings broken down by Government Office region by sector:
- Household
  - Commercial
  - Industrial
  - Construction & Demolition
- 4.3 This raises the question in London as to whether the Government Office for London (GOL) will be doing this, or the Greater London Authority (GLA), and it also overlooks the fundamental on-going debate about the definition of Municipal Waste that is so important under the Landfill Allowances Trading Scheme.
- 4.4 The paper proposes central advice on various assumptions to use and forecasting methodologies (waste composition; waste arisings and contributory factors; requirements for different types of treatment capacity to meet targets), and on particular national capacity needs for particular wastes (eg hazardous waste).
- 4.5 Finally the paper makes some suggestions as to who should provide the central advice. It suggests either DEFRA; or a central unit overseen by a panel of independent experts; or a central unit linked to the ODPM's proposed national advice unit for Regional Planning Executives that is proposed to produce population and household number projections.
- 4.6 It is considered that further discussions with the GLA and the ALG might be fruitful on this matter before taking a position on one of the above or proposing something else.
- 4.7 As with the above papers, it has not yet been possible to prepare a full response to the above, and it is therefore recommended that authority is delegated to the Head of Waste Strategy & Contracts, in consultation with the Chair, to finalise a response to these questions that reflects Members' views as expressed at the Authority meeting or thereafter.

## **5 PLANNING POLICY STATEMENT 10 (PPS10): PLANNING FOR SUSTAINABLE WASTE MANAGEMENT**

- 5.1 The Government (ODPM) believes that positive planning has an important role to play in delivering sustainable waste management. Firstly, through the development of appropriate strategies for growth, regeneration and the prudent use of resources. Secondly, by providing sufficient opportunities for new waste management facilities of the right type, in the right place and at the right time.
- 5.2 ODPM has published a consultation paper on land-use matters for waste too in the form of a draft PPS10 that, together with a practice guide, should replace the 1999 Planning Policy Guidance Note 10 (PPG10).
- 5.3 Revisions to PPG10 were recommended by the Government's Strategy Unit's report "Waste Not, Want Not" in 2002. The new PPS10 reflects the new emphasis of the proposed changes to Waste Strategy 2000 discussed above. The aim has been to focus on national policy and to provide clarity on what is required at regional and local levels to ensure decisions are made at the most appropriate level and in a timely fashion that delivers sufficient opportunities for sustainable waste management.
- 5.4 The policies in PPS10 will be taken into account by waste planning authorities (WPA's) in discharging their responsibilities and by the Mayor of London in relation to the Spatial Development Strategy in London (the London Plan), and in general by planning authorities in the preparation of local development documents. They may also be material to decisions on individual planning applications.
- 5.5 It should be noted early on that waste planners have to assess and provide for all waste arising in their area, and are not limited to the municipal waste stream that may make up as little as 25% of the total.
- 5.6 PPS10 sets out regional planning bodies' obligations to deliver planning strategies that meet a range of national and local objectives (including reflecting the needs of waste collection and disposal authorities) and which provide the opportunities to meet the needs of all relevant waste streams. In turn WPA's should prepare local development documents that reflect their contribution to delivering the regional spatial strategy.
- 5.7 In general terms, PPS10 sets out a strong role for regional planning bodies, i.e. the Mayor of London, on whom the primary strategic obligations are placed, including a proposed apportionment to WPA's (London Boroughs) to reflect the opportunities for waste management available in those authorities, including for the disposal of the residues of treated wastes. In other words, where an area is so densely developed that there really are no suitable sites for a waste facility, then neighbouring areas are very likely to be required to accommodate more waste sites than is their 'fair share'.

- 5.8 There appear, however, to be some conflicting messages within PPS10, similar to the issue previously raised about the potential tension between moving the management of waste up the waste hierarchy and managing the waste close to where it arose (and certainly within the region in which it arose if at all possible).
- 5.9 Also, at para 21, WPA's are told to look for potential waste sites on industrial land, and should be "looking for opportunities to co-locate facilities together and with complementary activities". Having found such a site, at para 22 WPA's are told to consider "existing and proposed neighbouring land uses and the cumulative effect of previous waste disposal facilities on the wellbeing of the community".
- 5.10 The draft PPS10 proposes that WPA's, when considering waste planning applications, should work far more closely with the Environment Agency or any other appropriate regulatory body to avoid duplicated or conflicting conditions in the planning consent and in the waste management licence or IPC permit as appropriate. For this to happen the EA could not wait for a planning permission before formally considering a licence or permit applications as it does now.
- 5.11 At para 23 WPA's are told to concern themselves with implementing the planning strategy in the development plan when considering applications for new waste facilities, and not to become involved in the control of processes which are a matter for the waste management and pollution control authorities. Yet at para 26, waste planning authorities are told they should consider the likely impact on the local environment and amenity, including noise, odours, vermin, vehicular access and hours of working, which the draft PPS10 states can also be the concerns of waste management and pollution control authorities.
- 5.12 On health matters there is further potential confusion at para 27. "The detailed consideration of a waste management process and the implications, if any, for human health is the responsibility of the waste management and pollution control authorities. However, planning operates in the public interest to ensure that proposed development is acceptable and health can be material to planning decisions." The paper goes on to say that WPA's can consult health authorities over such matters, but notes that the health authorities will then need sufficient understanding of the proposed waste management processes to provide considered advice without saying how this might be developed.
- 5.13 The specific questions asked by ODPM are
- Q1. We consider positive planning has an important role in delivering sustainable waste management. We will provide practice guidance to help implement the planning policy for sustainable waste management set out in the draft PPS10. Read together, will the new policy and proposed practice guidance secure planning strategies that deliver sufficient opportunities for new waste management facilities of the right type, in the right place and at the right time?

- Q2. The new PPS10 sets out a 'plan-led' approach to planning for sustainable waste management to deliver the objectives set out in paragraph 3. Planning strategies will be subject to sustainability appraisal and set within the expectation of community engagement set out in PPS1. This will replace the process previously subsumed in BPEO. Do you agree with this change?
- Q3. The new PPS10 expects regional planning bodies to prepare regional spatial strategies which provide sufficient opportunities to meet the identified needs of their area for waste management. In turn, waste planning authorities are expected to prepare local development documents that reflect their contribution to delivering the regional spatial strategy. This replaces the free-standing principle of regional self-sufficiency set out in PPG10. Do you agree with this change?
- Q4. It is proposed that regional and local planning strategies for sustainable waste management should be considered alongside other spatial planning concerns and integrate effectively with other strategies including municipal waste management strategies. Do you agree?
- Q5. It is proposed that regional planning bodies should prepare a planning strategy for waste management that looks forward for a fifteen to twenty year period. This would be a key component of the regional spatial strategy, be formulated in conjunction with other spatial concerns and sit within the regional spatial strategy when issued in its final form by the Secretary of State.
- Q5a. Do you agree that this strategy should include a distribution of waste tonnage requiring management by waste planning authority area for the waste sectors identified?
- Q5b. Do you agree that this strategy should include, where necessary, a pattern of waste facilities of national, regional or sub-regional significance?
- Q6. We propose that waste planning authorities should identify in development plan documents suitable sites and locations for new waste management capacity.
- Q6a. Do you agree that sufficient available and suitable sites should be shown on the proposals map to accommodate the additional facilities necessary to provide capacity for at least five years of the annual rate of waste to be managed required by the regional spatial strategy?
- Q6b. Do you agree that overall, through a combination of identified sites and areas suitable for additional waste management facilities, waste planning authorities should be able to demonstrate how capacity for at least ten years of the annual rate set out in the regional spatial strategy would be provided?

- Q7. We propose that in identifying sites and locations for new waste management capacity in development plan documents, waste planning authorities should adopt the search sequence set out in paragraph 21. Do you agree with the approach described?
- Q8. We propose an approach to health considerations in paragraph 27 that is intended to deliver the appropriate contribution from the planning system to the regulatory framework that protects human health. Do you agree with the suggested approach?
- Q9. We consider effective monitoring and review is essential to securing sustainable waste management. Do you agree that the expected annual monitoring should include the indicators set out in paragraph 33?
- Q10. Do you consider the proposed scope of the practice guide (at Section 3) covers all the topics it needs to? If not what is missing, and why?
- Q11. Does the proposed scope of the practice guide include topics, which don't need to be covered? If so which, and why?
- Q12. The Partial RIA sets out the likely benefits and costs of PPS10. Do you agree with the assumptions made? If not, it would be helpful to set out why not and any quantifiable evidence available to you on benefits and costs.
- Q13. Is the policy set out in PPS10 likely to disadvantage small businesses disproportionately?
- Q14. The development of PPS10 is supported by an Environmental Report. The non-technical summary is included in this consultation document. Are the right impacts addressed? If not what is missing, and why?
- 5.14 Authority officers will take advice from waste planning officers on the above matters to establish whether the apparent contradictions are necessary to allow Planning Committees to make rounded, informed decisions, or whether they are a hindrance to progress, and how the Authority might comment on some of the specifically planning matters raised in the detailed questions. There are other matters of detail too that are unclear and require clarification.
- 5.15 Further appraisal of the Strategic Environmental Assessment process beyond the outline given at Section 2 of this report and of the Sustainability Appraisal process is also required, but it has not been possible to do this in time for the preparation of this report.

- 5.16 As a consequence of the above factors it has not been possible to prepare a full draft response for this Authority meeting, and it is therefore recommended that authority is delegated to the Head of Waste Strategy & Contracts, in consultation with the Chair, to finalise a response to this consultation paper that reflects Members' views as expressed at the Authority meeting or thereafter.

## **6 RECOMMENDATION**

- 6.1 It is recommended that authority is delegated to the Head of Waste Strategy & Contracts, in consultation with the Chair, to finalise responses to the consultation papers above that reflect Members' views as expressed at the Authority meeting or thereafter.

## **7 COMMENTS OF THE FINANCE OFFICER**

- 7.1 The Financial Adviser has no comments to add

## **8 COMMENTS OF THE LEGAL ADVISER**

- 8.1 The Legal Adviser has no comments on the Report.

### **Local Governments Act 1972 – Access to information**

Consultation Papers quoted above.

([www.defra.gov.uk/corporate/consult/wasteman-strat/index.htm](http://www.defra.gov.uk/corporate/consult/wasteman-strat/index.htm))

([www.odpm.gov.uk/stellent/groups/odpm\\_planning/documents/downloadable/odpm\\_plan\\_033242.pdf](http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/downloadable/odpm_plan_033242.pdf))

Authority Report July 2000 appended.

“Waste Strategy 2000”

([www.defra.gov.uk/environment/waste/strategy/cm4693/index.htm](http://www.defra.gov.uk/environment/waste/strategy/cm4693/index.htm))

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**SUMMARY OF WASTE STRATEGY 2000**

(As submitted to the Authority July 2000)

**CHAPTER 1**

The first chapter sets out why a change in the way waste is managed is needed. Industry, commerce and households in England and Wales produce around 106 million tonnes of waste each year and most of that waste is landfilled. Landfill void is becoming increasingly scarce in some parts of the country, and this, coupled with tough European targets set by the Landfill Directive to reduce the amount landfilled, dictate that a step change is required.

Part 1 of the Strategy focuses on the 106 million tonnes of waste produced by industry, commerce and households. A further 300 million tonnes of waste is made up of construction and demolition wastes, agricultural waste, mining wastes, sewage, sludge and dredged soils.

The Strategy does not relate to radioactive wastes, or emissions to air or water, which are covered by other statements of Government policy.

It is the intention that this report should cover those elements of waste that are in the remit of the Authority and its constituent councils in common with other waste disposal and waste collection authorities.

The Government is strongly of the view that the country cannot continue to rely on landfill. In some parts of the country, particularly in the South East, the availability of void space in former mineral workings is rapidly decreasing. The need to protect high quality agricultural land and the green belt from development greatly limits the opportunities for identifying land suitable for use as landfill.

The Landfill Directive sets out ambitious targets for the reduction of biodegradable municipal waste sent to landfill. Taking account of agreed derogations, which the Government proposes to use, the targets are:

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

The Government acknowledges, however, that properly managed landfill can be a suitable disposal option for a wide range of wastes and recognise that landfill will play a role in any future system of sustainable waste management, although it will be a much smaller role.

The Government stress that, in future, greater efforts to reduce waste and substantially increase re-use, recycling, composting and recovery of energy from waste, must be made.

## **CHAPTER 2**

This chapter sets out the Government's vision which includes the need to tackle the amount of waste produced by breaking the link between economic growth and increased waste. Where waste is produced it must be put to good use, through re-use, recycling, composting and energy recovery. To achieve this, the Government has established a series of targets and indicators to ensure that the necessary step change in waste management takes place. They will set statutory performance standards to local authority recycling and composting to ensure that these targets are met.

The Government's sustainable development strategy rests on four key elements:

- effective protection of the environment;
- prudent use of natural resources;
- social progress which meets the needs of everyone; and
- high and stable levels of economic growth and employment.

The Government see their biggest challenge as the need to deliver better use of natural resources through waste reduction, re-use, recycling, composting and energy recovery. Society cannot sensibly continue to landfill significant quantities of valuable resources, many of which, particularly metals and oil-based materials, such as plastic, are available in limited quantities in the environment or are difficult or environmentally damaging to extract.

Recycling is more labour intensive than other waste management options, and the Government believes that increased levels of recycling will lead to significantly greater employment opportunities in this field. These opportunities will include jobs in collection, sorting, reprocessing and making innovative use of secondary materials.

The Government is committed to ensuring that natural resources are used sensibly and that the value obtained from them is increased. However, reducing waste must be the prime objective. Producing less waste will reduce the use of materials and produce savings in other inputs that might have gone into reprocessing the materials such as energy and labour. It also reduces the environmental impacts of waste disposal.

Municipal waste is currently growing at 3% each year. If this rate is maintained, hundreds of new waste facilities would be required. However, how many will be required will depend upon the success in tackling the current growth in waste. Householders have an impact on the amount of waste produced through their purchasing decisions. The Government proposes to work with local authorities, retailers and community groups to ensure that consumers are aware of the difference they can make.

## **WASTE AS A RESOURCE**

Raw materials currently are usually used to make a product which is used, possibly more than once and then disposed of. The Strategy sets out that, in future, reliance on more cyclical production and consumption process will be needed to cut down on excessive use of raw materials, and avoid the need for disposal to landfill.

The Government cites three elements that must be in place if recycling is to increase and such a cyclical system can be developed.

- Greater provision of single material waste streams.
- Greater reprocessing capacity, to turn the waste materials into new inputs.
- Greater use of recycled or secondary materials in production process.

The Strategy points out that, with the exception of paper, wood and some textiles, most biodegradable organic materials cannot easily be recycled. However, these materials can be made into compost, which growers can use to replace peat and fertilizers. The Government believes that a substantial increase in recycling and composting lies at the heart of developing a more sustainable system of waste management.

## **WASTE AS A FUEL**

The Strategy points out that, where it does not make sense to recycle waste, consideration should be given to using it as a fuel. This can be done directly in incinerators or in industrial plants such as cement kilns or indirectly through creating refuse-derived fuel or through process such as pyrolysis or gasification.

Energy-from-waste (EfW) facilities release carbon dioxide from burning fossil carbon, primarily waste oils and plastics, and biogenic carbon, from wood, paper, food and green waste. However, EfW plants can displace the need to use more polluting fossil fuels to generate heat and power. Consequently, the Government will continue to encourage the recovery of energy from waste, where appropriate, as part of its renewable energy strategies.

Recycling processes use energy to a greater or lesser degree, and in many cases this will derive from the burning of fossil fuels. In many circumstances, however, the Strategy points out, the energy used for recycling will be significantly less than that used for extraction of virgin materials. Production processes using secondary materials can be less energy-intensive than those using primary resources.

Composting emits greenhouse gases as wood, green waste and certain types of paper decompose. If the process is managed carefully, this will be in the form of carbon dioxide. If, however, insufficient oxygen is present then composting will release methane, a more potent greenhouse gas.

The Strategy points out the benefit of using waste as a fuel in incinerators by incorporating Combined Heat and Power (CHP) technology. The CHP facilities use the hot water left over from producing electricity to provide heating to local communities and industry. The Government believe that those developing EfW plants should always consider the potential for incorporating CHP facilities, to use the heat as efficiently as possible and further that this process has an important part to play alongside recycling and composting in a system of sustainable waste management. Guidance in the Strategy suggests that EfW plants should be appropriately-sized and that care must be taken to ensure that contracts are sensitively designed to avoid “crowding out” recycling. They feel that EfW plants should be developed as part of an integrated system that includes other waste management options and, where appropriate, operators should recover value from residuals such as bottom ash for use in construction materials and the recovery of ferrous metals.

## **DEALING WITH HAZARDOUS WASTES**

The Strategy points out that hazardous wastes, like other wastes, are substances that people want to discard and do not value highly. However, these materials and substances do not need to be mismanaged to give rise to hazards, but present an intrinsic risk to human health and the environment. They therefore pose a different kind of problem to other wastes.

In the UK, hazardous wastes are referred to as “special waste”. Special wastes include many substances generally recognised as potentially dangerous such as pesticides, asbestos and strong acids. However, a number of wastes that result from everyday activities also need to be treated as hazardous. These include mobile phone batteries and used engine oils.

Various factors will have a major impact on the management of hazardous wastes over the next few years. These include the Landfill Directive, the new Integrated Pollution Prevention and Control regime and measures to remove some of the harmful chemicals from the environment.

The Government is reviewing the regime for management for special wastes in order to put greater emphasis on reduction. This has become more pressing because of the Landfill Directive, which will limit the disposal of hazardous wastes to landfill.

## **TARGETS, GOALS AND INDICATORS**

To ensure that real progress is made, the Government has established a series of targets and goals for improved waste management which will be monitored to ensure progress is made in achieving these targets and goals that will also be kept under review.

### **Industrial and Commercial Waste**

The Government has set the following target to encourage businesses to reduce waste, and to put any waste that is produced to better use:

- By 2005 to reduce the amount of industrial and commercial waste sent to landfill by 85% of that landfilled in 1998.

### **Municipal and Household Waste**

Under the best value initiative, local authorities must set themselves a series of targets for performance on waste management and prepare an action plan for their delivery. The Strategy points out that, in setting many of these targets, authorities must have regard to the waste strategy, and in particular to the targets set out below. To ensure that the targets set out below are met, the Government will introduce statutory performance standards for recycling by local authorities.

## **BEST VALUE INDICATORS FOR WASTE MANAGEMENT**

- Total tonnage of house waste arisings
  - percentage recycled
  - percentage composted
  - percentage used to recover heat, power and other energy resources
  - percentage landfilled
- Weight of household waste collected per head
- Cost per kilometre of keeping land, for which the local authority is responsible, clear of litter and refuse.
- Cost of waste collection per household.
- Cost of waste disposal per tonne for municipal waste
- Number of collections missed per 100,000 collections of household waste
- Percentage of people satisfied with cleanliness standards

- Percentage of people expressing satisfaction with (a) recycling facilities (b) household waste collection and (c) civic amenity sites.
- Percentage of population served by kerbside collection of recyclables, or within 1 kilometre of a recycling centre.

### Recovery of Municipal Waste

In order to comply with the Landfill Directive, the Government has established the following targets for management of municipal waste:

- 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.

The Strategy defines recovery as obtaining value from wastes through either:

- Recycling;
- Composting;
- Other forms of material recovery (such as anaerobic digestion); or
- Energy recovery (combustion with direct or indirect use of the energy produced, manufacture of refuse derived fuel, gasification, pyrolysis or other technologies).

### Recycling and Composting Of Household Waste

The Government identifies an essential part of achieving municipal recover targets as the drive towards more household recycling and composting. It therefore sets the following targets:

- To recycle or compost at least 25% of household waste by 2005.
- To recycle or compost at least 30% of household waste by 2010 and
- To recycle or compost at least 33% of household waste by 2015.

To ensure that all local authorities contribute to achieving these targets, statutory performance standards for local authority recycling will be set. The Government's initial view is that standards should apply to Waste Disposal Authority areas.

The Government advises that waste disposal authorities will need to work closely with their constituent councils, and with industry and others, to achieve the standard. It is proposed that statutory joint waste disposal authorities be given powers to require certain wastes to be delivered to them separately from other wastes so that they can be recycled or correctly managed.

The Strategy proposes that standards will differ for different groups of authorities, in recognition of differing local circumstances. Standards for 2003 should therefore be set at the following levels:

- Waste disposal authority areas with 1998/99 recycling and composting rates of under 5% to achieve at least 10%.
- Waste disposal authority areas that recycled or composted between 5% and 15% in 1998/99 to double their recycling rate; and
- The remaining waste disposal authority areas to recycle or compost at least one third of household waste.

The Government believes that the above standards will deliver an overall recycling rate of approximately 17% by 2003. The national targets set for 2005, 2010 and 2015 will require continued improvement in recycling rates from all authorities. The Government will consult, in the coming months, on performance standards for each of the three years.

### Reduction of Household Waste

Tackling the growth in waste is an essential element of the Strategy. Local authorities are required to set targets under Best Value which take account of the strategy.

Specifically:

- targets should recognise that waste reduction will be a priority wherever practicable;
- targets should be backed up by an action plan;
- authorities must demonstrate to auditors that the targets are challenging; and
- authorities must also show continuous improvement in performance.

The Government believe that local authorities should consider targets to reduce significantly the growth in household waste per head, and, where possible, to halt or reverse that growth. It is recognised that achieving this step change will be “Challenging” and that more will be possible in some areas than in others.

## **CHAPTER 3**

### **LEVERS FOR CHANGE**

The Strategy sets out the measures that the Government will implement to deliver their vision.

- a major new Waste and Resources Action Programme to deliver increases in re-use, recycling and use of recycled materials;
- piloting a scheme to require public procurement of certain recycled products, initially paper goods;

- tackling waste streams through producer responsibility;
- the Landfill Tax escalator;
- tradable permits limiting the amount of waste local authorities can send to landfill;
- using the landfill tax credit scheme to increase recycling, including extending the scheme to community re-use and recycling projects;
- waste minimisation requirements of the Integrated Pollution Prevention and Control (IPPC) regime;
- Best Practice Programmes;
- measures to encourage the recycling of waste oils; and
- the “are you doing your bit?” campaign.

### **WASTE AND RESOURCES ACTION PROGRAMME**

The Government will set up a dedicated new body, the Waste Resources Action Programme to overcome market barriers to promoting re-use and recycling. The programme will initially focus on developing markets and end-users for secondary materials, and promoting an integrated approach to materials resource use.

The programme will have the following functions:

- Market facilitation
- Promote investment in reprocessing
- Research management
- Information management
- Advice, guidance and technical support.

The programme will be developed as a partnership involving DETR, DTI the private sector and the Environment Agency. The annual budget for the programme will be dependent upon the level of contributions received from each of the partners. The Government propose to establish the Waste Resources Action Programme as an independent company limited by guarantee, able to accept voluntary contributions for approved activities under the Landfill Tax Credit Scheme.

### **PUBLIC PROCUREMENT**

The Government believes that public procurement can play an important role in delivering the strategy and that the cost of recycling will reduce as markets for recycled products are established. This can be achieved by:

- Increasing demand for recycled goods.
- Raising awareness of recycled alternatives and sending a strong signal that they can be of high quality.
- Providing greater security of markets for those wishing to invest in new processing capacity or manufacture of recycled products.

The Government's intention is to pilot arrangements for a scheme under which environmental policy will require public procurement of certain recycled products, initially paper goods.

## **MARKETS FOR SECONDARY MATERIALS**

The Market Developments Group report published in parallel with the draft Waste Strategy made a series of recommendations for enhancing the markets for secondary materials as follows:

- A different approach to market development, that focuses on new uses for recycled materials.
- A greater emphasis on environmental considerations, including increased demand for recycled goods and services, in public procurement decisions and private sector purchasing policies.
- Development of improved quality and standards for recycled materials, through recognised specification, good practice guidance, better and consumer awareness, and greater emphasis on eco-design.
- Action to stabilise the markets and reduce price volatility, including mechanisms for price guarantees, the adoption of long-term contracts rather than spot prices and a possible futures market.
- Consideration of the introduction of economic instruments to promote demand for recycled goods and materials.

### Producer Responsibility

The Government has already introduced statutory producer responsibility for packaging and packaging waste. The packaging regulations set targets for recovery and recycling of packaging waste. Most businesses which handle packaging will have an obligation to recover waste targeted to be 52% recovery by 2001, and at least half of that to be recycled. The European Packaging Directive is currently being reviewed, and targets for 2006 are being considered. The Government is also considering what packaging recycling and recovery targets should apply nationally from 2001-2006.

### Newspapers

In 1999, the estimated recycled content of newsprint stood at around 54% up from 28% in 1991. The Newspaper Publishers Association have agreed with the Government to commit in the future to the following targets:

- 60% recycled content by the end of 2001
- 65% recycled content by the end of 2003
- 70% recycled content by the end of 2006

### Junk Mail

The Government propose to develop an initiative on producer responsibility for junk mail, working with the Direct Marketing Association and other trade bodies.

## **EUROPEAN INITIATIVES**

The Government will seek to ensure that European initiatives will help them deliver the required step change and secure benefits that are significant compared to likely costs, and that the desired outcome is achieved in the most cost-effective way.

### End-of life vehicles

The aim of the proposed Directive is to deliver environmental benefits by reducing the amount of waste arising from end-of-life vehicles. The proposed Directive set targets for re-use, recycling and recovery, and introduces improved treatment standards.

The targets proposed are:

- To increase re-use and recovery to 85% and recycling to a minimum of 80% by 1<sup>st</sup> January 2006.
- To increase re-use and recovery to 95% and recycling to a minimum of 85% by 1<sup>st</sup> January 2015.

The Directive would also require:

- Manufacturers to design vehicles with recyclability in mind
- Systems to be established to ensure that all vehicles are collected and transferred to an authorised treatment facility.

The Government introduced the Landfill Tax in October 1996. The tax, which has an explicit environmental objective, is already having a notable impact on waste management practices. Members will be aware that there are two tax rates, £11 per tonne for active wastes and £2 per tonne for inactive waste. The active rate will increase by £1 per tonne per year, with a review in 2004.

## Landfill Tax Credit Scheme

Under the Landfill Tax Credit Scheme, landfill operators can claim up to 90% tax credit against donations they make to improved environmental bodies. These credits may not exceed 20% of an operator's annual landfill tax bill.

Environmental bodies may carry out activities, defined in regulations, which include:

- Reclamation of polluted land;
- Research and education activities to promote re-use and recycling;
- Provision of public parks and amenities; and
- Restoration of historic buildings.

On 1<sup>st</sup> January 2000, the Government amended the list to add a category for "research and education on market development", and to make explicit that funding for recycling related research and development was eligible under the scheme.

The Government is keen to encourage even greater support for sustainable waste management activities, particularly re-use and recycling, through the scheme. They therefore propose to use the scheme to:

- Help deliver an increase in recycling, particularly household waste; and
- Extend the range of activity eligible for support to include recycling and re-use projects carried out by non-profit making, non public bodies.

The Government will also explore other options which might contribute further to the objective of increased recycling. The range of possible options might include:

- Reviewing the types of approved projects to see if they can better reflect the Government's priority to deliver more sustainable waste management;
- Increasing the proportion of contributions going to sustainable waste management activities; and
- Using the scheme to help local authorities raise recycling levels.

The Government is to issue guidelines for the distribution of funds in line with the Strategy's objectives which will give landfill site operators a clear indication of the high priority the Government attached to funding for recycling and market development activity, ahead of amendments to the scheme.

The Government is keen to encourage landfill operators and environmental bodies to work closely with local authorities to ensure that projects meet local authorities' needs in terms of local community improvements and sustainable waste management objectives.

## **LIMITING LANDFILL**

The Landfill Directive required Member States to put in place a national strategy for reducing the volume of biodegradable waste going to landfill and sets specific reduction targets for biodegradable municipal waste.

Following consultation, the Government propose to:

- Introduce tradable permits for local authorities to restrict the amount of biodegradable municipal.
- Issue permits free to local authorities possibly on the basis of a combination of population and the number of households.
- Allow local authorities to trade permits.
- Introduce provisions for enforcement and sanctions with a view to reconciling the number of permits held by an authority for a given period with the volume of waste that authority has sent to landfill over the same period. The Government proposes to consult further on this issue.

### **AGGREGATES LEVY**

The Government will introduce an Aggregates Levy in 2002 to ensure that the environmental costs of quarrying are more fully reflected in prices, and to encourage demand for a supply of alternative materials – such as mineral wastes and recycled construction and demolition waste.

### **INTEGRATED POLLUTION PREVENTION AND CONTROL**

The new Integrated Pollution Prevention and Control (IPPC) regime will, the Government believes, be a valuable tool for reducing waste produced by large industrial installations. Those bodies regulated under IPPC will be required to abide by the general principle that waste production should be avoided; and that where waste is produced it should be recovered unless technically and economically impossible.

### **CONTROLS ON WASTE MANAGEMENT FACILITIES**

At present, all landfill sites are subject to controls under the waste management licensing systems. However, some landfill sites will become subject to control under the Regulations implementing IPPC Directive. The Government proposes to bring the regulatory controls on all landfill sites under the integrated system of controls under the PPC Regulation when the EC Landfill Directive is implemented in July 2001. Moving small landfill sites into this regime is the first step towards the inclusion of all other waste operations into an integrated system. The objective of this change is to ensure greater consistency in the implementation of the Landfill Directive for all landfills.

## **CHAPTER 4**

### **DELIVERING CHANGE**

This chapter identifies, for each section of the population, the role which it will need to perform together with the policy instruments which will inform behaviour and encourage or require change.

#### **The Government**

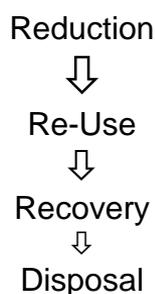
It is the responsibility of Government to:

- Set challenging targets for the Strategy.
- Establish a framework for good decision-making.
- Put in place the policy instruments necessary to support and foster change.
- Ensure that all sections of the community are clear about their roles under the Strategy.

The Government believes that the right way to treat particular waste streams cannot be determined simply. The objective is to choose the Best Practical Environmental Option (BPEO) in each case. The BPEO varies from product to product, from area to area and from time to time. It requires waste managers to tackle decisions which minimise damage to the environment as a whole at an acceptable cost, in both the long and short term.

The Government expects those making decisions, in determining the BPEO, to take account of three key considerations:

- The waste hierarchy, in respect of which the Government does not expect incineration to be considered before the opportunities for recycling and composting have been explored.



- The proximity principle requires waste to be disposed of as close to the place of production as possible.
- Self-sufficiency. The Government believes that waste should not be exported from the UK for disposal. Waste Planning Authorities and the waste management industry should aim, wherever practicable, for regional self-sufficiency in managing waste.

## **BUSINESS**

The Government looks to business to take the following action:

- To set targets for waste reduction which are consistent with the objectives of the Strategy;
- To seek out new uses for waste products and opportunities to incorporate secondary or recycled materials into new products;
- Design products which can be recycled more easily; and
- Devise schemes consistent with the Green Claims Codes to inform consumers about the recycled content of their products.

## **THE WASTE MANAGEMENT INDUSTRY**

The Government recognises that the waste management industry is central to delivering the necessary changes in the way waste is managed and propose to strike a balance between supporting the industry to realise the objectives of the Strategy and allowing market forces to apply their own pressure. The industry is expected to:

- Offer a flexible and diverse range of services to businesses, large and small, and to local authorities;
- Provide advice on reducing waste and better waste management, so that customers and the environment can benefit from real choice;
- Support innovative recycling opportunities through the Landfill Tax Credit Scheme;
- Support the Waste and Resources Action Programme;
- Continue with efforts to improve the industry's public image; and
- Provide a high standard of training to employees.

## **WASTE PLANNING AUTHORITIES**

Waste Planning Authorities are responsible for identifying suitable sites for waste treatment and disposal installations. The Government looks to Waste Planning Authorities to:

- Take full account of the policies described in the Strategy, in particular:
  - The importance of establishing the BPEO
  - The importance of taking an integrated approach to waste management
  - The need to move substantially away from landfill towards recycling, composting and energy from waste
  - To ensure consistency with the quantity of tradable landfill permits available and with statutory performance standards for recycling;
- Implement planning policy guidance fully and quickly;
- Make realistic assessments of likely future requirements for the number, type and siting of waste management facilities and the options available to produce the BPEO; and
- Work with the Environment Agency to ensure that planning and licence conditions are complementary and effective and to ensure timely decision (twin tracking) where possible.

## **WASTE COLLECTION AND DISPOSAL AUTHORITIES**

The Government expects Waste Collection and Disposal Authorities to:

- Develop effective working relationships to deliver comprehensive Municipal Waste Management Strategies that take account of the National Strategy and include clear objectives and timescales for action;
- Put in effective local arrangements to reduce waste, and maximise recycling and recovery that are designed to deliver statutory performance standards for recycling;
- Raise awareness locally of the costs of dealing with waste and the part which individuals can play in reducing the amount of waste;
- Involve local people in decisions on waste and work with community-based schemes to promote re-use and recycling; and
- Form consortia where these are able to conclude better arrangements with reprocessors and other outlets for recyclable materials in terms of guaranteed tonnage, minimum prices and/or length of contract.

The Government will support the efforts of Waste Collection and Disposal Authorities by:

- Making Municipal Waste Management Strategies mandatory and setting statutory performance standards for recycling.

- Examining with local government whether the financial incentives for the promotion of recycling are adequate and whether these could be improved by reform of the recycling credit scheme or by a change in financial arrangements to allow for tonnage charges to collection authorities for waste disposal.
- Identifying whether changes to legislation are needed to support close working between Collection and Disposal Authorities, and how these might be implemented using the Best Value regime or other legislation. Giving Waste Disposal Authorities the power to require certain wastes to be delivered to them separate from other wastes, so that they can be recycled.
- Producing guidance to local authorities on using powers under the Waste Minimisation Act 1998.
- Working with local authorities to pilot a range of schemes offering incentives for householders to reduce the amount of waste they produce, and participate in recycling and composting schemes. The four schemes the Government intend to pilot are:
  - Performance rewards – local authority vouchers are offered to householders according to the amount of waste recycled, or the amount by which waste for disposal is reduced.
  - Supermarket reward scheme – special bring banks at supermarkets provide rewards, in the form of vouchers or loyalty points, in proportion to the amount of material recycled.
  - Prizes for recycling – local authority awards prizes for participation in recycling along with education schemes such as these can help raise awareness.
  - Intensive education – including community brain-storming sessions, one-to-one advice on recycling, establishment to local waste reduction clubs.
  - Encourage the Waste and Resources Action Programme to work with local government and reprocessors to develop model contracts for each material, taking account of the distribution of commercial risk, aiming to deliver stability, market strength and improve opportunities for employment and investment.

The Government will consider the financial implications of the strategy for local authorities as part of its Spending Review 2000.

## **BEST VALUE**

Local authorities are required to operate waste management functions in accordance with Best Value. The Best Value regime has been dealt with in previous reports and it is not, therefore, proposed to rehearse the detail again here. It is worth noting, however, that, in the Strategy, the Government makes it clear that it expects authorities to set objectives within the corporate strategy for purchasing goods with recycled content, as increased demand for recycled material in the market will help to achieve their performance targets for waste management.

The Government will support local authorities in this by:

- Repealing the prescriptive contractual arrangements for waste disposal in the Environmental Protection Act 1990;
- Structuring Best Value Performance Indicators so as to promote joint working and co-operation between collection and disposal authorities; and
- Provide guidance on the application of Best Value to waste management, which will promote joint working among authorities and the private sector.

## **THE MAYOR AND ASSEMBLY FOR LONDON**

The Strategy briefly mentions the first directly elected Mayor of London who will take up his post in July 2000. The paragraph simply reiterates that the Mayor must produce a Municipal Waste Management Strategy for Greater London and will consult widely on this. The Strategy will include proposals and policies for the recovery, treatment and disposal of London's municipal waste. It is worth noting also that the Mayor will have a significant impact on waste management planning through his spatial planning powers.

## **THE ENVIRONMENT AGENCY**

The primary task of the Environment Agency in relation to waste is to ensure that waste management activities do not cause pollution of the environment or harm to human health. The Agency also has a wider advisory and information gathering role. In promoting more sustainable waste management the Agency will:

- Move towards risk based assessment for the supervision of waste management facilities;
- Take firm but proportionate enforcement action against those who break the law;
- Continue to develop lifecycle techniques and tools to help waste management facilities;

- Use its licensing powers to obtain consistent information from waste management facilities;
- Disseminate the results of its waste production survey widely;
- Provide information on wastes and their management to Regional Technical Advisory Bodies and Waste Planning Authorities to allow them to plan their requirements for waste management facilities effectively; and
- Add emission from landfill sites to stage two of its pollution inventory.

## **CHAPTERS 5-8**

The first four chapters of the Strategy considered the need for change, the Government's vision of what changes are needed and how these changes can be delivered in the context of the roles and responsibilities of those involved in waste generation, regulation, management and disposal.

Chapter 5 looks at the various waste management methods and techniques for managing waste. The structure of the chapter follows the theoretical waste hierarchy closely, with waste reduction, re-use, recycling, composting energy recovery from waste, new emerging energy recovery technologies, landspreading of wastes and landfill, each being considered in turn.

Chapter 6 sets out the Government's proposal to work with industry to reduce both the amount of hazardous waste generated and the hazardousness of waste.

Chapter 7 deals exclusively with packaging and packaging waste and sets out the Government's commitment to meet the objectives and targets in the EC Directive on Packaging and Packaging Waste.

Chapter 8 is devoted to considering a number of specific waste streams and covers most of the significant streams that have been selected for action at the European or UK level. Specific streams include agricultural waste and pesticides, batteries, clinical waste, construction and demolition wastes, asbestos, electrical and electronic equipment, end of life vehicles, mine and quarry waste and chemicals (this list is not exhaustive).

## **THE STRATEGY – PART 2**

Part One of the Strategy set out the Government's vision of sustainable waste management for the next twenty years. It offers a strategic overview of waste policy, outlines the scale of the task facing the country and the tools that can be brought to bear on that challenge. Details are given of the actions stakeholders will need to take in the next five years to meet the vision and targets set by the Government.

Part Two is set out as a complement to Part One and should be read in conjunction with that document. Part Two provides:

- Further data on the nature and quantity of waste production;
- More detailed background to many of the policies described in Part One;
- Describes some of the progress made since the last waste strategy, "Making Waste Work", was published in 1995;
- Sets out arrangements for a number of specific waste streams, including packaging waste and hazardous waste; and
- Describes the existing facilities for managing waste.

**Report Ends**