

Let's Talk Less Rubbish



A Municipal Waste
Management Strategy for the
City of York & North Yorkshire
2006 - 2026

Headline Strategy



This Strategy was developed by the York & North Yorkshire Waste Partnership, supported by Enviros Consulting Ltd.

June 2006



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This Municipal Waste Management Strategy has been developed by the York & North Yorkshire Waste Partnership and provides the strategic vision for managing wastes and improving resource recovery in York and North Yorkshire. This Strategy document contains the policies, aims, objectives, and targets for the partnership area and relates to the period of 2006 – 2026.

The Strategy has been developed in response to the significant challenges facing the management of municipal waste. These include local, national and international obligations, changing environmental targets and policies, and an increasing requirement to adopt more sustainable practices in the management of wastes. Within the partnership area there are also a number of specific local challenges including a growing population, a predominance of rural areas and areas of low population density.

Whilst focusing predominantly on municipal waste (that is, waste under the control of the local authorities), the Partnership is aiming towards an overall vision to:

‘Work with the community and stakeholders of York and North Yorkshire to meet their waste needs and deliver a high quality, sustainable, customer-focussed and cost effective waste management service’.

In order to achieve this vision the Partnership has identified the following strategic objectives:

- To reduce the amount of waste produced in York and North Yorkshire so as to make us one of the best performing areas¹ in the country by 2013 (currently York and North Yorkshire residents produce more waste per person than in most other areas). By 2008, we aim to produce less per person than the average for England and Wales
- To promote the value of waste as a natural and viable resource, by:
 - Re-using, recycling and composting the maximum practicable amount of household waste
 - Maximising opportunities for re-use of unwanted items and waste by working closely with community and other groups
 - Maximising the recovery of materials and/or energy from waste that is not re-used, recycled or composted so as to further reduce the amount of waste sent to landfill

Whilst the rates of composting and recycling have doubled across the Partnership area from 2001/02 to 2004/05 to the figure of 21%, the amount of waste generated has also increased. This is an area of concern. In order to meet the objectives of this Strategy and respond to legislative challenges, a number of targets and policies have been set in this Strategy, focused on reducing waste arisings and improving the reuse, recycling, composting and recovery of waste.

¹ As determined by comparison with other Shire county performance on Best Value Performance Indicator 84

Waste Reduction

Efforts to reduce the amount of waste sent for disposal have traditionally been concentrated on increased recycling and recovery of waste. However there is now a need to reduce the amount of waste produced in the first place, thereby offsetting the costs and environmental impacts of the generation, collection, treatment and disposal of waste. The Partnership as a whole generates more household waste per person than the average County area. Reducing the quantities generated will take time as new systems need to be implemented, and campaigns run to encourage residents to make permanent behavioural changes.



The Partnership has set the following targets for waste reduction:

- Contain average household waste arisings so that residents of the Partnership area generate less per head than the average for Shire counties by 2008, and
- To be amongst the lowest 25% of these by 2013
- Specifically annual average growth per head is to be reduced to zero % by 2008

These targets are supported by a revised Waste Minimisation Strategy developed in parallel with this Strategy, to help to tackle the problem of waste growth.

Re-use

Waste needs to be regarded as a resource, and the availability of re-useable products needs to be advertised by working with individuals and groups involved in waste re-use (for example repairing or refurbishing redundant items into useful products).



The work of the community sector has long been recognised for its contribution to waste management through community-led kerbside recycling, composting, re-use (particularly furniture re-use) and waste education schemes. The community sector also provides employment, training and educational opportunities contributing to both the

economy and social well-being of the area. A 'Community Solutions' project was established within the area in 2004 to support charities, voluntary and community groups to get involved in waste re-use. This project focussed on the re-use of furniture and household items, but also offers support in recycling and composting activities. The project contributes to the delivery of many of this Strategy's objectives and will help to establish a sustainable and self-supporting re-use and recycling network in the area.

The Partnership has set itself a policy to:

- Continue to 'involve community and other groups in maximising opportunities for re-use'.

Recycling & Composting

A considerable improvement in recycling and composting performance has been delivered within the Partnership area over the last five years and this has been achieved through:

- The introduction of new or enhanced kerbside collection schemes
- The introduction of alternate weekly collections of green and residual wastes in some areas
- Improved separation of recyclable and compostable materials at Household Waste Recycling Centres
- An enhanced network of 'bring' bank recycling facilities

Recent studies have shown that a higher level of recycling is the most cost effective long term solution to delivering the Partnership's obligations. High levels of recycling are also essential for reasons of environmental protection, delivering sustainable solutions and satisfying public expectation.



Consequently the Partnership aims to achieve the following targets as a minimum:

- Recycle or compost 40% of household waste by 2010
- Recycle or compost 45% of household waste by 2013
- Recycle or compost 50% of household waste by 2020

Residual Waste Treatment & Disposal

There will always be a residual proportion of waste that cannot be recycled or composted. Even with full public participation in recycling, composting and re-use schemes (and the availability of sustainable markets for recyclables and compost) there will still be a remainder for treatment or disposal. Therefore, the Partnership has set itself a target to, as a minimum:

- Divert 75% of municipal waste from landfill by 2013

The Partnership expects that residual waste treatment in York and North

Yorkshire will be by biological and/or thermal processes. However, the ultimate technology solution may vary from the preferred options due to factors such as the availability of technology, markets for products, government policy and regulations, practicalities and cost. It is envisaged that between one and three residual waste treatment plants will be required.

Although this Strategy is focussed on municipal waste, the Partnership will continue to liaise with relevant stakeholders to help improve facilities for non municipal wastes and to help to influence the reduction of wastes wherever practicable.

It is crucial that the close working relationship of the Partnership since 2003 in planning and developing future waste management services in a co-ordinated way continues if the Strategy is to be a success. However, some decisions will continue to be best taken locally, provided they are consistent with the overall Strategy. These decisions will include choices on waste collection, street cleansing and local recycling initiatives. The most efficient way of delivering some council waste disposal and collection services may however be through joint contracts for waste management.

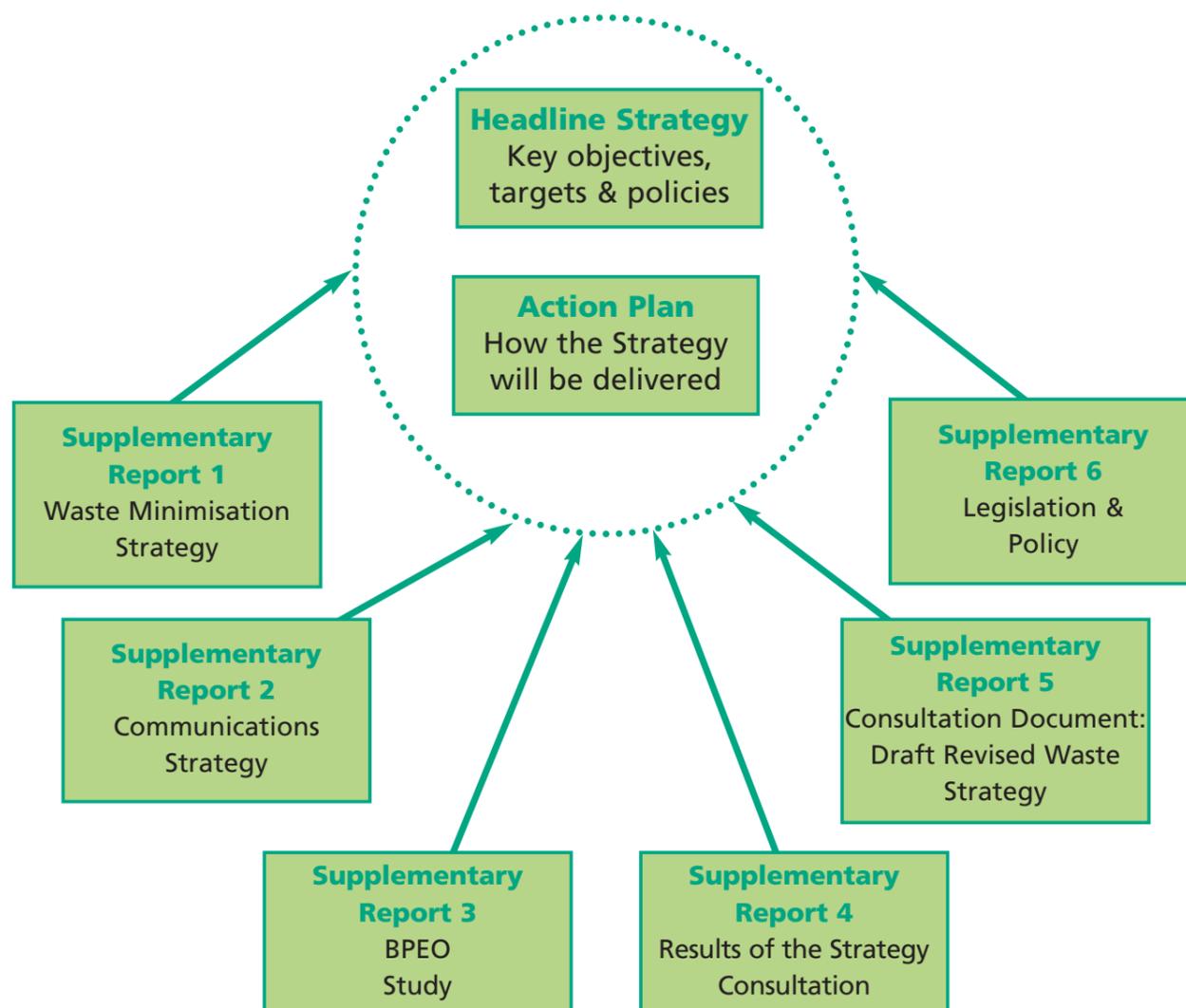
This Strategy will be completely reviewed in 2010/11, which will allow targets to be updated and new policies introduced where appropriate.

This Municipal Waste Management Strategy, entitled **'Let's talk less rubbish'** was developed by York & North Yorkshire Waste Partnership (hereafter known as the 'Partnership') which comprises:

- North Yorkshire County Council
- City of York Council
- Craven District Council
- Hambleton District Council
- Harrogate Borough Council
- Richmondshire District Council
- Ryedale District Council
- Scarborough Borough Council
- Selby District Council

This document sets out the key principles of the Municipal Waste Management Strategy for York & North Yorkshire. It includes the policies, aims, objectives, and targets for the management of wastes and resources in the Partnership area from 2006 – 2026. It is supported by action plans, and a series of supplementary reports as illustrated in Figure 1.

Figure 1 The Structure of 'Let's talk less rubbish'



An Action Plan detailing the delivery of the targets and policy within the Strategy and the responsibilities of the partners to ensure their delivery is under development and will be published in its final form by December 2006. It will be available from rethinkrubbish-northyorks.com. The six supplementary reports shown in the figure 1 provide supporting information which was considered when developing the Municipal Waste Management Strategy. All are available from rethinkrubbish-northyorks.com.

'Let's talk less rubbish' covers the geographic area of North Yorkshire including the City of York and deals with the strategic vision for managing wastes, and improving the recovery of those wastes as resources, for the period of 2006 – 2026.

The focus of the Strategy is *municipal* waste, that is, wastes under the control of the local authorities. The majority of this type of waste comes from the household, but there are also some elements from commercial and industrial sources.

The Strategy is being produced as part of a responsibility to deliver local, national and international obligations in terms of environmental targets and policies which govern how we manage our wastes.

The management of municipal waste is a significant challenge, particularly in the light of recent legislation and a need to move away from the practice of disposing of the majority of our wastes in landfill sites.

A new way of thinking is required to deal with our wastes more 'sustainably', that is considering not only our needs and environment, but also the needs and environment we are passing on to future generations. This is the central theme behind **'Let's talk less rubbish'** and the targets and policies explained in this document.



This Strategy revises 'Let's Talk Rubbish'² which was the previous Partnership Strategy document that was published in 2002.

'Let's talk less rubbish' reflects the current need and desire of the Partnership to re-examine the issues and commitments set out in the 2002 Strategy, and to take into account relevant legislative and policy developments. It also considers recent studies undertaken within the Partnership and the recommendations made on how residual waste can be managed within the area in order to meet new and demanding legal obligations.

The Strategy explains:

- The Partnership's vision for municipal waste management
- Why there is a need to develop new approaches to managing waste
- How much municipal waste is anticipated in future years and how growth in arisings might be controlled
- Current recycling and composting performance, future requirements and targets
- How waste re-use is often environmentally better and cheaper than other options
- How residual waste might be treated and disposed of in future

As part of developing this revised Strategy a consultation draft was issued by the York and North Yorkshire Waste Partnership (Supplementary Report number 5) for public comment during November and December 2005. The main and summary documents were available throughout this period on the Internet, and hard copies available on request.

A leaflet summarising the key issues was also provided to householders and other stakeholders together with a short questionnaire.

A total of 2944 responses were returned. These responses were analysed by consultants³ and the results of the consultation informed the development of this Strategy. The summary of the consultation response is contained in Supplementary Report Number 4, headed "Results of the Strategy Consultation" and available from rethinkrubbish-northyorks.com.

In addition, several studies were carried out to support the development of the Strategy. The most significant of these was the Best Practicable Environmental Option (BPEO) appraisal⁴ for York and North Yorkshire. This study considered different scenarios for municipal waste management and provided a steer as to the most appropriate choices. The BPEO reports were subject to consultation and stakeholder input. The BPEO report is Supplementary Report Number 3 and is available from rethinkrubbish-northyorks.com.

The Partnership and key stakeholders have considered the responses to the draft Strategy consultation and the supporting technical information in the finalisation of this Strategy document. The Strategy reflects the views of the Partnership as to the future development of municipal waste management across York and North Yorkshire.

² Let's Talk Rubbish – Developing a Waste Strategy for York and North Yorkshire, YNYWMP, July 2002

³ RBA Research Ltd.

⁴ Assessment of the Best Practicable Environmental Option for Municipal Solid Waste Arising in North Yorkshire County Council & City of York Council Final Report, ERM, January 2005

Following initial consultation with key stakeholders and with the North Yorkshire Citizens Panel in September 2004, and with the residents of York and North Yorkshire through the development of this Strategy, the Partnership's vision is to:

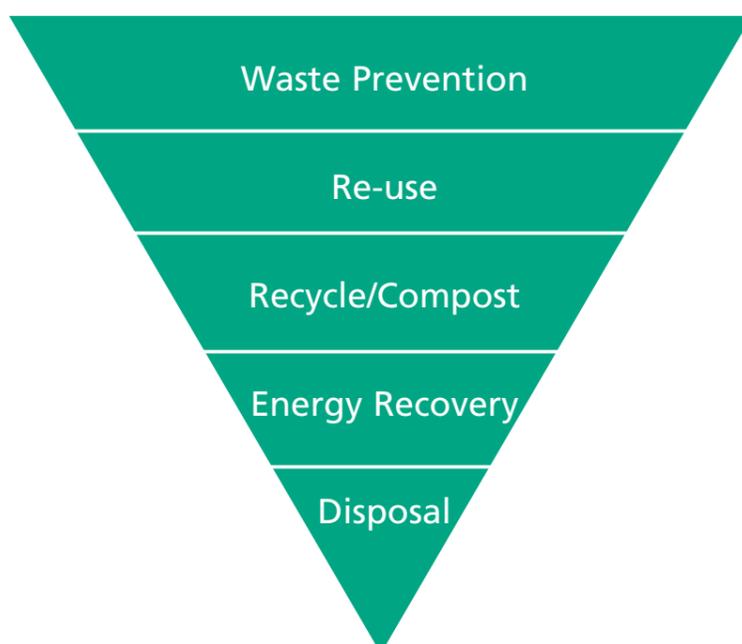
'Work with the community and stakeholders of York and North Yorkshire to meet their waste needs and deliver a high quality, sustainable, customer-focussed and cost effective waste management service'.

This Strategy has the following objectives, to enable us to achieve this vision:

- Reduce the amount of waste produced in York and North Yorkshire so as to make us one of the best performing areas⁵ in the country by 2013 (currently York and North Yorkshire residents produce more waste per person than in most other areas). By 2008, we aim to produce less per person than the average for England and Wales
- To promote the value of waste as a natural and viable resource, by:
 - Re-using, recycling and composting the maximum practicable amount of household waste
 - Maximising opportunities for re-use of unwanted items and waste by working closely with community and other groups
 - Maximising the recovery of materials and/or energy from waste that is not re-used, recycled or composted so as to further reduce the amount of waste sent to landfill

These objectives are linked to other national and regional guidance on waste management, planning and energy generation which influence the delivery of the Strategy. The objectives are also consistent with the generally accepted 'waste hierarchy' which identifies that the best way to manage waste is not to generate it in the first place (reduction), followed by reusing or recycling/composting and recovering energy where practicable and finally disposal of waste, as illustrated in Figure 2.

Figure 2: The Waste Hierarchy



⁵ As determined by comparison with other Shire county performance on Best Value Performance Indicator 84

Key Information



North Yorkshire

North Yorkshire is England's largest County and is home to around 576,000 people in an area covering about 8654 square km. The population is rapidly growing – it increased by 0.5 per cent per year between 1991 and 2001. The County, however, is one of the most sparsely populated areas in England with only around 121 persons per square km. A total of 396,391 tonnes of municipal waste was generated in 2004/05.

The area is largely rural, with Harrogate and Scarborough being the only towns above 20,000 in population. The County includes the North York Moors and the Yorkshire Dales National Parks; two Areas of Outstanding Natural Beauty and part of a third; together with 244 Sites of Special Scientific Interest ("SSSI"). In addition, the County has 45 miles of coastline that forms its eastern boundary. This predominantly rural aspect and the size of the area combined with a limited transport infrastructure to rural settlements presents particular issues for managing wastes. It often makes the operation of services more expensive than in other areas with a higher population density, where vehicles have a shorter distance to travel between properties. However, the East Coast Main Rail Line, the A1 and the M62 run through the County and these provide potential axes for waste/recyclable transportation. There are also limited water transport routes via the navigable areas of the River Ouse/Ure/Ripon Canal or through coastal routes where practicable.

The area overall is above average in affluence compared to the rest of England, with all districts, except Scarborough, being above average. Unemployment is below the national average. The mix of employment sectors is similar to the national average, though with more employed in distribution, hotels and restaurants and fewer in the financial sector. Tourism, providing 12% of jobs and agriculture at 3%, are important sectors.

The County Council area is two tier with 5 Districts – Craven, Hambleton, Richmondshire, Ryedale and Selby, and 2 Boroughs – Harrogate and Scarborough. A map of the North Yorkshire Districts and Boroughs and the City Council is shown in Figure 3 (page 10).

Waste in North Yorkshire is currently managed through 20 Household Waste Recycling Centres (HWRCs) and 2 Materials Recycling Facilities (MRFs) with disposal of residue to 9 landfills. In terms of collection of the waste, 75% of the waste is collected by the Districts/Boroughs with 25% deposited by the householder at the HWRCs.

City of York

The City of York Council is a Unitary Authority ("UA") covering approximately 272 square km with a population of around 185,000 (expected to rise by 4.2% between 2001 – 2011). The population density in York averages 680 people per square km. The majority of the population resides within the urban area, the remaining being located in the numerous villages surrounding the City. The City Council managed 123,510 tonnes of municipal waste in 2004/05.

York is identified as part of the Leeds City Region and also is part of a wider 'York sub area' which covers the City of York and its wider hinterland or 'area of influence'. This includes up to Malton, some of the East Ridings, west to the A1 and south to Selby. The nearest towns are Selby (14 miles), Harrogate (21 miles) and Malton (19 miles) and the cities of Leeds (24 miles) and Hull (37miles).

York has good rail access on the East Coast main line. York also has good access to motorway links (notably via the A64 & A19) to all regions of the UK.

The City Council area comprises the historic city centre and the surrounding urban area along with a number of villages, semi-rural settlements and surrounding countryside. The City is divided into 29 administrative Wards. The main landfill site is Harewood Whin, located at Rufforth and the MRF at Hessay is located within the Upper Poppleton Ward on the west of the City. There are three HWRCs that are situated within the wards of Heworth, Strensall and Acomb.

Figure 3: Map of North Yorkshire and City of York



Table 1 below sets out key information about the Partnership area in 2004/05:

Table 1: Key Statistics of the Partnership in 2004/05

| | City of York | North Yorkshire | Combined Total |
|--|--------------|-------------------------|----------------|
| Population [#] | 184,200 | 576,100 | 760,860 |
| No. of Households [#] | 81,217 | 260,695 | 341,912 |
| Tonnage of municipal waste managed | 123,510 | 396,391 | 519,901 |
| No. of Households with kerbside collection of green waste and/or recyclables | 69,018 | 209,060 | 280,900 |
| No. of Household Waste Recycling Centres | 3 | 21 NB. 20 in 2005/06 | 24 |
| No. of recycling bring bank sites | 60 | 430 | 490 |

[#] Population and household figures quoted here are mid year 2003 estimates but are those used to calculate 2004/05 Best Value Performance Indicators according to Government definitions

Who is Responsible for the Service?

In North Yorkshire, two tiers of local government are responsible for the management of municipal waste.

The County Council, as Waste Disposal Authority (WDA), is responsible for:

- The recycling and disposal of waste collected by the District/Borough Councils from their refuse collection, recycling and street cleansing activities
- Providing household waste recycling centres (HWRC) at which residents of the County can take their garden waste for composting and other wastes for re-use or recycling
- Managing the aftercare of some closed landfill sites that have the potential to pollute the environment
- Encouraging others to recycle and re-use waste through the payment of recycling credits to District/Borough Councils, and recycling and/or re-use credits to charities and community groups
- Giving advice to members of the public, commerce and industry in all matters relating to waste management

The District and Borough Councils in the county are Waste Collections Authorities (WCA's), and are individually responsible for the collection and recycling of municipal waste, litter and abandoned cars.

The City of York Council, as a Unitary Authority, is both a Waste Disposal Authority (WDA) and a Waste Collection Authority (WCA). It has combined responsibilities for collection, recycling, treatment and disposal.

This Strategy provides an enhanced framework for continued Partnership working between authorities whilst allowing more local strategies (e.g. the recycling plans of the District and Borough Councils and other complementary strategies) to exist within it.

The City of York and North Yorkshire County Councils also have duties as planning authorities, and responsibility to ensure that adequate facilities are provided for the management and disposal of a range of wastes. Waste Local Plans and the emerging Local Development Frameworks (LDFs) establish an overall need for waste management capacity and set out land use planning and development control policies that apply to the location of waste management facilities. This Strategy will provide input to the land-use planning process.

How well is the Service performing now?

Each local authority produces data on a regular basis with regard to their performance in delivery of the waste management service. Some of this data is reported to the Audit Commission as Best Value Performance Indicators (BVPIs). Key issues that are reported as annual BVPIs include the amount of composting and recycling that takes place, the amount of household waste that is generated (per person), the amount of waste landfilled and the cost of the service per household.

Table 2 sets out key BVPIs and other data on waste management practice, as reported within the Partnership area from 2001/2 – 2005/6.

Table 2: Best Value Performance Indicators & key waste data for York and North Yorkshire

| | 01/02 | 02/03 | 03/04 | 04/05 | 05/06 estimates |
|---|---------|---------|---------|---------|-----------------|
| Total Amount of Household Waste (Tonnes) | 424,397 | 426,691 | 426,058 | 436,581 | 428,766 |
| Rate of Growth (%) (3yr rolling average trend/head) | N/A | N/A | 1.6 | 0.67 | -0.45 |
| Household Waste Recycled (%) (BVPI 82A) | 6.68 | 8.08 | 10.48 | 11.75 | 17.8 |
| Household Waste Composted (%) (BVPI 82B) | 3.99 | 5.57 | 6.73 | 9.26 | 11.7 |
| Household Waste to Landfill (%) (BVPI 82D) | 89.33 | 86.35 | 82.80 | 78.99 | 69.7 |
| Household Waste Collected (kg per Head of Population) (BVPI 84) | 563 | 568 | 564 | 574 | 560 |

The rates of composting and recycling have doubled over this period, however the amount of waste generated has increased but now appears to be reducing.

This Strategy sets out the targets and policies to reduce waste arisings further and improve the reuse, recycling, composting and recovery of waste.



Recent Achievements

There have been a number of notable recent achievements that demonstrate the Partnership activity and commitment to date in working towards more sustainable management of wastes:

- The development of a joint Waste Minimisation Strategy⁶ to encourage waste reduction throughout the area
- Expansion of kerbside recycling schemes to increase householder participation and improve performance
- New ways of operating Household Waste Recycling Centres in York and North Yorkshire that have improved both performance and the quality of service provided
- Adoption of a Statement of Agreed Principles between Partners to clarify roles and responsibilities
- Agreement between the City of York Council and North Yorkshire County Council to adopt a joint approach to future waste service procurement
- A review of the Partnership itself and its future needs to enable better co-ordination of arrangements
- A review of Household Waste Recycling Centre policies for North Yorkshire, to address efficient working of these centres and encourage the full realisation of their potential
- Opening of new Household Waste Recycling Centres in York, Whitby and Scarborough
- The County Council's delivery of a Local Public Service Agreement (LPSA) with Government that achieved higher targets for recycling and composting in the area (an increase of 2.1% over the Council's statutory target of 21%) in 2005/06. This was achieved in partnership with the district and borough councils.
- The City of York Council's agreement to a LPSA2 scheme that will increase the amount of plastic bottles and cardboard recycled within the city area
- The delivery of a community recycling and re-use initiative called 'Community Solutions' to provide support to local community and voluntary groups involved in these activities that builds additional capacity and enables the community sector to contribute further to strategic objectives
- The first 'joint' waste compositional analysis for the Partnership, identifying the specific components of household waste in the area. This is fundamental to understanding what type of waste is being presented, monitoring waste arisings and determining the facilities needed for dealing with them
- The development of a Partnership incentive scheme that encourages householders to participate in existing recycling schemes

⁶ York and North Yorkshire Waste Partnership - Waste Minimisation Strategy 2004, subsequently updated and revised April 2006

What Policy/Legislation impacts on the Service?

A wide variety of legislation and Government policy impacts on the delivery of the municipal waste management service. Current legislation and policy is summarised in Supplementary Report 6.

The key National targets for the service in England⁷ for recycling and composting, are set out in Waste Strategy 2000, and are as follows:

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

National targets for recovery (which includes recycling and composting but also wastes sent for treatment where materials and/or energy are recovered) are:

- 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 European Landfill Directive introduced targets for Nation states to reduce the amount of biodegradable waste sent to landfill, as follows:

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

These targets have been translated to local allowances for waste disposal authorities, for these and intermediate years through the Waste & Emissions Trading (WET) Act (2003).

Delivery of Waste Strategy 2000 targets alone will not deliver the requirements of the Landfill Directive or the WET Act. Meeting Landfill Directive targets as required by the WET Act is a key driver for change and a fundamental principle of this Strategy. Waste Strategy 2000 itself is scheduled to be reviewed during 2006 and a consultation document has been issued by Department of Environment, Food and Regional Affairs (Defra). New performance targets are likely to be set for local authorities beyond 2005/06 and changes to existing Best Value Performance Indicators are also anticipated.

Consultation on the review of the National Waste Strategy (January 2006) suggested increased recycling and composting targets as follows:

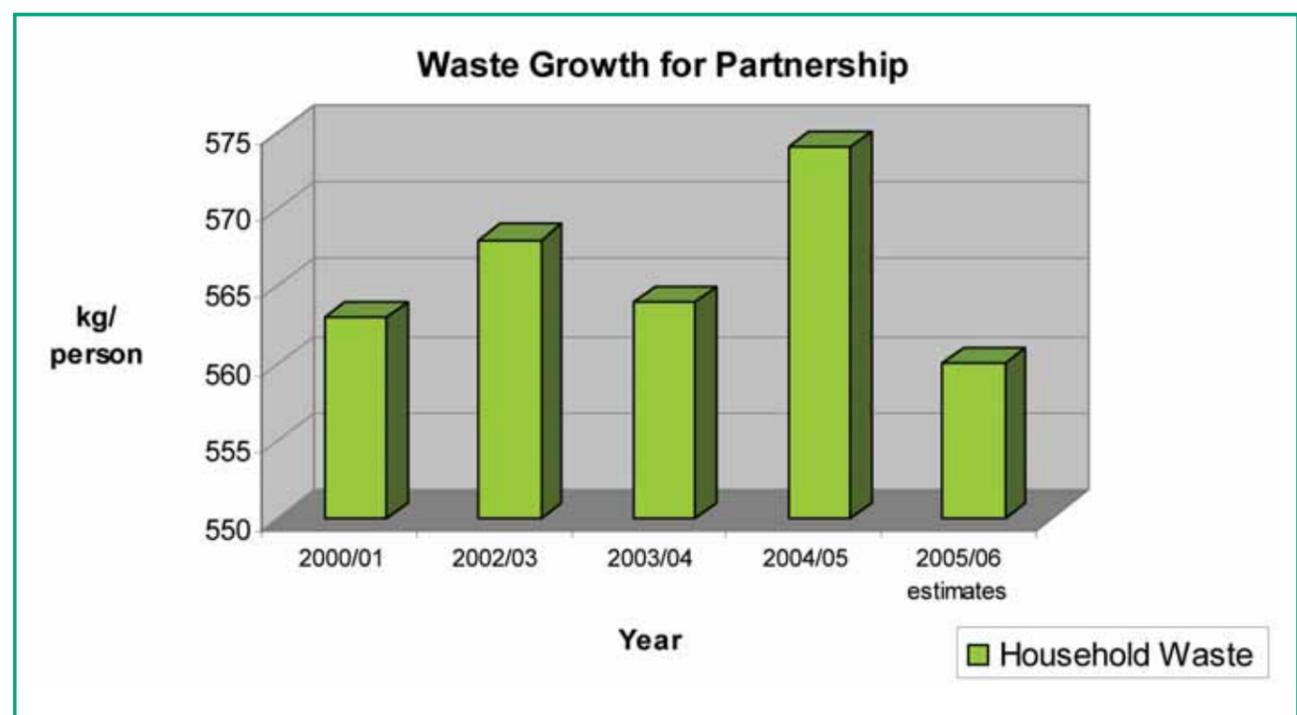
- To recycle or compost at least 40% of household waste by 2010
- To recycle or compost at least 45% of household waste by 2015
- To recycle or compost at least 50% of household waste by 2020

⁷ Waste Strategy 2000 for England and Wales Cm 4693-2

This Strategy is based upon the accepted 'waste hierarchy' as set out in Figure 2. Efforts to reduce the amount of waste sent for disposal have traditionally been concentrated on increased recycling and recovery of waste. However there is a need now to transfer more effort higher up the hierarchy to reduce the amount of waste produced in the first place, thereby offsetting the costs and environmental impacts of the generation, collection, treatment and disposal of waste.

The following graph sets out the historical and current household waste arisings expressed as kg/head of population for the Partnership area.

Graph 1: Historical household waste arisings, per person, per annum



The Partnership as a whole generates more household waste per person than the average County area. It is important to reduce the amount of waste to that produced in the best performing authority areas for reasons of reducing the environmental impact of creating unnecessary waste and reducing the cost of collecting, treating and disposing of the waste generated. This will take time as new systems need to be implemented, and campaigns run to encourage residents to make permanent behavioural changes.

Waste reduction is regarded by the Partnership as '*waste prevention in order to limit the quantities of waste requiring collection and management by the local authorities in York and North Yorkshire*'.

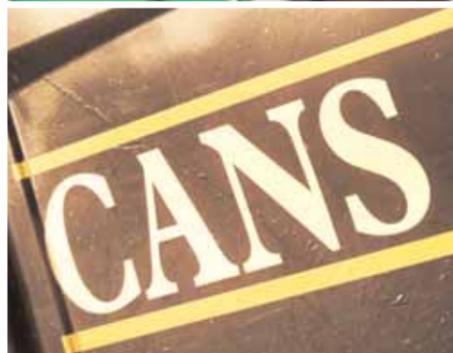
Controlling the amount of waste has a direct bearing on the costs for the waste service borne by local council tax payers. A series of steps have been identified in the Partnership's Waste Minimisation Strategy (July 2004) and its subsequent revision (April 2006). This revised waste minimisation Strategy Supplementary Report Number 1 is available from rethinkrubbish-northyorks.com and contains the actions needed for achieving the targets set out in this section of the Headline Strategy.

The Partnership's targets for waste reduction are to:

'Contain average household waste arisings so that residents of the Partnership area generate less per head than the average for Shire counties by 2008, and be amongst the lowest 25% of these by 2013. Specifically annual average growth per head is to be reduced to zero % by 2008'.

These targets comparing performance against other Shire counties will be reviewed in 2008 in the light of the performance of the Partnership and also the other Shire counties.

Limiting growth in household waste arisings will be achieved through implementing the actions specified in the Waste Minimisation Strategy (Supplementary Report 1, and Action Plan) and with support from the Government's Waste and Resources Action Programme (WRAP⁸) and campaigns delivered in accordance with the Partnership's Communications Strategy.⁹ This is Supplementary Report Number 2 and is available from www.rethinkrubbish-northyorks.com.



⁸ www.wrap.org.uk

⁹ York and North Yorkshire Waste Partnership Communications Strategy 2006

It is often said that “we live in a throw away society” but this trend needs to be reversed, for example by using re-useable products to minimise the need for, and cost of landfill. However, re-use often means connecting those with items they no longer have a use for, with those who want them. This means we need to recognise waste as a resource and publicise the availability of re-useable products by working with individuals and groups involved in waste re-use initiatives (for example repairing or refurbishing redundant items into useful products).



The work of the community sector has long been recognised for its contribution to waste management through community-led kerbside recycling, composting, re-use (particularly furniture re-use) and waste education schemes. The community sector also provides employment, training and educational opportunities contributing to both the economy and social well-being of the area. Since community groups work at ‘grass roots’ level, and are highly committed, they are well placed to engage successfully with hard

to reach sections of the community and deliver the reduce, re-use and recycle message.

A ‘Community Solutions’ project was established within the area in 2004 to support charities, voluntary and community groups to get involved in waste re-use. This project focuses on the re-use of furniture and household items, but also offers support in recycling and composting activities. The aims of the project are to:

- Increase the amount and range of materials re-used, recycled and composted;
- Increase the capacity of the voluntary and community sector to re-use, recycle and compost;
- Facilitate technical and financial support to groups;
- Encourage partnership working between groups, local businesses and the Partnership itself

The project, established with funding provided under a Local Public Service Agreement (LPSA) between North Yorkshire County Council and Government, contributes to the delivery of many of this Strategy’s objectives and will help to establish a sustainable and self-supporting re-use and recycling network in the area.

The Partnership will continue to **‘involve community and other groups in maximising opportunities for re-use’**.

Excellent progress has been made in increasing recycling and composting performance since 'Let's Talk Rubbish' was published in 2002. The North Yorkshire Local Public Service Agreement (LPSA) committed the district and borough councils to improved recycling performance whilst providing additional funding to initiate schemes.

The City of York Council's recently agreed LPSA 2 will further improve existing performance.

The Table below sets out current targets and recent performance.

Table 3: Recycling/Composting Targets & Performance

| Local Authority | Actual Performance 2004/05 | Estimated Performance 2005/06 | Statutory Recycling and Composting Target 05/06 | NYCC LPSA Target (05/06) | CYC LPSA 2 Target (2007/08) |
|--------------------------------|----------------------------|-------------------------------|---|------------------------------|-----------------------------|
| North Yorkshire County Council | 21.98% | 31.16% | 21% | 23.1% (10% 'stretch' on 21%) | N/A |
| City of York Council | 17.77% | 24.08% | 18% | N/A | 37.51% |
| Craven District Council | 21.41% | 27.06% | 27% | Within NYCC LPSA target | N/A |
| Hambleton District Council | 34.52% | 39.72% | 24% | | N/A |
| Harrogate Borough Council | 15.63% | 21.54% | 21% | | N/A |
| Richmondshire District Council | 11.99% | 22.67% | 18% | | N/A |
| Ryedale District Council | 25.40% | 42.70% | 33% | | N/A |
| Scarborough Borough Council | 14.87% | 18.83% | 18% | | N/A |
| Selby District Council | 14.71% | 27.38% | 18% | | N/A |

The authorities which had a statutory composting and recycling target of 18% in 2005/6 (the lowest performance target) will be required to meet a higher target of 20% in 2007/8. This will affect the City of York, Richmondshire, Scarborough and Selby authorities. The other partners will retain their existing (2005/6) targets for 2007/8, however there is currently no statutory requirement to meet targets over 30%.

Improved recycling and composting performance has been delivered through:

- The introduction of new or enhanced kerbside collection schemes
- The introduction of alternate weekly collections of green waste and recyclables and residual wastes in some areas
- Improved separation of recyclable and compostable materials at Household Waste Recycling Centres as a result of facilities and new contractual and on-site arrangements
- An enhanced network of 'bring' bank recycling facilities



Recent studies have shown that a higher level of recycling is the most cost effective long term solution to delivering the Partnership's obligations. High levels of recycling are also essential for reasons of environmental protection, delivering sustainable solutions and satisfying public expectation.

Consequently the Partnership aims to achieve the following targets, as a minimum:

- **Recycle or compost 40% of household waste by 2010**
- **Recycle or compost 45% of household waste by 2013**
- **Recycle or compost 50% of household waste by 2020**

These targets have been amended since the consultation draft and have taken into account more detailed modelling of the costs and practicality of potential recycling levels using waste composition data. The targets that were considered in the draft revised Strategy can be found in Supplementary Report number 5 headed "Consultation Document: Draft Revised Waste Strategy". Key to this change was the public concern that cost was an important issue to balance against levels of performance. The targets are also consistent, although more ambitious than the current national proposals¹⁰.

High levels of recycling will only be realised with high levels of public involvement and changes to the way we do things. It will mean some or all of the following:

- Provision of more information on how to recycle and compost
- Collections of a wider range of recyclable waste from households
- Provision of subsidised compost bins for home composting
- More local banks for recyclable materials closer to where people live
- Providing banks for a greater range of recyclable materials
- Designing collection systems and frequencies to encourage people to put more of their waste out for recycling
- Incentives for people to recycle and compost

¹⁰ Review of England's Waste Strategy – A consultation document, February 2006

There will always be a residual proportion of waste that cannot be recycled or composted. Even with full public participation in recycling, composting and re-use schemes (and the availability of sustainable markets for recyclables and compost) there will still be a remainder for treatment or disposal. In the case of household waste, this is a significant proportion. The Government has imposed restrictions on the disposal of biodegradable municipal waste in landfill without treating it first to reduce its biodegradable content and its environmental burden. When biodegradable waste breaks down within a landfill site it will form a gas (mostly methane and carbon dioxide) which can leak to the atmosphere contributing to global warming.

Partnership Members have agreed to set a target to, as a minimum:

- **Divert 75% of municipal waste from landfill by 2013**

This target relates to, yet exceeds the diversion needed to comply with the Landfill Directive and Landfill Allowance Trading Scheme (LATS) to reflect the Partnerships aspiration to be a high achieving group amongst English Shire Authorities. This target has been revised since the consultation draft of the Strategy based on detailed modelling and to keep some flexibility in the choice of the long term residual waste treatment option. The target that was considered in the draft revised Strategy can be found in Supplementary Report number 5 headed "Consultation Document: Draft Revised Waste Strategy".

Although the use of landfill will diminish considerably over the Strategy period, it will still provide an important element of the waste management system. It will remain a significant form of disposal for residual waste until suitable and acceptable alternative technologies are in place. It will also be used for the disposal of materials that are unsuitable for recycling or re-use or cannot be treated.

The eventual treatment arrangements to help divert the residual waste from landfill will be determined by a number of factors, including deliverability, cost and responses to invitations to tender. However, as a first step ahead of new service procurement, the Partnership has already considered its strategic objectives and preferences for treatment technologies with the advice of consultants and in consultation with other stakeholders and the public. This ensures bidders will put forward options that are desirable and that reflect Partnership aspirations.

Best Practicable Environmental Option

Consideration of residual waste treatment choices has been informed by the analysis of the best practicable environmental option (BPEO). This has regard not only to the environmental impacts of a technology, but also to the context of the proposal and local views. However, the BPEO only informs decisions, and does not provide 'the answer'.

BPEO is a strategic tool to help identify and assess the options available for managing a waste stream. Various scenarios are assessed in a systematic and balanced way taking into account a wide range of environmental criteria, as well as financial costs and reliability of delivery.

Two separate BPEO studies were carried out for the City of York Council and for North Yorkshire County Council during 2004. Their development was subject to public involvement and consultation as well as having Partner and stakeholder input.

As part of the BPEO evaluation, a number of potential treatment technology types were evaluated and ruled out from further consideration at that time including gasification, pyrolysis and anaerobic digestion. However, the Partnership has a desire to retain flexibility so as to be able to consider these and alternative approaches, for example if the industry has further developed appropriate technologies, at the time of going to tender.

The BPEO analysis concluded that mechanical biological treatment (MBT) presents the preferred option for York, with energy from waste incineration (EfW) being narrowly preferable to MBT for North Yorkshire.

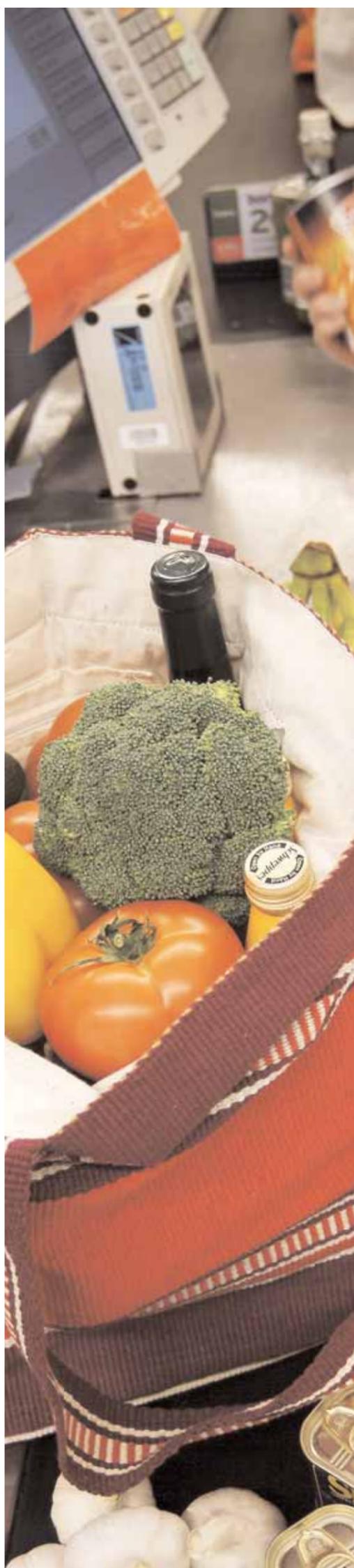
Energy from waste incineration (EfW) is where value from waste is gained by burning it to generate heat and/or electricity. Most of the ash that remains can be recycled into road and building materials; only a small amount of ash remains which needs specialist disposal.

Mechanical Biological Treatment (MBT) is where waste is mechanically separated to recover more recyclables from our waste and then processed biologically to produce soil conditioner, other products, or a fuel that can then be used to generate heat and/or electricity.

Further details of the BPEO assessments undertaken and the options considered are available in Supplementary Report Number 3 available from rethinkrubbish-northyorks.com.

Conclusions on Residual Waste Treatment Options

Consultation on the draft Strategy considered two options for the treatment of the residual fraction of municipal waste. Either to send all of the waste to Energy from Waste (Incineration) plant/s or to pre-treat the waste first to recover more recyclable materials in an MBT plant, and to produce a fuel for burning in a smaller EfW plant/s. The results of the public consultation on this Strategy did not show a strong preference overall for either option.



Consequently, this Strategy is not specific on the preferred choice of technology although the Partnership expects that in accordance with the BPEO outcomes, residual waste will be treated by a combination of either or both MBT and/or Energy from Waste incineration processes. This is a rapidly changing area, with policy and technology still developing to meet the challenge of the Landfill Directive. Furthermore, a variety of views were expressed by the public with regard to the choice of treatment technologies and the feedback was not conclusive. The Partnership therefore consider it prudent to keep the specific choice of treatment option open and to assess the available options offered by the market at the time of going to tender.

The Partnership expects that in accordance with the BPEO, residual waste treatment in York and North Yorkshire will be by biological and/or thermal processes.

However, the ultimate technology solution may vary from the preferred options due to factors such as the availability of technology, markets for MBT products, government policy and regulations, practicalities, deliverability and cost.

The number of treatment technologies needed to deliver the Strategy will depend on the scale of plant and the balance of decision making factors (i.e. one large scale facility for the Partnership would take advantage of economies of scale whilst more smaller scale facilities might be more expensive but would serve wastes arising locally). Modelling of the different scenarios suggests it is likely to be between 1 – 3 facilities required, with the bulk of capacity operational by 2013 in order to reach the landfill diversion targets.

The draft revised Strategy can be found in Supplementary Report number 5 headed

“Consultation Document: Draft Revised Waste Strategy” and the results of the consultation can be found in Supplementary Report number 4 headed “Results of the Strategy Consultation”. Both reports are available from rethinkrubbish-northyorks.com.

As explained in the 'Scope' section of **'Let's talk less rubbish'**, this Strategy is primarily for municipal waste i.e. waste that the councils have a role in collecting and managing. Municipal waste is:

- Waste produced by householders
- Waste produced by schools and at other council premises
- Waste from commercial premises collected by the councils
- Litter and street sweepings
- Other waste collected by the councils, such as abandoned vehicles

Significant quantities of industrial and other commercial wastes are also produced in the Partnership's area and it is the responsibility of the producers of that waste to make sure that it is collected and managed in a responsible and environmentally acceptable manner.

The partners will make provision for commercial waste collected by or on behalf of the Partnership.

The Partnership also recognises that it has a role to play in the management of non municipal waste and partners currently participate and contribute to a series of activities on a local and regional level. These initiatives include:

- The sharing of best practice through Green Business initiatives (e.g. Envirowise, Business in the Community and Business Link)
- Linking with national programmes such as Defra's Business Resource Efficiency and Waste programme (BREW)
- Supporting Recycling Action Yorkshire (RAY) initiated by Yorkshire Forward to expand collection, reprocessing capacity and demand for recycle and compost in the region

These activities combined with community activities aim to influence and promote sustainable management of wastes from industrial and commercial sources. There are particular issues associated with hazardous and inert wastes which will be considered in the development of new initiatives where appropriate.

The Partnership will continue to liaise with relevant stakeholders to help improve facilities for non municipal wastes and to help to influence the reduction of wastes wherever practicable.

New initiatives and activities will be described in the waste Strategy Action Plan.



Municipal waste collection and management services in York and North Yorkshire cost local council tax payers about £85 per household per year (2004/5). In view of the increasing legislative and policy developments impacting on waste management activities (Supplementary Report 6, available from rethinkrubbish-northyorks.com), primarily designed to improve the environmental performance of municipal waste management services, the costs are expected to rise significantly despite the overall most cost-effective and appropriate solution being sought.

These additional costs could arise from:

- The provision of services (bins, boxes, vehicles) to enhance kerbside recycling and composting
- The construction and operation of additional infrastructure to support the enhanced collection and recycling services and to treat residual wastes
- The need for additional transportation of materials to facilities
- The higher costs of residual waste processing and treatment compared with the historically low cost of landfill disposal
- Campaign costs and activities to raise awareness about the need to minimise, re-use and recycle waste



However, any increase can be limited by:

- Delivering effective educational and waste minimisation initiatives to prevent waste arising in the first place and therefore reduce the amounts of waste left to deal with
- Making sure recycling and composting services are well used through increasing participation levels and material capture rates
- Obtaining the most cost-effective solutions for council-tax payers by tendering for the long-term provision of services
- Delivering economies of scale by working together to make best use of available resources, facilities and opportunities
- Bulking waste and recyclable materials to minimise transportation impacts
- Applying effective enforcement initiatives to control inappropriate inputs to the municipal waste stream

The proposed combination of waste reduction initiatives, improved re-use, recycling and composting of waste, and the treatment of residual waste, as set out in this Strategy is expected to deliver the stringent landfill diversion requirements of the Landfill Directive. Specifically to reduce the potential for exceeding landfill allowance allocations, particularly for the Landfill Directive target years (2010, 2013 and 2020).

An indication of likely costs for various treatment technologies is set out in the Table 4.

Table 4: Indicative Costs per Household with different end treatments

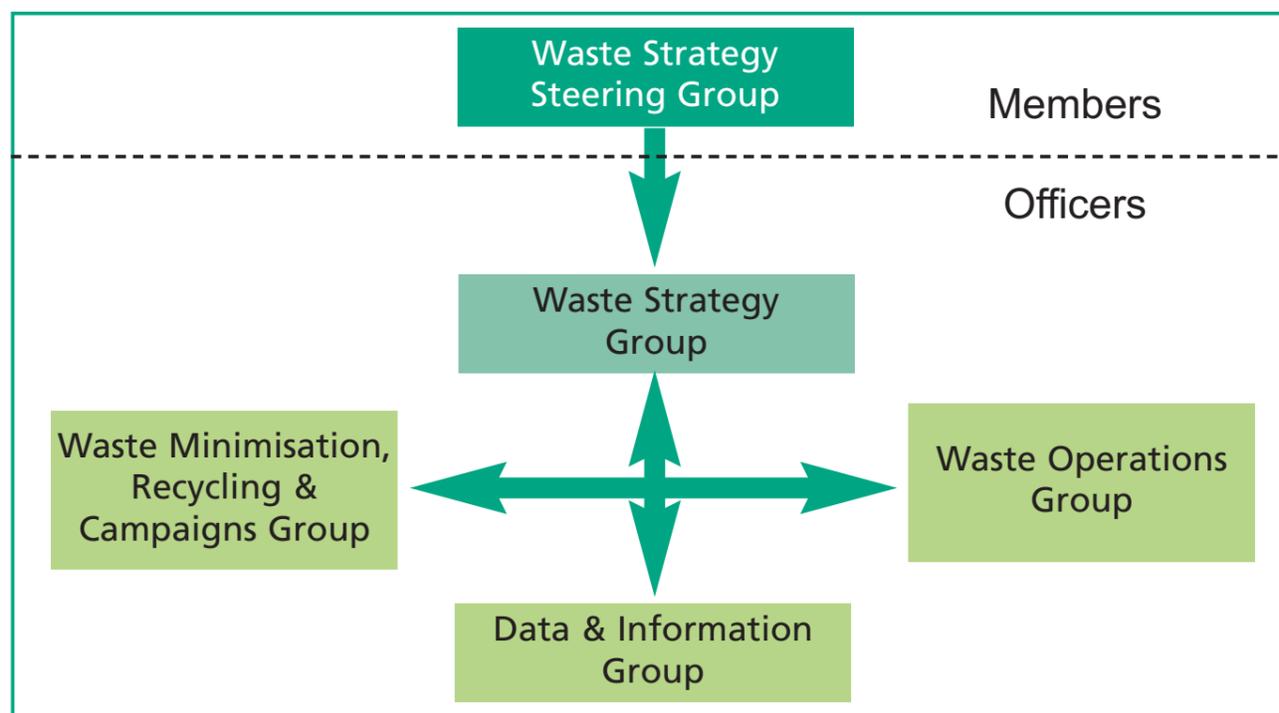
| | | |
|--|--|---|
|  | <p>Cost of collection and disposal – 2005 prices (Landfill of residual waste)</p> | <p>£85 per household per year (currently amongst the lowest in England)</p> |
|  | <p>Minimum future cost using EfW as the prime residual waste treatment</p> | <p>£140 per household per year</p> |
|  | <p>Minimum future cost using EfW and MBT as the prime residual waste treatment</p> | <p>£165 per household per year</p> |

The financial and other implications of failure to achieve specified targets, particularly with respect to landfill allowance allocations are:

- Additional landfill charges
- Additional landfill tax obligations
- Financial penalties
- Poor Government and public perception
- Additional environmental burden

The Partnership recognises the financial risks and implications of not delivering and are working together with the industry, stakeholders and the public to ensure the infrastructure needed is available as soon as possible.

The Partnership has been working closely together since 2003 to plan and develop future waste management services in a co-ordinated way. It is critical to the success of the Strategy that joint decision making continues to play an important role. However, some decisions will continue to be best taken locally, provided they are consistent with the overall Strategy. These decisions will include choices on waste collection, street cleansing and local recycling initiatives. The most efficient way of delivering some council waste disposal and collection services may be through single joint contracts for waste management. A summary diagram of how the Partnership operates is set out below.



There have been a number of recent initiatives that have enabled the Partnership itself to move forwards. These include:

- The signing of a Statement of Agreed Principles (SOAP) between partners
- The development of a Partnership business plan for 05/06 – 07/08
- The development of Service Level Agreements between the Partners for effective delivery of the Strategy
- The development of this Strategy and supplementary Strategy documents (e.g. the Waste Minimisation Strategy & Communications Plan)

The Partnership has identified an objective to seek to provide at least one location within each of the partner’s areas where collected refuse and recyclables can be delivered for later processing or disposal i.e. a local transfer station or delivery point. The precise numbers and locations of delivery points will be determined collectively and will have regard to:

- Population densities
- Land use planning policies
- Availability of land
- Proximity to other delivery points or waste management systems

The impetus for Partnership development in future may be significantly influenced by government policy, which already appears to be moving rapidly towards requiring Partnership arrangements between two-tier authorities as a minimum. The area has already recognised that there are benefits to be gained from joint working with the Partnership extending to the City of York Council (a unitary authority) as well as the 7 District and Borough Councils and the County Council. All members are committed to both this Strategy and continued Partnership working in this way.

'Let's talk less rubbish' includes a series of actions to deliver the targets and policies explained within this Headline Strategy. The Strategy Action Plan is being developed by the Partnership and is due to be published in December 2006. The Plan will be reviewed at 'trigger' points and is intended to be flexible to manage the delivery of the targets whilst providing a structure and accountability for delivery. In some instances, for example for waste growth, there is intended to be a review in 2008 of two of the targets, this will clearly also impact on the Headline Strategy and an addendum or minor revision may need to be undertaken at that point of both the Action Plan and the Headline Strategy.



There will be a complete review of the Strategy as a whole in 2010/11. This will allow both targets to be modified and policies to be introduced where appropriate to deal with the situation at that time.

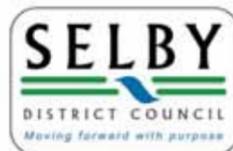
This Strategy and the associated Action Plan set out how all of the Partners in the York and North Yorkshire Waste Partnership will work together over the next 20 years to deliver the aims, objectives and targets set out in this Strategy.

We will:

- Reduce waste by implementing campaigns and developing practical initiatives, as set out in the waste minimisation Strategy and associated action plan (supplementary report 1) so that we can:
 - Contain average household waste arisings so that residents of the Partnership area generate less per head than the average for Shire counties by 2008, and
 - Be amongst the lowest 25% of these by 2013; and
 - Specifically reduce annual average growth of household waste per head to zero % by 2008
- Continue to involve community and other groups in maximising opportunities for re-use.
- Continue to improve the recycling and composting services offered across the Partnership area, so that as a minimum, we
 - Recycle or compost 40% of household waste by 2010
 - Recycle or compost 45% of household waste by 2013
 - Recycle or compost 50% of household waste by 2020
- Carry out further work with key stakeholders and industry to determine the optimum number of waste treatment facilities that are required across the Partnership area to deliver the targets within this Strategy.
- Continue to work with key stakeholders and industry as part of the procurement process for new services to determine the preferred technology for residual waste treatment, although the Partnership expects that in accordance with the BPEO, residual waste treatment in York and North Yorkshire will be by biological and/or thermal processes. Whichever technology becomes the preferred option, we will as a minimum, divert 75% of municipal waste away from landfill by 2013.
- Review the complete Strategy (or specific sections of it) according to the timetable set out within this document and produce an addendum or make a minor revision to either the Headline Strategy or the Action Plan if necessary at that time.



The York and North Yorkshire Waste Partnership comprises:



For further information, please visit: rethinkrubbish-northyorks.com or contact the County Council's waste management team on 01609 780780 or by email at waste.management@northyorks.gov.uk