



Northamptonshire Joint Municipal Waste Management Strategy

Councils' Consultation Draft

Northamptonshire Waste Partnership

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Glossary of Terms

Term	Description
Biodegradable waste	This is waste that is able to decompose through the action of bacteria or other microbes, including materials such as paper, cardboard, food waste and garden waste.
Bring site	A bring site or bring bank is a localised collection point for recyclables such as glass, paper, cans, etc.
Bulky waste	Waste is considered 'bulky' if weighs more than 25kg or any item that does not fit into the householder's bin; or if no container is provided, a cylindrical receptacle of 750mm in diameter and 1m high.
Household Waste Recycling Centre (HWRC)	Site operated by either the Waste Disposal Authority (under the Environmental Protection Act 1990) or the local waste authority (under the Refuse Disposal (Amenity) Act 1978) where residents within a specified area can dispose of their household waste, in particularly bulky waste, free of charge.
Commercial waste	Commercial waste arises from premises used for trade, business, sport, recreation or entertainment, but excluding municipal and industrial waste.
Composting	The degradation of organic wastes in the presence of oxygen to produce a fertiliser or soil conditioner. This can either be an enclosed process (in-vessel) or operated as an open windrow process.
Dry recyclables	Materials such as paper, glass, textiles and cans that can be collected through kerbside schemes or bring banks.
Department of the Environment, Food & Rural Affairs (Defra)	Government Department responsible for the environment. Defra works for the essentials of life: water, food, air, land, people, animals and plants. They are the main department responsible for waste management including strategy, policy and practice.
Fly-tipping	The illegal deposit of waste on land.
Food waste	All types of cooked and uncooked waste food. Also referred to as kitchen waste.
Green waste	Vegetation and plant waste from household gardens and public parks and gardens.
Hazardous waste	Any waste defined as hazardous as prescribed by the List of Wastes (England) Regulations 2005 (SI 2005/895).
Household waste	Waste from domestic properties including waste from residual refuse collections, material collected for recycling and composting, plus waste from educational

Term	Description
	establishments, nursing and residential homes and street cleansing waste.
Kerbside collection	Any regular collection of recyclables from private households and from commercial or industrial premises. It excludes collection services requested on demand.
Kitchen waste	See food waste.
Landfill sites	Landfills are areas of land in which waste is deposited, which often consist of disused quarries. In areas where there are limited, or no, ready-made voids, the waste is deposited above ground and the landscape is contoured, which is named landraising.
Material Recovery Facility (MRF)	A transfer station for the storage and segregation of recyclable materials. Also sometimes known as a material recycling facility or materials recovery facility.
Municipal waste	This includes all waste collected by a Waste Collection Authority, or its agents, such as waste from household, municipal parks and gardens, beach cleansing, commercial or industrial premises, and fly-tipping.
Proximity Principle	Dealing with waste as near as practicable to its place of production.
Putrescible	Organic material with a tendency to decay, e.g. kitchen waste.
Recycling	Recycling involves the reprocessing of waste material, either into the same product or a different one. Many non-hazardous wastes such as paper, glass, cardboard, plastics and scrap metals can be recycled.
Reduction	Reduction or minimisation can be accomplished through reviewing the production processes as to optimise utilisation of raw (and secondary) materials and recirculation processes. This may lower disposal costs and the usage for raw materials and energy. Also householders can reduce waste by reusing products and buying goods with reduced packaging.
Reuse	The commercial sector can reuse products designed to be used a number of times, such as reusable packaging. Householders can buy refillable containers, or re-use plastic bags. Reuse contributes to sustainable development and can save raw materials, energy and transport costs.
Separate collection	Kerbside schemes where recyclables are collected separately to the ordinary household waste collection - by a different vehicle/part of the vehicle or at a different time.

Term	Description
Treatment	<p>This involves the processing of certain types of waste through techniques that may be;</p> <ul style="list-style-type: none"> ➤ Chemical; ➤ Biological; ➤ Mechanical; <p>or a combination of these; in order to render them harmless, to reduce their volume before landfilling, or to recycle certain materials.</p>
Waste arisings	<p>This is the amount of waste produced in a given area during a given period of time.</p>
Waste hierarchy	<p>The waste hierarchy, introduced by the EU Waste Framework Directive, is an abstract framework that prioritises the options for waste management. It represents a sliding scale starting with the most sustainable option and ending with the least sustainable option:</p> <p>Reduction; Re-use; Recovery; Disposal.</p> <p>A variety of different interpretations and representations of this principle can be found, the one included in Government Guidance on Municipal Waste Management Strategies will be adhered to. It is: Reduction; Reuse; Recycling & Composting; Energy recovery; Disposal. Waste prevention is, however, considered to be a more descriptive term for reduction and so will be used instead.</p>
Waste Prevention	<p>Measures to either prevent waste from arising in the first place and/or to prevent it from entering the municipal waste stream (as a result of being collected by a WCA or WDA).</p>
Waste streams	<p>Waste produced by different sources.</p>

Abbreviations

AD	Anaerobic Digestion
BCW	Borough Council of Wellingborough
BMW	Biodegradable Municipal Waste
CBC	Corby Borough Council
DDC	Daventry District Council
Defra	Department for Environment, Food and Rural Affairs
ENC	East Northamptonshire Council
GHG	Greenhouse Gas
KBC	Kettering Borough Council
LATS	Landfill Allowances Trading Scheme
MKSM	Milton Keynes and the South Midlands
MSW	Municipal Solid Waste
NBC	Northampton Borough Council
NCC	Northamptonshire County Council
NJMWMS	Northamptonshire Joint Municipal Waste Management Strategy
SEA	Strategic Environmental Assessment
SNC	South Northamptonshire Council
WCA	Waste Collection Authority
WDA	Waste Disposal Authority
WDF	Waste Development Framework

Definitions

Terms used in this Strategy have the following meanings:

'The Northamptonshire Waste Partnership' / 'The Partnership' / 'NWP'

The Partnership comprises all 8 authorities with responsibilities for the management of waste in Northamptonshire. These are:

- The 7 waste collection authorities (WCAs):
 - Borough Council of Wellingborough;
 - Corby Borough Council;
 - Daventry District Council;
 - East Northamptonshire Council;
 - Kettering Borough Council;
 - Northampton Borough Council;
 - South Northamptonshire Council; and
- The waste disposal authority (WDA):
 - Northamptonshire County Council.

'The Northamptonshire Authorities' / 'We'

Refers to the authorities comprising the Northamptonshire Waste Partnership (see above).

'The Strategy'

Shorthand for the Northamptonshire Joint Municipal Waste Management Strategy (NJMWMS). This Strategy has been jointly prepared and agreed by all 8 Northamptonshire Authorities in The Partnership.

'The 2002 Strategy'

The previous Strategy, adopted by the Northamptonshire Authorities, which this Strategy builds upon and refines in line with recent developments and changes in policy.

'The hierarchy'

Refers to the hierarchy of approaches to waste management;

Preventing waste is the first priority, then reusing it, then recycling or composting it, then recovering energy from it and considering disposal as the final option.

Each approach may be described as a 'tier'. The hierarchy is illustrated in Figure 1 of the Strategy.

'Driving waste up the hierarchy'

Refers to increasing the amount of waste that is managed through approaches in higher tiers of the hierarchy.

'Districts'

Refers to the waste collection authorities (WCAs) listed above.

'County Council'

Refers to the waste disposal authority (WDA) listed above.

'Recycling Centre'

Refers to any facility for collection of recyclable materials that is provided for multiple users. These include collective recycling bins for blocks of flats, 'bring bank' recycling points such as bottle banks, recycling centres currently operated by some Districts and the Household Waste Recycling Centres currently operated by the County Council.

1.0 Introduction

This Consultation Draft of the Northamptonshire Joint Municipal Waste Management Strategy (referred to henceforth as 'the Strategy') has been developed jointly by the Northamptonshire Waste Partnership (NWP). The aim has been to produce a *joint* approach to managing the County's municipal solid waste in the period from 2007/8 to 2020/21.

The Strategy is a revision of one adopted in 2002 ('the 2002 Strategy') and, although significantly restructured and refocused, it continues in a similar direction to its predecessor.¹

The purpose of this document is to set out, in draft form, the strategic approach of the Northamptonshire Authorities to managing municipal solid waste between 2007/08 and 2020/21. It builds upon the 2002 Strategy, and takes account of developments since then, including changes in Government policy and progress made within Northamptonshire.

It sets out the current position for the Northamptonshire Authorities. It also charts a way forward for the future, setting out a vision for the Strategy, and the principles which will guide further actions. Further detail, in terms of how the Northamptonshire Authorities will strive to achieve their vision, is set out in a range of policies. The intention is that these should be relatively constant over time and will not need major change when the Strategy is reviewed periodically (every 5 years).

1.1 Other Documents Comprising the Strategy

This document is accompanied by a detailed Action Plan which sets out the route map for delivering the principles and policies outlined in the Strategy. The Action Plan will be the principal focus of regular monitoring and review as it will require adaptation and modification in response to operational matters arising, such as changes in waste quantities and composition, as well as changes in government policy (targets etc.).

Local people were consulted during the development of the 2002 Strategy. During this revision, consultation has occurred through the use of a range of community and stakeholder involvement initiatives.

This Strategy is also being subjected to public consultation, responses from which will be considered when finalising the Strategy, which will subsequently be submitted for formal adoption by all the Northamptonshire Authorities. The draft Strategy is also being subjected to a Strategic Environmental Assessment (SEA), and in line with legal requirements, the SEA Environmental Report has been prepared for consultation at the same time as the draft Strategy.

1.2 Scope of the Strategy

The Strategy addresses all of the waste arisings within Northamptonshire that come under the heading of 'municipal solid waste' (MSW). This includes 'household waste'

¹ The Northamptonshire Authorities (October 2002) *Northamptonshire's Joint Waste Strategy*.

(waste produced by households - including street sweepings and litter and waste collected at Household Waste Recycling Centres (HWRCs)), as well as some commercial wastes, waste from municipal buildings and waste from clearing up fly-tipping.

Due to the long term nature of policies such as the Landfill Tax and the Landfill Allowances Trading Scheme (LATS), as well as the need to manage waste and resources in a way that does not compromise the potential for future generations to meet their own needs, this Strategy takes a long term view – to 2020/21 and beyond. Between them, this Strategy and the Action Plan seek to answer the following fundamental strategic questions:

- Where are We now?
- Where do We want to get to? and
- How are We going to get there?

2.0 Context

The Northamptonshire Authorities' previous Joint Waste Strategy ('the 2002 Strategy') highlighted the need for Northamptonshire to change the way it manages its waste, the majority of which was being landfilled. It was developed soon after the Government's Waste Strategy 2000² ('Waste Strategy 2000'), which provided a national strategy for waste management and introduced statutory local authority recycling and composting targets for the first time.

Developments in Government policy and regulation since that time have served to reinforce the policies set out in Waste Strategy 2000. The key changes, in terms of policy drivers, since the previous Strategy are:

- a) The announcement of higher levels of Landfill Tax in future. The tax will increase from its 2007/08 level of £24 per tonne by at least £8 per tonne per annum until it reaches a level of £48 per tonne in 2010/11; and
- b) The introduction of the Landfill Allowances Trading Scheme (LATS) as a means to deliver the EU Landfill Directive. This aims to deliver a national reduction in landfilling of biodegradable municipal waste to 35% of 1995 levels by 2020. Under the scheme, Northamptonshire County Council, as the Waste Disposal Authority (WDA) in the NWP area, has been allocated a specified number of allowances which relate to the quantity of biodegradable municipal waste it is allowed to landfill each year between 2005/06 and 2019/20. The allocation declines each year. The allowances are tradable, meaning that those WDAs with a surplus (because they landfill less material than they have allowances for) will be able to sell them to those in deficit. If, however, the County Council landfills more biodegradable municipal waste than it holds allowances for, the Government may levy a penalty of £150 per tonne of material for which no allowance is held. The Government may also 'pass on' to those WDAs not holding sufficient allowances

² DETR (April 2000) *Waste Strategy 2000 for England and Wales*,

the cost of any fines it may incur from the European Court of Justice as a result of the UK's failure to meet its targets under the Landfill Directive.

Both of these economic instruments have the potential to have significant impacts on the cost of waste management in Northamptonshire. Over 240,000 tonnes of municipal waste were landfilled in 2005/06. These instruments strengthen the incentive for change relative to the situation in 2002.

The amount of waste to be managed, and the speed with which this grows, have obvious implications for both the environment, and for the costs of managing this waste (which are borne in part by Council tax payers). Northamptonshire comprises an important part of the Milton Keynes & South Midlands (MKSM) Sub Region for which Government is planning considerable growth in housing in the coming years. Over the twenty years from 2006/7, an estimated 108,000 additional households are anticipated in Northamptonshire – an increase of 39%. This is likely to result in an increase in the amount of waste to be managed in Northamptonshire and constitutes a challenge for the Northamptonshire Authorities, both in terms of service provision by the WCAs, and facility planning by the WDA.

The issue of climate change is perceived, increasingly, as a major threat to the environment. Waste is, simply put, material which is no longer wanted by its owner. Yet energy is required to make these materials, and simply discarding them implies a loss of the energy embodied in those materials. Reducing waste in the first place, or re-using materials, reduces the contribution to climate change because the energy needed to make new materials is reduced. Similarly, recycling materials and using these as the basis for manufacturing new products usually requires less energy than where products are made from primary materials. Hence, recycling contributes to reducing the climate change impacts of our activity. In addition, reducing and re-using waste, as well as the recycling and composting or anaerobic digestion of material, can conserve resources, and avoid pollution associated with extracting and transporting primary raw materials.

Waste that cannot be reused, recycled or composted can have value recovered from it through energy recovery and any residues requiring final disposal can be pre-treated to minimise the environmental impact of landfilling. To illustrate these features of different waste management techniques, the Waste Management Hierarchy (see Figure 1 below) has been developed and the objective of driving waste up the hierarchy is at the heart of both Government policy and this Strategy.

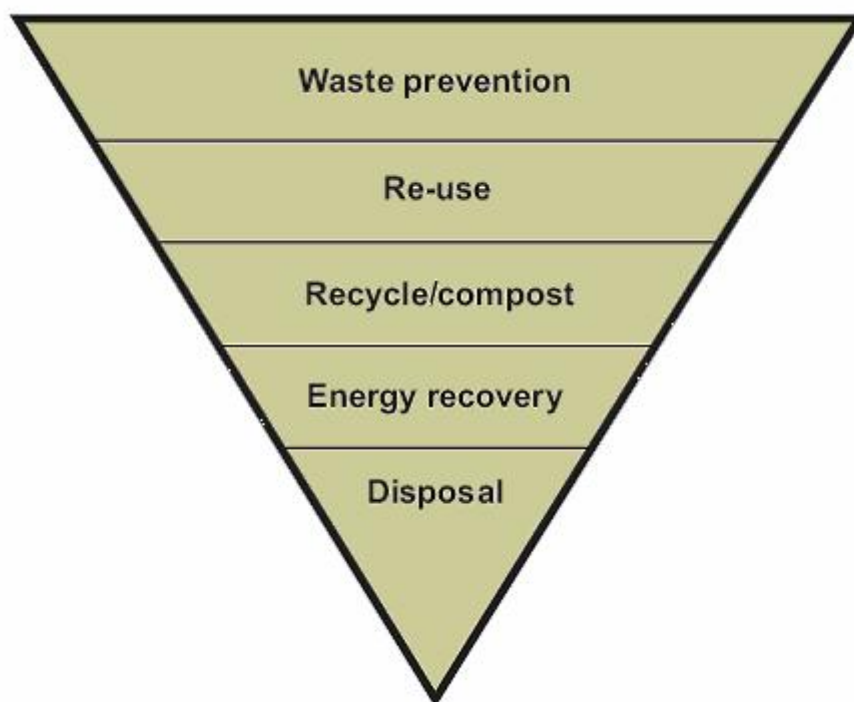
In May 2007, the Government published its revised Waste Strategy ('Waste Strategy 2007').³ This included higher recycling targets for household waste than was previously the case. The new targets are:

- 40% in 2010;
- 45% by 2015; and
- 50% by 2020.

³ Defra (2007) *Waste Strategy for England 2007*, May 2007, www.defra.gov.uk.

It is possible that these targets will be reflected in new statutory targets for the Northamptonshire Authorities in the near future, though as yet, this is unclear.

Figure 1: The Waste Management Hierarchy



In addition, Waste Strategy 2007 set targets for the quantity of residual household waste produced per person across the UK. The target is to move from a current level of around 450kg/person to 225kg per person in 2020.

Government is due to consider which indicators should be used to monitor local authority performance as part of its attempt to rationalise the lengthy list of targets which currently exist.

Northamptonshire is part of the East Midlands Region. A Regional Waste Strategy⁴ was adopted in January 2006 and includes targets for the recycling and composting of municipal waste. Recent developments have made it clear that regional strategies are not binding on the constituent authorities. The key role of the Region relates to its role in spatial planning, and this is not the focus of this Strategy.

⁴ East Midlands Regional Assembly (January 2006) *East Midlands Regional Waste Strategy*.

3.0 Where Are We Now?

In 2006/07, total municipal waste arisings in Northamptonshire were around **370,000** tonnes. Summary statistics are shown in Table 1.

Table 1: Summary Waste Generation Data for Northamptonshire, 2006/07

Waste Type	Total (tonnes)	% of Total
Municipal Waste (Total)	389,813	
Household Waste	343,474	88.11%
Household Waste Collected at HWRCs	68,122	17.48%
Household Waste Collected by WCAs	275,352	70.64%
Commercial (trade) Waste Collected by WCAs	24,838	6.37%
Other Municipal Waste	21,501	5.52%

Note: These are provisional figures

3.1 Trends in Waste Generation

The amount of waste produced by Northamptonshire over the period 2001/02 to 2004/05 was analysed in the Baseline Report⁵ and showed an average annual reduction in municipal waste of 0.7%. More detailed analysis of individual waste streams indicated:

- The amount of household waste collected by the WCAs has increased by 0.3% over 4 years, most likely as a result of increases in the total number of households;
- The amount collected at the Household Waste Recycling Centres (HWRCs) has reduced by 10% over 4 years, most likely as a result of the introduction of measures to control waste input to the sites
- The amount of commercial (trade) waste collected by the WCAs has reduced by 3.5% over 4 years, most likely as a result of reductions in the total number of businesses served.

For the purposes of this Strategy, it has been assumed that, if no further progress were to be made on waste prevention, the amount of household waste produced by each household in Northamptonshire would remain constant.

As stated above, over the 13 year duration of this Strategy approximately 69,000 additional households are anticipated in Northamptonshire – an increase of 24%. If the number of households increases in this way, this will result in a 24% increase in household waste to be managed in Northamptonshire.

⁵ Enviro (June 2006) *Baseline Report and Waste Strategy Review*.

Municipal waste includes household waste as well as some commercial (trade) waste. As noted above the amounts collected have declined in recent years and this trend appears likely to continue.

Forward projections suggest that total municipal waste will increase to 404,000 tonnes in 2010/11, 435,000 tonnes in 2015/16 and 464,500 tonnes in 2020/21.

3.2 Recycling and Composting Performance

The 2002 Strategy set the following targets for recycling and composting:

1. 36% of household waste by 2010/11
2. 45% of household waste by 2015/16
3. 50% of household waste by 2020/21

Since the 2002 Strategy was adopted, significant progress has been made in increasing recycling and composting rates. Indeed, the most recent data for 2006/7 suggests that the NWP may already have achieved the target it set for 2010/11. Each of the Northamptonshire Authorities has increased its recycling rate. Recycling rates achieved by each authority in 2001/02, and 2004/05, as well as the projected rates for 2006/07 (these figures are still being finalised) are shown in Table 2 below.

Table 2: Household Waste Recycling Rates, 2001/02, 2004/05 and 2006/07

	2001/02 %	2004/05 %	2006/07* %
CBC	3.5	11	28.0
DDC	44	45	47.0
ENC	16	23	23.6
KBC	4	11	43.3
NBC	13	28	37.3
SNC	11	28	40.9
BCW	10	18	30.6
NCC (HWRCs)	17	44	47.4
Northamptonshire wide	18	28	39.0

Note: The figures for 2006/07 are provisional figures

Much of the improvement seen in the above figures can be traced to:

- The introduction of new waste collection services, including systems for garden waste collection, across the Districts. The predominant services operated by each District in 2006/07 are shown in Table 3 below; and
- The improvement in the overall recycling performance of the HWRCs operated on behalf of the County Council.

Table 3: Main Collection Services Offered by WCAs in 2006/07

WCA	Details of Collections		
	Residual Refuse	Recyclables	Organic Waste
CBC	Every 2 weeks 240 litre wheeled bin	Every 2 weeks Paper, plastic bottles, cans	Every 2 weeks Green garden waste & cardboard
DDC	Every 2 weeks 240 litre wheeled bin	Every week Paper, plastic bottles, cans, glass, textiles	Every 2 weeks Green garden waste & cardboard
ENC	Every week Black sacks	Every week Paper (wk1) Cardboard, plastic bottles, cans, textiles (wk2) Glass (4 weekly)	Every 2 weeks (charged collection on request)* Green garden waste
KBC	Every 2 weeks 240 litre wheeled bin	Every 2 weeks Paper, cans, plastic bottles, glass	Every 2 weeks Green garden waste & cardboard
NBC	Every 2 weeks 240 litre wheeled bin	Every week Paper & cardboard (wk1) Plastic bottles & cans (wk2)	Every 2 weeks Green garden waste
SNC	Every 2 weeks 240 litre wheeled bin	Every week Paper & glass (wk1) Plastic bottles & cans (wk2)	Every 2 weeks Green garden waste & cardboard
BCW	Every 2 weeks 240 litre wheeled bin	Every 2 weeks Paper, cardboard, plastic bottles, cans, textiles	Every 2 weeks Green garden waste

* Service commenced April 2007

Although the focus of much attention and the subject of the Government targets referred to above, recycling and composting performance should not be seen as the only meaningful performance indicator for waste management. If efforts are made to help households to produce less waste in the first place, then this is also likely to have positive implications for the environment, as well as reducing the cost of waste management. Table 4 provides a breakdown of waste generated per person in each of the Districts.

Table 4: Summary of Annual Waste Generation per Household in 2006/07

	Population (2006/07)	Total Household Waste (tonnes)	Household Waste per Person (kg)	Total Recycling & Composting (tonnes)	Total Recycling (tonnes)	Recycling per Person (kg)	Total Composting (tonnes)	Composting per Person (kg)	Residual Household Waste (tonnes)	Street Sweepings (tonnes)	Total Residual Household Waste (tonnes)	Residual Household Waste per Person (kg)
CBC	56,400	22,101	392	6,189	3,715	66	2,474	44	15,188	724	15,912	282
DDC	75,900	35,964	461	16,920	6,152	79	10,768	138	18,979	65	19,044	244
ENC	80,090	30,010	375	7,085	5,745	72	1,340	17	21,340	1,585	22,925	286
KBC	85,300	37,667	442	16,325	7,474	88	8,851	104	19,063	2,279	21,342	250
NBC	203,100	80,636	397	30,110	16,577	82	13,533	67	48,576	1,950	50,526	249
SNC	84,500	38,472	455	15,734	6,133	73	9,601	114	22,380	358	22,738	269
BCW	73,000	30,503	418	9,325	5,529	76	3,796	52	20,071	1,107	21,178	290
NCC (HWRCs)	660,390	68,122	103	32,259	20,456	31	11,803	18	35,863	0	35,863	54
Northamptonshire	660,390	343,474	520	133,946	71,781	109	62,165	94	201,460	8,068	209,528	317

Note: These are provisional figures

3.3 Waste Management Infrastructure

The Districts operate 160 'bring bank' recycling points between them. South Northamptonshire and East Northamptonshire also operate larger recycling centres. The Districts have contracts for the composting of green garden waste (and some cardboard) and the sorting of recyclable materials that are collected commingled, Northampton Borough Council operates its own Materials Reclamation Facility (MRF). Daventry District Council operates its own waste transfer station.

Northamptonshire County Council provides 10 Household Waste Recycling Centres (HWRCs) across the county and has contracts for the composting of green garden waste brought by residents to the HWRCs. The County Council also has contracts with windrow composting facilities, which process waste from Wellingborough and East Northamptonshire Councils. In addition the County Council provides waste transfer and disposal facilities for the residual waste collected by the Districts.

Almost all of the municipal waste collected in Northamptonshire that is not recycled or composted is sent to landfill. One of the key challenges that this Strategy will need to address is Northamptonshire's lack of facilities for treating residual waste, so that value can be extracted from it and so that the impact of it being landfilled can be minimised.

4.0 Where Do We Want to Get To?

The 2002 Strategy established an aim and a set of fundamental principles to provide the strategic basis for more sustainable waste and resource management in Northamptonshire. As part of the revision process the NWP has reconsidered these and, through a joint approach, produced a Vision, as well as 6 key Principles for the Strategy. These are listed below.

4.1 Vision

The NWP vision for managing waste is as follows:

Our vision is to manage waste in a sustainable manner to meet the current and future needs of Northamptonshire communities.

4.2 Principles

The Vision is given further substance through the following principles, which are intended to guide thinking about waste management in the County in the coming years. These are set out below.

Principle 1: Waste Hierarchy:

<i>We will follow the established hierarchy of waste management options, except where there is no demonstrable benefit to the environment or costs are prohibitive.</i>

The waste hierarchy was set out in Figure 1 above. It is generally accepted that waste should be managed in the following order of preference:

- preventing waste ; then

- reusing waste; then
- recycling or composting waste; then
- recovering energy from waste; then
- disposing of waste (the option of last resort).

The hierarchy is a basic guide to decision making, but it is not practical to pursue upward movement in the hierarchy to an excessive degree. The hierarchy also sometimes suggests doing things which might not always be environmentally beneficial. We intend to follow the hierarchy unless compelling reasons to do otherwise are presented. These may be to do with cost, or the fact that a clear environmental benefit from moving up the hierarchy cannot be demonstrated.

Principle 2: Best Value:

We will deliver quality services which offer value for money overall.

This Strategy has been prepared with a view to providing best value to taxpayers in the County. In seeking to ensure this is the case, the Strategy has considered the financial implications of specific actions from the perspective of the Council Tax payer. In other words, the costs of changes being considered have included both the costs for Districts, and the costs for the County Council. When considering changes to existing practices, costs have been set against environmental considerations. This approach has been used to ensure best value to taxpayers.

Principle 3: Community Involvement:

We will engage with our communities so that:

- *Their views are taken into account in determining and implementing initiatives for the management of waste; and*
- *They understand and take responsibility for their role in managing their waste in line with the (waste) hierarchy.*

The above principle is intended to ensure that communities are involved in the development and implementation of the Strategy. Without the support of communities, this Strategy cannot achieve its vision, and it cannot deliver on its (other) principles. We are committed to meeting our duties under equalities legislation and will strive to make our services accessible and responsive to all. Not only will decisions be informed by consultation with communities, but promotional activities will seek to ensure that communities manage their waste in the most appropriate manner.

Principle 4: Partnership:

We will work together and seek partnerships with others in pursuit of our vision.

The Government, in Waste Strategy 2007, is encouraging local authorities in two-tier areas to work more closely together. New powers in the Local Government and Public Involvement in Health Bill, the use of Local Area Agreements, and the new local government performance framework are all expected to deepen the extent of joint working. Within Northamptonshire the Authorities work closely together through the NWP and are reviewing opportunities for closer collaboration. In the short-term, they

are also considering the nature of the financial transfers between the Districts and the County Council with a view to ensuring that the actions which are incentivised by these financial transfers are to the mutual benefit of Districts and County Council.

As regards partnerships with other bodies, the County Council is considering partnering with Milton Keynes to deliver residual waste treatment infrastructure, and other authorities of the NWP are being kept informed of developments in this regard. It is also considering relationships with community groups in respect of re-use initiatives, and will consider working with others as the need, or possibility, arises.

Principle 5: Flexibility:

We will ensure that services are flexible enough to accommodate change, both in legislation and performance, without compromising these principles.

If insufficient care is exercised, it is possible for the way in which waste is managed to become 'locked in' to a particular approach. This would be especially worrying if this approach is 'low in the hierarchy'. In order to ensure adherence to Principle 1 over the longer term, it is essential that capacity for treatments which are low in the hierarchy is not over-specified so that efforts to move waste further up the hierarchy are compromised. In addition, some flexibility in the technologies used to deal with residual waste is desirable so that they may take advantage of changing market situations in respect of key outputs.

Principle 6: Proximity:

We consider it desirable to manage waste close to the point of generation unless greater environmental and economic benefits can be achieved through alternative approaches

There are both environmental and ethical reasons for waste to be managed close to the point at which it is discarded. There are, however, limitations as to how close to the point of its generation waste can be managed. The environmental benefits of specific management routes often outweigh the disbenefits of additional transport. Consequently, We intend to manage waste close to the point of its generation wherever possible, but accept transport further afield if it can be demonstrated that significant environmental and / or economic benefits exist.

5.0 How Are We Going to Get There?

Delivery of the above vision and principles will be through the policies set out below. The policies will be implemented through corresponding areas of action outlined in the accompanying Action Plan.

5.1 Education and Awareness

Policy 1:

We will continue investment in education and awareness raising to support the Strategy.
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The significant increases in recycling and composting of waste achieved in Northamptonshire over the past 5 years would not have been possible without the active participation of households in the services provided for them by the Northamptonshire Authorities. This demonstrates a significant enthusiasm on the part of many residents to 'do their bit' for the environment and has been assisted by promotion at the local, as well as national, level.

The priorities of the hierarchy which underpin this Strategy ("reduce, reuse, recycle") require continued promotion to ensure that, over time, they become part of people's thinking – and their habits - at home, at work and at leisure.

Education and awareness raising is a theme that underpins all aspects of this Strategy; policies and actions in each tier of the hierarchy have been developed under the assumption that the sustainable waste management message will continue to be promoted and heard.

5.2 Waste Prevention & Reuse

Policy 2:

We will prioritise actions which promote and deliver household waste prevention and re-use.
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The Northamptonshire Authorities already undertake a number of initiatives to prevent waste generation, including the promotion of home composting and promotion of real nappies.

This positive work needs to be reinforced. As the costs of waste management rise, so the benefits of preventing waste at source are increasingly realised in financial, and not just environmental, terms. The same applies to re-use (indeed, it is sometimes difficult to draw the distinction between the two).

5.3 Recycling and Composting

Policy 3:

We will provide quality, convenient collection services so as to maximise the opportunity for separate collection of dry recyclables and organic waste.
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The 2002 Strategy set the Northamptonshire Authorities targets to achieve significant levels of recycling and composting, both individually and collectively. As

demonstrated in Table 2, progress towards these has been significant, with the 36% target achieved 4 years ahead of schedule. Some further changes to the services listed in Table 3 have been recently implemented and some further ones are planned which together will ensure almost all households receive a comprehensive recycling collection service. As a result, recycling and composting rates can be expected to continue to increase.

Analysis of the materials currently collected by each district as well as results from a countywide programme of waste analysis indicate that there is significant additional potential for recycling and composting performance as a result of:

- improving the participation in schemes;
- increasing the capture of materials which are already targeted by recycling schemes; and
- introducing collections of materials not currently targeted, in particular food waste.

Over time it is expected that services will continue to move towards a common range of materials collected, though the exact approach to collection may vary across Districts.

Policy 4:

We will provide a network of quality Recycling Centres which maximise the opportunity for segregated collection of materials.
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The recycling and composting performance of the HWRCs operated by the WDA has also improved. Over time it is likely that opportunities will arise for recycling a wider range of materials. Indeed, legislation may require the capture of specific products at the end of their useful life for reuse and / or recycling.

In addition the WCAs provide various types of 'Recycling Centres' for a range of recyclable materials. These provide an additional alternative to the kerbside collections and need to be kept under review in terms of the types of materials they collect and the density of provision. The interaction between WCA provision and the HWRC provision will be explored in the months ahead as the County Council considers new contracts for the HWRCs.

Policy 5:

We will aim to put in place appropriate services and infrastructure to achieve recycling and composting rates for the county as a whole of:

- 44% of household waste by 2009/10;
- 48% of household waste by 2012/13;
- 52% of household waste by 2015/16; and
- 56% of household waste by 2019/20.

Within this target, the County Council is aiming to achieve a target for recycling and composting at HWRCs of 70% by 2015/16. If the HWRCs achieve this level, then the Districts combined will need to achieve targets of:

- 40% of household waste by 2009/10;
- 43% of household waste by 2012/13;
- 48% of household waste by 2015/16; and
- 53% of household waste by 2019/20.

The combination of actions by the Northamptonshire Authorities under Policies 3 and 4 should result in an increase recycling and composting rates. This Strategy has set increased targets for recycling and composting relative to the 2002 Strategy. These are set out in Policy 5. It is generally easier to achieve high recycling rates at HWRCs than it is to do so from kerbside collections. Hence, the targets are different for the County Council and for the combined Districts. The NWP has accepted that not all Districts should be required to meet the same recycling target. In practice, at different times, different Districts will have more or less potential to change their approach. The aim is to ensure that the NWP as a whole achieves these targets, which are above those set by Government in Waste Strategy 2007.

Policy 6:

We will keep under review the range of mechanisms available to us to incentivise:

- Waste prevention / re-use; and
- Greater participation by residents in separate collection services.

These levels of recycling will, as indicated above, require continued improvements in participation by residents, and in the capture of targeted materials. It is important to keep such mechanisms under review. For example, accompanying Waste Strategy 2007, the Government launched a consultation on incentives for recycling by households. Such new mechanisms, potentially made possible by changes in legislation, may help to achieve the vision set out in this Strategy and, as a result, need to be kept under review.

5.4 Residual Waste

Residual waste is the waste that is not prevented or reused and is not collected for recycling or composting.

Policy 7:

The Northamptonshire authorities will work together to reduce the amount of residual household waste generated per person on a continuous basis so as to achieve the following targets:

- 295 kg in 2009/10;
- 275 kg in 2012/13;
- 255 kg in 2015/16; and
- 230 kg in 2019/20.

The practice of setting percentage based recycling targets has received some criticism in recent years. It is possible to have a high performance in terms of the percentage of material sent for recycling and composting, but to be generating large quantities of waste overall. Is a local authority which collects 800kg of waste per household and recycles 35% of it performing better or worse than one which collects 1,200kg of waste per household and recycles 50% of it? In the authority with the lower recycling and composting rate, waste sent for disposal is 13% lower.

A way of taking into account the effects of measures aimed at waste reduction and re-use AND waste recycling and composting is to assess the amount of residual waste remaining as a result of the implementation of these initiatives. Government has recently accepted this principle in setting such targets in Waste Strategy 2007, and has initiated a consultation phase on new indicators for local government performance, with this measure being one of three indicators proposed.

In 2006/07, as Table 4 shows, the average residual household waste generated per person in Northamptonshire was around 316kg. We will aim to reduce this, over time, in line with targets set out in Policy 7 above. These targets take us close to, but do not exceed, Waste Strategy 2007's target of 225kg per person by 2020.

Policy 8:

We will seek a residual waste management solution which respects our desire to move waste up the hierarchy, which is environmentally sustainable, reliable and deliverable, which presents value for money and which is consistent with our response to the LATS set out in Section 6.0 of this Strategy.

At present all Northamptonshire's residual waste is sent to landfill for disposal. Our allocation of landfill allowances and the increasing landfill tax are forcing us to reappraise our reliance on landfill.

It is not only drivers from central government which are pushing Northamptonshire to consider different ways of managing its residual waste. There is a growing appreciation that simply landfilling untreated waste is neither prudent nor sustainable. Furthermore, local availability of landfill void cannot be guaranteed indefinitely. EU legislation effectively requires that waste that is to be sent for disposal be dealt with as close to the point where it is generated as is possible.

In the 2002 Strategy, We said that We would steadily reduce the amount of waste being landfilled with a target of zero waste disposed of direct to landfill by 2020. Some residual waste will, for the foreseeable future, continue to be landfilled without

any form of pre-treatment. This is unavoidable since it takes several years to procure, obtain consents for, and build new non-landfill facilities.

All residual waste treatments generate residues which have to be dealt with. Usually, some landfilling of these results, so that even if every tonne of residual waste was fed into a treatment facility, there would still be some residues to be landfilled.

Whilst landfill lacks strong environmental credentials, it is inherently more flexible than other waste treatment routes. Other waste treatment routes treat relatively fixed annual amounts, but with landfills, there is scope to vary quantities treated from one year to the next without any financial penalty. For this reason, landfill can complement other techniques in an integrated strategy and can play a role in making sure the management of material is not 'locked in' to treatment by processes low in the waste management hierarchy.

As far as residual waste treatments are concerned, We will examine the options taking into account matters of cost and environmental performance, as well as the views of communities. Within our consideration of costs, We will take into account the potential implications for the NWP of the LATS.

5.5 Waste From Premises Other than Households

Policy 9:
We will take measures to minimise the landfilling of trade waste.
Policy 10:
We will, as local authorities, set an example by preventing, re-using, recycling/composting our own waste and by using our buying power to encourage sustainable resource use.

As illustrated in Table 1, around 10% of the municipal waste in Northamptonshire arises from non-household sources.

The largest of these is commercial (trade) waste collected from businesses by the WCAs and the Northamptonshire Authorities face decisions regarding their approach to dealing with this. Districts collect differing amounts of commercial waste. Under the LATS, the tradable allowances granted by Government for the landfilling of biodegradable municipal waste (BMW) acquire a value as assets within the market for allowances. The greater the amount of BMW collected, the greater are the potential costs associated with dealing with the material if it continues to be landfilled (as most of it currently is). There are significant opportunities (as well as benefits to be derived from) increasing the collection of trade waste for recycling.

It is not meaningful to set targets for reduction in the quantity of non-household municipal waste collected by the Northamptonshire Authorities since the quantity collected is determined principally by operational decisions and the prevailing market for commercial waste than on any underlying trend. There are, however, opportunities for increasing the amount of trade waste that is recycled.

In the Waste Strategy 2007, central Government is encouraging Local Authorities to use their role as local community leaders in partnership with businesses, other local, sub regional and regional public sector organizations and third sector organizations to

achieve a more integrated approach to resources and waste in their areas. In particular the Government is looking for Local Authorities to facilitate the procurement of recycling collection services for businesses.

The Northamptonshire Authorities, as the largest employers in the county, have an opportunity to lead by example in the way they deal with waste.

Policy 11:
We will use enforcement action to combat environmental crimes.

Fly-tipping have a negative impact upon the quality of neighbourhoods. Clearance of waste from fly-tipping and other illegal activities is expensive and the waste is difficult to recycle. Local authorities have a range of legal powers open to them to tackle environmental crimes, including those relating to waste. Concerted action by all authorities in this area is an effective way to minimise the number of incidents and address the problems these cause.

5.6 Working Together

Policy 12:
We will work together to develop and deliver co-ordinated services and infrastructure for more efficient waste collection, transfer, treatment and disposal.
Policy 13:
We will investigate the opportunities for formalising partnership working across the Northamptonshire Authorities.

The Northamptonshire Waste Partnership has already been effective at co-ordinating the efforts of the 8 different authorities with responsibilities for managing waste within Northamptonshire. Joint initiatives including waste education and prevention, waste composition analysis, development of this Strategy and a study on improving collection efficiencies have been undertaken, as well as meetings, briefings and visits to waste management facilities in the UK and Europe. There are likely to be benefits, in terms of cost and co-ordination of services, and the associated efficiency gains, in taking this joint working further. The most integrated approaches are unlikely to be viable without some delegation of powers to a separate partnership body. This is a significant step for the Authorities to take, and so may take time to achieve.

It should be noted that the County Council is already at advanced stages of negotiation with Milton Keynes in respect of joint working on the management of residual waste.

5.7 The Growth Agenda

Policy 14:
We will seek opportunities in the creation of new communities in Northamptonshire for integrating sustainable waste and resource management into development plans.
We will ensure that development makes appropriate provision for waste management.

The challenge facing Northamptonshire as a result of the growth agenda is highlighted in Section 2.0. We are keen to ensure that development makes

appropriate provision for waste management at both household and community levels and that wider opportunities arising from this agenda are identified and taken. In particular, it is the intention of the NWP to ensure that District planners ensure that appropriate provision for management of waste is made at all new developments, commercial and domestic alike.

5.8 Climate Change

Policy 15:

We will monitor and consider the impact of our activities in relation to climate change.

Climate change has become well understood as an issue and for many is the greatest environmental challenge facing society. The vision and the first principle of this Strategy both embody the need to make decisions on environmental and social grounds, as well as those of cost. Analysis of the benefits from, for instance, recycling demonstrate that the climate change benefits of recycling materials outweigh the emissions associated with their collection. Equally, different residual waste treatments have differing climate change impacts. It is likely to become increasingly important for authorities to be able to measure, and account for, the climate change impacts of their activities.

5.9 National Legislation and Policy

Policy 16:

Policy development will have regard to the National Waste Management Strategy and other relevant national, regional and local guidance, policies and strategies and plans.

Policy 17:

We will lobby relevant government departments and agencies, as well as other organisations, for the introduction of policies and financial arrangements which support the delivery of this Strategy's principles.

The Partnership has a clear vision for waste management in Northamptonshire and a leading role in delivering that vision. Government legislation and policies have influenced the development of this Strategy and future decisions on policies and financial arrangements will significantly impact on our ability to deliver it. In addition, decisions by many other organisations will impact on the nature and amount of waste that needs to be managed. We will seek to influence these in pursuit of our vision.

These Policies are expected to drive forward our performance for the foreseeable future. The Policies are given greater substance in the Action Plan accompanying this Strategy.

6.0 The Partnership's Response to LATS

The Landfill Allowance Trading Scheme (LATS) is the key national policy driver affecting the design, and the cost, of local authorities' waste management services. It should be noted that, currently, the responsibility for dealing with the LATS lies with the County Council. The NWP Authorities will, however, need to face up to the challenges of the LATS in a joined up manner, and this forms one of the main drivers for this Strategy.

The NWP's approach to dealing with its obligations under the LATS can be understood broadly as follows:

- Overall, it is the aim of the Strategy to consider the costs and benefits of different courses of action over the scheme's lifetime. This approach does not necessarily mean that the County Council's balance of allowances will always be positive. As such, there may be a need for the County Council to purchase allowances in years where the balance of allowances is in deficit. The County Council will seek to ensure that any purchases are made on the best available terms.
- More specifically, the short term actions include the following:
 - a. Increasing the collected quantity of those materials already being targeted through existing recycling schemes. This is to be achieved through continued work on awareness raising and (where relevant) consideration of schemes to improve the response of residents to these schemes;
 - b. A review of approaches to collection of food waste by the NWP authorities (to be completed by the end of 2007);
 - c. Depending upon the decisions of the Districts following this review, procurement, by the County Council, of appropriate treatment facilities for source separated biowastes (with the aim of the first of these being operational by September 2009);
 - d. Improving the rate of recycling and composting at HWRCs;
 - e. Making arrangements for the purchase of landfill allowances for the early years in which the County Council expects to be in deficit;
 - f. Review of the options for procurement of options for dealing with waste remaining after recycling and composting – so-called residual waste - taking into account the costs and environmental benefits of different approaches (consistent with Policy 8 above).

6.1 The Effects of Increased Recycling and Composting

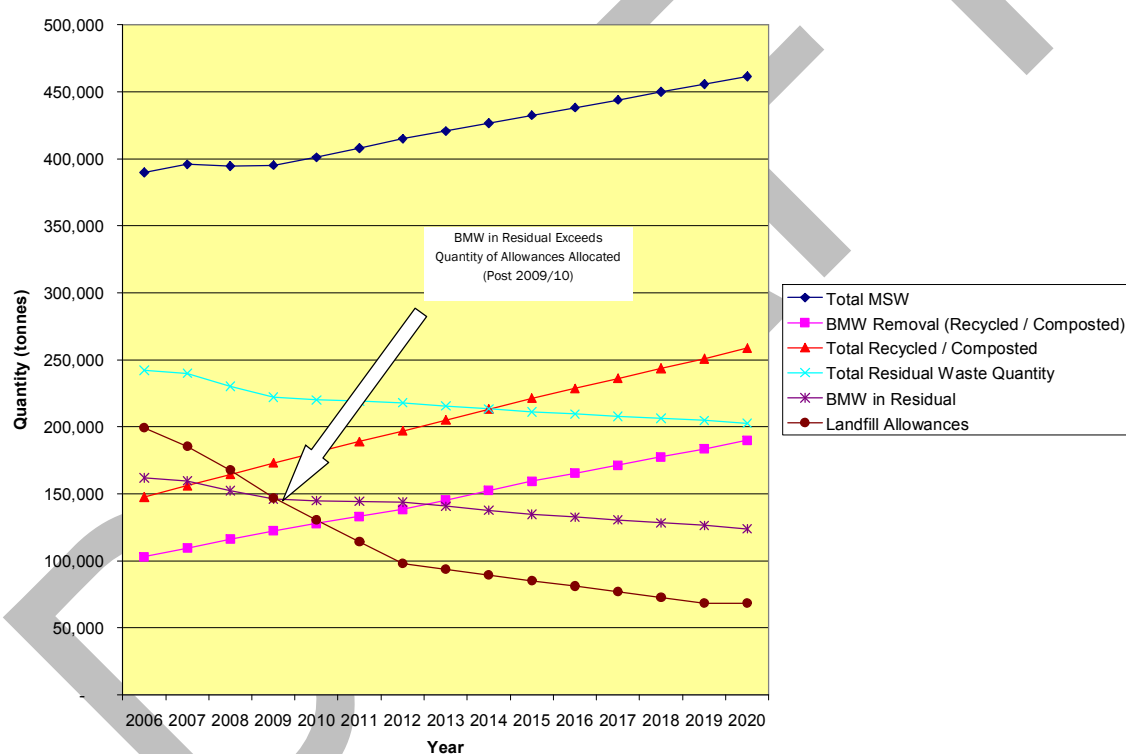
If the targets for recycling and composting in this Strategy are met, then it is anticipated that the County Council will experience a deficit of allowances for the first time in 2010/11. The situation is illustrated in Figure 2. This means that as of 2010/11, the County would either have to:

1. Purchase allowances to cover the amount of biodegradable material being landfilled;

2. Procure non-landfill treatment capacity, either on its own or in partnership with other WDAs, for dealing with its waste;
3. Procure capacity at existing facilities where there may be capacity surplus to requirement.

If, by failing to plan adequately for this, NCC had insufficient allowances to cover the quantity of biodegradable waste being landfilled, it might have to pay fines of £150 per tonne of biodegradable waste landfilled above that for which it held the requisite number of allowances. As mentioned previously, the Government may also 'pass on', to those WDAs not holding sufficient allowances, the cost of any fines it may incur from the European Court of Justice as a result of the UK's failure to meet its targets under the Landfill Directive.

Figure 2: Effect on Balance of Landfill Allowances Where Recycling and Composting Targets are Met, but No Additional Actions are Taken to Improve Balance of Landfill Allowances



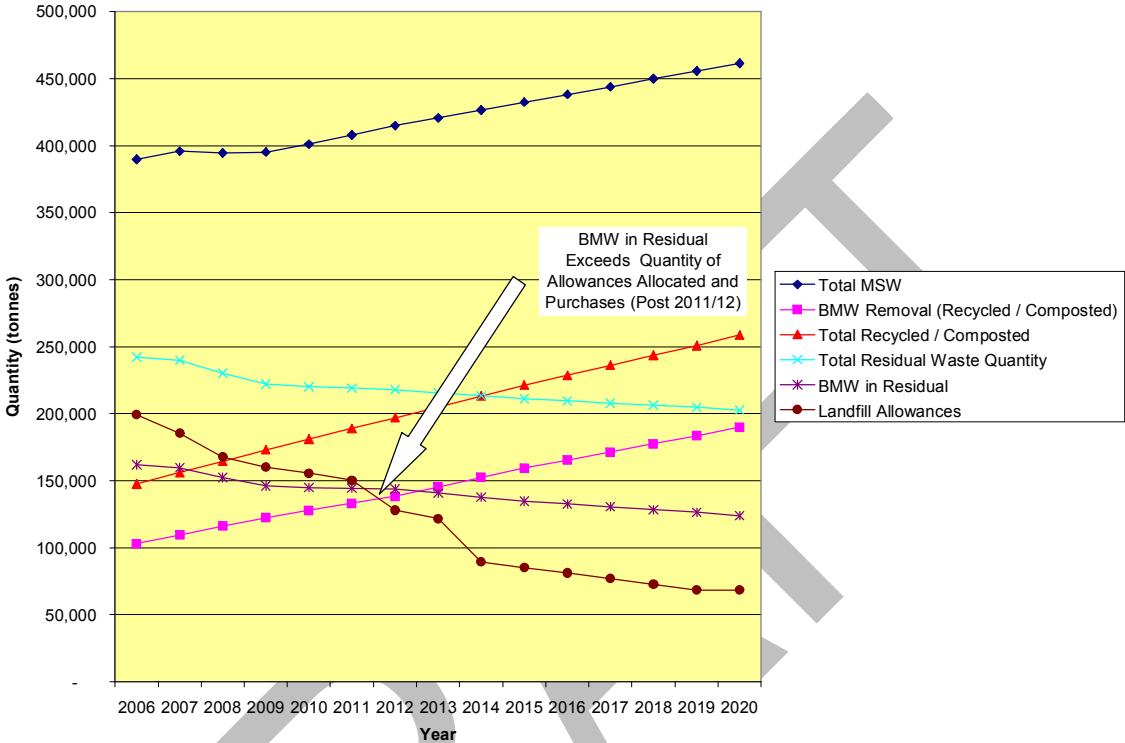
6.2 Purchases of Landfill Allowances

The County has, in line with Defra Guidance and advice, sought to make forward purchases of landfill allowances to minimise its exposure to risks associated with a potential shortfall of landfill allowances. The County is considering entering into an agreement with another authority to purchase an agreed quantity of allowances in the years from 2009/10 to 2013/14. These are the years in which landfill allowances are expected to be in short supply.

The effect of these purchases will be to delay the time at which the County will experience a deficit. Figure 3 shows a possible scenario, in which these purchases

delay the onset of deficits until 2012/13. In the years thereafter, the County would be exposed to deficits and further actions (or additional purchases) would be required to address these.

Figure 3: Effect on Balance of Landfill Allowances Where Recycling and Composting Targets are Met and County Makes Purchases of Landfill Allowances as Planned



The key point is that purchasing allowances can free up the nature of decision making somewhat by enabling the NWP to consider actions which are best for the partnership – and for Council tax payers - as a whole, although the economic influence of the LATS scheme still plays an important role in decision making.

6.3 Residual Waste Treatment

In the medium- to long-term, based upon the outcomes of the review highlighted at e) above, new residual waste treatment capacity may be procured with a view to this commencing operation in 2013/14 or thereabouts. It may transpire that there is some rationale for procurement of some capacity at an earlier point in time, depending on a more complete analysis of the business case.

In the next decade, the quantity of residual municipal waste from the County as a whole is estimated to be just over 200,000 tonnes. Some 25,000 tonnes of this is from HWRCs and might not be suitable for all non-landfill treatments.

Therefore, in order to preserve ‘headroom’ to do better than the Strategy anticipates, any non-landfill treatments are unlikely to be specified for more than around 150,000 tonnes of residual waste from the Northamptonshire authorities. This suggests an upper limit of the order 200,000 tonnes of capacity for such treatments if the intention is to treat some commercial waste alongside municipal waste, as Defra is

keen to see happen. The actual capacity for residual waste treatment to be procured could be still larger depending on the outcome of the County's discussions with Milton Keynes.

In order to ensure that the County's balance of landfill allowances is positive beyond 2019/20 (the final target year for the LATS), if the County did not purchase additional allowances to those it has already decided to buy, it would have to ensure that sufficient residual waste treatment capacity was in place to reduce the amount of biodegradable waste being sent to landfill by around 55,000 tonnes. This equates to around 85,000-90,000 tonnes of residual waste.

The minimum capacity requirement to deliver this reduction will depend upon the exact nature of the facility. Different treatments reduce the quantity of biodegradable waste being landfilled to differing degrees. At the high end, the minimum treatment requirement to ensure balances of landfill allowances remain positive beyond 2019/20 is just less than 130,000 tonnes (assuming that the treatment reduces the quantity of biodegradable waste landfilled by 70% of its total capacity). At the low end, the minimum treatment requirement to ensure balances of landfill allowances remain positive beyond 2019/20 is around 85,000 tonnes (assuming that the treatment reduces the quantity of biodegradable waste landfilled by 100% of its total capacity).

It remains possible, however, that the County will seek to deal with its obligations under the LATS by purchasing allowances from other authorities. The costs and benefits of alternative actions are being reviewed on an ongoing basis, and will be affected by the decisions made by the Districts, in particular, in respect of kitchen waste collections. Should these be introduced, then depending upon how many Districts introduce such collections, and depending upon their performance, the County's balance of landfill allowances would be expected to improve considerably.

No technology for dealing with residual waste has been specifically ruled in or out at this stage, although the Environmental Report indicates that before matters of cost are concerned, two technologies – landfilling untreated waste, and incineration plants where only electricity is recovered (as opposed to heat, or combined heat and power) – perform relatively poorly in comparison with alternatives.

7.0 Monitoring and Implementing the Strategy

7.1 Route Map to Achieving our Vision

Although there have already been major improvements to waste management in Northamptonshire, significant challenges remain, and there is still potential for improvement. In the short term, there will be a continued focus on improving levels of recycling and composting, both by Districts and County Council, and on tackling waste prevention and reuse. This Strategy sets a target of 48% recycling and composting for 2012/13 that represents a challenge for all of the authorities and demands progress to be made towards this target year on year. Beyond 2012/13, the Strategy aspires to continue to make progress on raising recycling and composting rates towards a 2019/20 target of 56%.

As regards residual waste, finalising an approach to management of residual waste will be essential. The procurement of new infrastructure takes time, and the timely

delivery of facilities – even those which may not be operational for some years in the future – relies upon actions being taken at an early stage.

The delivery of this Strategy's objectives and policies requires a range of complex actions on the part of all of the Northamptonshire Authorities and other stakeholders. These are outlined in detail in the accompanying Action Plan.

7.2 Support for the Route Map

There is strong corporate support across the Northamptonshire Authorities for making the actions required to deliver the Strategy happen. The Action Plan carries financial implications that will be considered for inclusion in budgets for 2008/09 and within the medium term financial planning process.

Critical to the success of the Strategy will be the development of a set of funding arrangements for waste management services in Northamptonshire that make it possible for the best environmental, economic and social approach for the NWP and for Northamptonshire residents as a whole to be taken without penalising individual partner authorities. Progress towards this has already been made and has been addressed as a key priority within the Action Plan.

7.3 Co-ordination with the Minerals and Waste Development Framework

Northamptonshire County Council, as the minerals and waste planning authority for the whole of Northamptonshire, is producing a Minerals and Waste Development Framework (MWDF) that designates sites for waste management, including those for municipal waste, as well as criteria against which applications for planning permission will be assessed. The infrastructure required for the implementation of this Strategy will depend on suitable sites being available and coming forward through the planning process in a timely fashion. In order to facilitate this, the Partnership will work closely with planning departments to ensure that this Strategy is reflected in the MWDF and that the Strategy remains deliverable through the planning system.

7.4 Monitoring Progress and Review of Plans

This Strategy is intended to be a living document and practical management tool. The Northamptonshire Authorities' commitment is to regularly monitor the implementation of the Strategy and to review and update the Action Plan each year as a minimum. Key targets – for recycling and composting, and for residual waste quantities per inhabitant – will be monitored quarterly. If the Action Plan becomes substantially inconsistent with the Strategy, or if targets are clearly not being met, then if this cannot be rectified through the process of updating the Action Plan, a review of the Strategy may be triggered.

At the latest, the Strategy will be revised in 2012/13, as with this revision the revised document will be subject to Strategic Environmental Assessment. Thereafter, the Strategy will be reviewed at least every five years, or as required by developments in its implementation. The Action Plan provides details as to the next steps in Strategy implementation and further details of how progress in delivering the Strategy will be measured.