

County Council

26 February 2008



Revised Joint Municipal Waste Management Strategy for County Durham 2007 – 2020 (Key Decision Env/EN/14/05)

Report of John Richardson, Corporate Director, Environment

Purpose of the Report

- 1 To recommend to Council that the Revised Municipal Waste Management Strategy for County Durham be adopted as a framework to make progress with the Waste Project, including further rounds of public consultation at key stages.

Background

- 2 The County Durham Waste Partnership has been meeting over the last couple of months to update and add local targets to the Draft Municipal Waste Management Strategy for County Durham.
- 3 The Partnership (which comprises waste representatives both at officer and Member level of the County Council and all seven District Councils as well as a representative from the Environment Agency) is keen now to take the Strategy forward so that progress can be made towards achieving ambitious targets for composting and recycling to reduce waste going to landfill in accordance with EU and Government requirements.
- 4 The previously adopted Joint Municipal Waste Management Strategy was published in 2001 and covered the period from 2001 – 2020. This was reviewed by the Partnership in 2004 and it was agreed that in the light of changing circumstances and new targets it needed to be revised. ERM Consultants were appointed by the Partnership with the assistance of Defra funding to carry out this review. Their draft findings were published in March 2006 and comprised a number of reports:
 - Draft Headline Strategy
 - Action Plan
 - Baseline Assessment
 - Technical Report: Waste Prevention and Reuse Report
 - Technical Report: Recycling and Composting Options Report
 - Technical Report: Residual Waste Management Options Report
 - Technical Report: Strategic Environmental Assessment Report
 - Technical Report: Health Impact Assessment Report

- 5 From these documents a summary strategy has been produced. This has now been updated in the light of consultation which was undertaken in 2004/05 and to take account of the National Waste Strategy for England which was published in 2007.

The Revised Strategy

- 6 The principle purpose of the Strategy, in simple terms, is to answer three questions:

- Where we are now?
- Where do we want to be and when?
- How do we get there?

- 7 The Strategy has an overall aim and five objectives:

Strategy aim: “To provide a framework for the delivery of a sustainable municipal waste management solution for the residents of County Durham, taking into account economic, environmental and social factors and with particular focus on the principles of the waste hierarchy.”

The waste hierarchy’s fundamental principle is placing waste prevention at the top as the most desirable solution followed by reuse, recycling and composting, energy recovery and finally disposal as the least preferred option.

The overall objectives of the Strategy are to:

- Provide sustainable integrated waste collection and disposal services that protect human health and the environment
- Provide value for money in all waste management services while achieving and exceeding government targets for waste
- Manage materials, as far as possible, in accordance with the waste hierarchy, maximising the amount managed at the higher levels of the hierarchy
- Manage municipal waste minimising transportation as far as possible
- Enable flexibility to allow for new technology developments and changing legislation

These objectives together with a set of Partnership priorities and targets (see Appendix 2) will help to guide waste management in the County to comply with EU and Government advice/targets. In order to achieve these targets we need to consider a number of options that will be able to deliver more treatment capacity, reducing significantly the amount of waste going to landfill.

The Partnership has agreed that the overall aim is to:

- Minimise more
- Recycle and compost more
- Add more capacity for treatment
- Investigate alternative thermal treatment with energy recovery

- 8 There are a number of different treatment options that can be considered and these need to be assessed as part of the next stage of the process, through the Waste Project Strategic Business Case and the Outline Business Case which will develop the route towards procurement of new facilities.
- 9 The Waste Management Strategy sets the scene and context for this together with baseline information and targets for the future.

Risk

- 10 The production of the current Waste Strategy document lies outside the deliverables of the Waste Solution Project, however, its content and final adoption are key to the delivery of the overall project objectives. It is therefore appropriate to report associated risks with the document through the project protocols.
- 11 The production of the final version of the Waste Strategy is an iterative process, which as it evolves will require further full consultation with key stakeholders. At each stage the project risk log will report associated issues.
- 12 To ensure the timely delivery of the Strategic Business Case, acceptance of the current Waste Strategy is required, therefore non delivery or a delay in its approval represents a key risk. Issues relating to final content will be addressed and reported on as the project evolves.
- 13 A detailed risk log is in place for the Waste Solution Project, risks have been identified early in the project and management of said is ongoing. This process has been developed with the corporate risk manager in line with revised protocols. Clearly a number of these risk issues are commercially sensitive and as such the risk log is not attached to this report.

Consultation

- 14 Public consultation took place on the revised strategy in 2004/05 in accordance with Defra guidance with statutory and other consultees (see list in Appendix 3). Comments made at the time were incorporated into the Strategy and now with the updated National Strategy target incorporated together with local targets it is proposed that a further consultation exercise takes place in the light of the recent additions. As an on-going process and as work on the Waste Project continues further consultation will need to take place at key stages.

The Waste Project

- 15 Consultation on the Revised Municipal Waste Management Strategy will enable the Waste Project to proceed through to the completion of the Strategic Business Case and then if required, support the delivery of the Outline Business Case which will assess the options for the delivery of future DCC waste management needs. This work is ongoing and a report will be tabled to the Waste Board and hence to Cabinet at the

completion of the Strategic Business Case and following the completion of a peer based Gateway review which will be reported to Cabinet together with the Draft Strategic Business Case early April 2008. Consultation will also take place as the project progresses.

Recommendation and Reasons

- 16 Council is asked to adopt the Revised Joint Municipal Waste Management Strategy for County Durham as a framework to make progress and that it be the subject of further public consultation. The Strategy is also to be considered at Cabinet on 21 February 2008.

Background Papers

Draft Revised Joint Municipal Waste Management Strategy for County Durham 2007 – 2020 (A copy has been placed in the Members' Resource Centre).

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Appendix 1: Implications

Local Government Reorganisation

(Does the decision impact upon a future Unitary Council)

This will need to be considered as part of the on-going process. There are options for delivery as a new Unitary that will be explored as the work progresses.

Finance

Implementing the Strategy will have financial implications and will need to be included in the Medium Term Financial Plan.

Staffing

There may be staffing implications at a later date.

Equality and Diversity

This will be taken into account as part of the consultation exercise.

Accommodation

None

Crime and Disorder

None

Sustainability

This will be one of the issues included in the assessment of waste technologies and solutions. A sustainability appraisal has been carried out on the Strategy.

Human Rights

None

Localities and Rurality

The consultation process will include all areas of the County.

Young People

Young people's views will be sought as part of the consultation exercise.

Consultation

This will be carried out as per Defra guidance and DCC best practice.

Health

A health assessment has been carried out on the Strategy.

Appendix 2: Strategic Aims and Objectives

Strategy Aim

To provide a framework for the delivery of a sustainable municipal waste management solution for the residents of County Durham, taking into account economic, environmental, social factors and with particular focus on the principles of the waste hierarchy.

Strategy Objectives

This Strategy includes a set of Objectives that will guide waste management in County Durham. The overall objectives of the Strategy are to:

- provide sustainable integrated waste collection and disposal services that protect human health and the environment;
- provide value for money in all waste management services while achieving and exceeding government targets for waste;
- manage materials, as far as possible, in accordance with the waste hierarchy, maximising the amount managed at higher levels of the hierarchy;
- manage municipal waste minimising transportation as far as possible; and
- enable flexibility to allow for new technology developments and changing legislation.

These high level Objectives have been translated into detailed actions, targets and milestones as outlined in the Action Plan.

Partnership Policies

This section sets out the policies which provide the framework for the strategy.

Policy 1: Current and future policy development will have regard to the relevant national, regional and local guidance.

Policy 2: Durham County Council and the District Councils will prioritise waste reduction and waste reuse.

Policy 3: Jointly, Durham County Council and District Councils will aim to reuse, recycle and compost at least:

- 40% of household waste by 2010;
- 45% of household waste by 2015; and
- 50% of household waste by 2020

Policy 4: The collection Authorities will continue to serve all households with recycling collections of at least two materials.

Policy 5: Durham County Waste Partnership will reduce the amount of biodegradable municipal waste landfilled in accordance with the Landfill Allowance Trading Scheme.

Policy 6: County Durham will seek a residual waste management solution in accordance with the waste hierarchy, that represents value for money and that offers flexibility in the medium to long term.

Policy 7: Durham County Council and District Councils will seek to provide waste management services that offer good value, that provide customer satisfaction and that meet and exceed legislative requirements.

Policy 8: Durham County Council and District Councils will seek to promote the waste hierarchy and provide information to residents through a Community Education and Awareness Plan.

Policy 9: Durham County Council and District Councils will work together to achieve the aims of the joint municipal waste strategy and are committed to share equitably the costs and rewards of achieving its aims.

Targets

- The Waste Strategy for England 2007 sets more challenging existing targets and introduces new national targets. These national targets will be translated into local targets.
 - Annual greenhouse gas emissions:
2020: reduction of 10 million tonnes of CO2 equivalents
 - Household Waste Reuse, Recycling and Composting
2010: 40%
2015: 45%
2020: 50%
 - Household Residual Waste
2010: 29% reduction
2015: 35% reduction
2020: 45% reduction
From 2000 levels
 - Municipal Waste Recovery
2010: 53%
2015: 67%
2020: 75%

Appendix 3: Consultation Details

In April 2004 the Durham County Waste Partnership were awarded £90,000 from DEFRA's Local Authority Support Unit (LASU) to carry out a review of its existing Waste Management Strategy for County Durham. The original Municipal Waste Management Strategy adopted in 2002 for County Durham identified specific treatment facilities such as aerobic digesters to deal with municipal waste. At the time of the review adoption, treatment facilities such as incinerators were highly unpopular with the public. A new Strategy however, would need to address whether or not the public's views on how waste should be managed within the County had changed.

As part of the strategy review process DEFRA appointed consultants ERM, assisted the Partnership in a new consultation process with the public. The following public consultation took place:

- September 2004 - Double page spread in Durham County Councils Corporate magazine called "Countywide". This magazine is distributed across 220,000 properties. The Partnership received over 300 responses from members of the public relating to general waste issues from collection through to disposal issues. Although these comments were relevant they did not address the wider issues of waste treatment facilities and dealt more with waste collection issues. Documentation is available from the Durham County Waste Partnership itemising the public's responses.
- Specific email address set up: wastestrategy@durham.gov.uk was set up to allow members of the public to forward their comments on.
- Dedicated webpage posted on the Durham County Council homepage during the period of the public consultation.
- LA21 Waste and Minerals Roundtable – County Hall. Public meeting regarding the waste strategy held.
- Public Meeting held 28th September 2005 at County Hall, Durham.
- Sedgefield Borough Council's LSP on the Waste Strategy held October 2005.

The Strategy was circulated to the following organisations for comment and feedback:

- Environment Agency
- English Nature
- Countryside Agency
- English Heritage
- Chester le Street District Council
- Derwentside District Council
- Durham City Council
- District of Easington
- Sedgefield Borough Council
- Wear Valley District Council
- Teesdale District Council
- Darlington Borough Council
- Groundwork
- Friends of the Earth
- Greenpeace

What are the plans for future consultation?

The Durham County Waste Partnership will continue to evaluate and monitor the public's attitudes to waste management via a series of consultation exercises.