



Northamptonshire Joint Municipal Waste Management Strategy

Action Plan

Councils' Consultation Draft

Northamptonshire Waste Partnership

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Abbreviations

BCW	Borough Council of Wellingborough
CBC	Corby Borough Council
DDC	Daventry District Council
ENC	East Northamptonshire Council
HWRC	Household Waste Recycling Centre
KBC	Kettering Borough Council
LATS	Landfill Allowances Trading Scheme
MKSM	Milton Keynes and the South Midlands
NWP	Northamptonshire Waste Partnership
NBC	Northampton Borough Council
NCC	Northamptonshire County Council
NJMWMS	Northamptonshire Joint Municipal Waste Management Strategy
SNC	South Northamptonshire Council
WCA	Waste Collection Authority
WDA	Waste Disposal Authority

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 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 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'.

'Districts'

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

'County Council'

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

1.0 Introduction

This Consultation Draft Action Plan has been developed jointly by the Northamptonshire Waste Partnership (NWP) as part of the Northamptonshire Joint Municipal Waste Management Strategy (NJMWMS).

The Action Plan provides a route map for delivering the principles and policies set out in the accompanying Consultation Draft Strategy. The Action Plan will guide the implementation of the Strategy and will be subject to annual monitoring and review. Changes may be made to the Plan in response to:

- Accelerated or delayed implementation of actions;
- Variance from predicted performance of actions;
- Changes in Government policy, legislation or regulation; or
- Other changes in circumstances.

Significant changes that render the Action Plan inconsistent with the Strategy may necessitate revision of the Strategy.

1.1 Other Documents Comprising the Strategy

This document supports the Consultation Draft Strategy which sets out a vision for waste management in Northamptonshire over the period 2007/08 to 2020/21 as well as principles and detailed policies for achieving the vision.

This Action Plan is being subject to public consultation alongside the Draft Strategy, 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 Key Challenges for the Action Plan

The Partnership is committed to delivering the principles and policies set out in this Strategy in the way that represents best value for the partnership and the residents of Northamptonshire as a whole. This approach requires coordination of effort between eight local authorities and between the two tiers of local government that, in the case of waste management, have very different roles and responsibilities.

A particular challenge for the Partnership will be to implement an appropriate response to the Landfill Allowances Trading Scheme (LATS), which progressively reduces the amount of biodegradable waste that local authorities can send to landfill. This scheme acts primarily on the County Council as the waste disposal authority (WDA) for Northamptonshire, but the best response to it is likely to be joint action by all the Northamptonshire authorities.

The Strategy outlines the approach to be taken in ensuring the County Council's obligations under the LATS are discharged and one of the key roles of this Action Plan is to coordinate our actions so as to deliver that LATS strategy. Recognising

the need to ensure effective coordination across the NWP, the Action Plan also sets out a route map for formalising and deepening co-operation between the authorities making up the NWP.

1.3 Action Plan Format and Structure

For convenience the Action Plan has been divided into the following individual plans:

- Waste Education and Awareness;
- Waste Prevention and Re-use;
- Recycling and Composting;
- Residual Waste Management; and
- Partnership.

Each action plan details **what** action is to be taken, by **whom** and **when**. Links to the policies in the Strategy, targets and monitoring arrangements are also summarised.

2.0 Waste Education and Awareness

In the discussions we have had with residents, members and officers the importance of increasing awareness and understanding of waste issues has often been raised. This is best considered as a fundamental, cross cutting, element of the Strategy which will support the actions and performance in prevention & reuse, recycling & composting and residual waste.

2.1 Basis in Strategy

The actions in Figure 1 link closely to the following policies in the Strategy:

Policy 1:
We will continue investment in education and awareness raising to support the strategy.
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.
Policy 11:
We will use enforcement action to combat environmental crimes.

2.2 Education and Awareness Initiatives & Targets

2.2.1 Education Programme

An extensive waste education programme working with schools and community groups has been developed over the past 4 years. There is a need to review the resources required in order to achieve our targets that:

- All pupils will have interacted with the schools waste education team before leaving primary school;
- A dedicated secondary education officer will be available to work with older pupils.

We aim to achieve these targets by 2012.

2.2.2 Recycling at School

The Slim Your Bin recycling scheme has been established in many Northamptonshire schools over the past 3 years. There is a need to review the operations in each of these, and the resources required to co-ordinate them, before further schemes are established. Our aim is that 95% of schools should be actively recycling by the end of 2009/10.

2.2.3 Awareness Raising

A communications plan is being developed to co-ordinate and timetable the range of different communications needed by the partnership including:

- General waste awareness;
- Details of specific schemes and facilities;

- Consultation on the draft strategy;
- Residual waste procurement.

The plan will be reviewed annually and include more detailed actions and targets.

2.2.4 Enforcement

Action against fly-tipping occurs through the Environment Agency as well as the work of the WDA and WCAs. A fly-tipping co-ordinator is being recruited and will work with the other staff and agencies involved to achieve consistent and effective enforcement against this environmental crime.

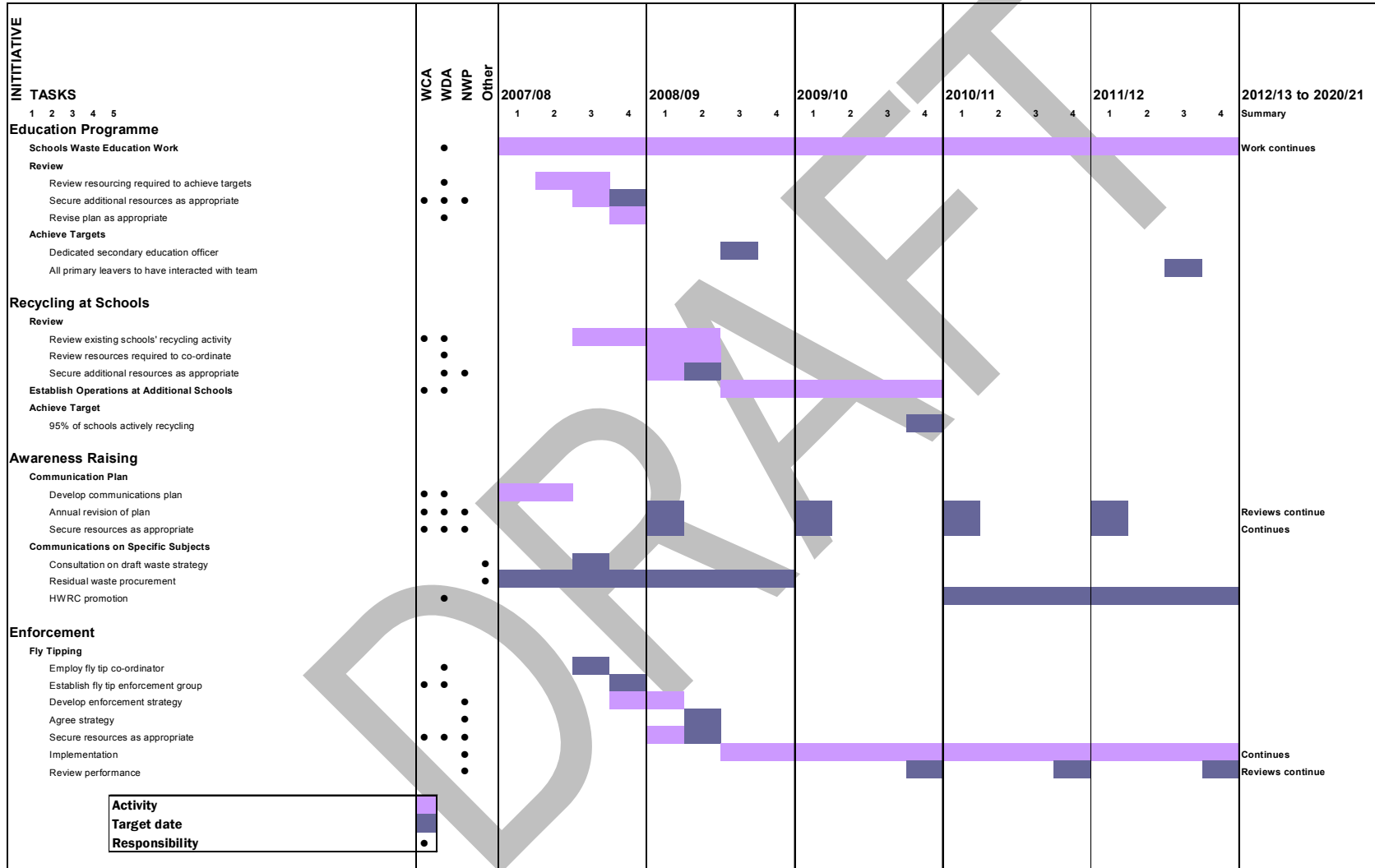
2.3 Finance for the Action Plan

The recycling at school, awareness raising and enforcement elements of this Action Plan are currently financed by the NWP Authorities through a combination of existing budgets and external funding. The current education programme is funded from both the Waste Performance Efficiency Grant (WPEG) allocations of all NWP authorities and from NCC. In addition to the fact that achieving these targets is likely to require additional resources, WPEG funding ceases at the end of 2007/08. The Partnership will need, therefore, to consider alternative funding arrangements (both internal and external) during 2007/08 in order to support the elements of this Action Plan.

2.4 Monitoring

Monitoring of the waste education and awareness work will form part of each initiative and will be reported at least annually to the NWP Shadow Board. For most initiatives monitoring will be of outputs (e.g. number of schools visited) rather than impacts (which are, by their very nature, are more intangible and difficult to attribute to one specific action). The effects of enforcement will be monitored both by the number of enforcement actions taken and the number and size of fly-tipping incidents as recorded on the Environment Agency's Flycapture database.

Figure 1: Waste Education & Awareness Action Plan



3.0 Waste Prevention and Re-use

Waste prevention and reuse are the highest tiers of the waste management hierarchy. A programme of initiatives will engage households in reducing the volume of waste needing to be managed in Northamptonshire. A secondary benefit is likely to be the raised public awareness resulting from engagement in the initiatives. This is likely to have benefits for the performance of the recycling and composting aspects of the strategy.

3.1 Basis in Strategy

The actions in Figure 2 link closely to the following policies in the Strategy:

Policy 2:
We will prioritise actions which promote and deliver household waste prevention and re-use.
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:
<ul style="list-style-type: none"> • 295 kg in 2009/10; • 275 kg in 2012/13; • 255 kg in 2015/16; and • 230 kg in 2019/20.
Policy 6:
We will keep under review the range of interventions available to us to incentivise:
<ul style="list-style-type: none"> • Waste prevention / re-use; and • Greater participation by residents in separate collection services.
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.

3.2 Prevention and Re-use Initiatives and Targets

A programme of nine initiatives is planned. These are detailed in the Environmental Report that accompanies this Strategy. The combined programme is expected to reduce waste generation by around 17,000 tonnes per annum (conservative estimate) by 2020/21. Individual initiatives and their targets are summarised below.

For practical purposes the three initiatives involving Household Waste Recycling Centres (HWRCs) are combined into a single action strand.

3.2.1 Home Composting

We propose to carry out a 12-year programme styled on the current home composting scheme provided by WRAP¹, with a view to engaging between 40,000 and 60,000 new participants by 2020/21. Participating households are expected to reduce the quantity of waste set out for collection by an average 130 kg per year.

3.2.2 Real Nappies

The existing 'cash back' support for parents choosing to use real nappies will be continued, and the opportunities for using real nappies increased, by establishing a county-wide real nappy laundry service. This is expected to increase the use of real nappies and contribute to preventing between 300 and 900 tonnes of waste annually.

3.2.3 HWRC Reuse Initiatives

Increasing levels of reuse will be achieved at HWRCs through a combination of three initiatives:

1. Extending the existing **paint reuse** infrastructure at HWRCs with reusable paint storage facilities and training in paint-handling for site operators. Tonnages reused will be low at 30 to 60 tonnes per annum, however added value will be obtained from diverting this hazardous waste stream;
2. **'Cherry-picking' of Waste Electrical and Electronic Equipment (WEEE)** at HWRCs for reuse by furniture reuse organisations. 44 tonnes of waste will be reused on average per annum;
3. The **reuse areas** at HWRCs will be provided with storage facilities for reusable items. This will result in the reuse of over 1,000 tonnes of waste on average per annum.

The County Council is in the process of reviewing the provision of HWRCs in Northamptonshire and letting a new, long-term contract for their management. These initiatives are expected to be delivered as part of the new contract.

3.2.4 Reuse: Bulky Goods Collections

Reuse and recycling of bulky waste items will be maximised by each District considering the establishment of a contract with a furniture reuse organisation to collect bulky waste items in their area. On average, around 400 tonnes of waste per annum will be reused. The Action Plan illustrates the process for one authority and will be followed by each authority at an appropriate time, depending on existing contractual constraints.

3.2.5 Council In-House Good Practice

Extending the Slim Your Bin at Work office recycling scheme to all District and County Council offices prevents an average 12 tonnes per annum. Although the tonnage prevented is low, an additional 233 tonnes of waste is recycled per annum and, crucially, the councils show leadership in this area. The aim is that all Authorities will take this forward at the same time.

¹ Waste and Resources Action Programme, a Government supported agency. www.wrap.org.uk

Once the recycling scheme is established all authorities will examine the opportunities to apply the principles of this Strategy to their procurement ('Green Procurement') – taking steps to prevent waste and to purchase reused or recycled materials in preference to virgin ones.

3.2.6 Banning Garden Waste in Refuse Collections

Enforcing existing or introducing new bans on garden waste in residual collections is expected to prevent over 2,300 tonnes per annum of waste.

3.2.7 Residual Waste Volume Restrictions

Enforcement of existing policies will be co-ordinated. Where waste is collected with no restriction on the amount collected (weekly collections in sacks) opportunities for restricting volume will be considered in 2010/11 for possible implementation thereafter.

3.2.8 Review Legislation

A report will be made to the NWP Shadow Board at least annually on recent and forthcoming legislative and policy changes. In particular, this will focus on the opportunities which are available to incentivise waste prevention, as well as those which may improve performance of recycling services. No action regarding this appears in Figure 2 since it is covered in Figure 3 below (see also Section 4.2.8).

3.3 Finance for the Action Plan

Existing activities contained within this Action Plan are funded through a variety of sources including authority budgets, WPEG funds and external sources, some of which have only limited duration. The modelling undertaken in development of this programme (contained within the Environmental Report) illustrates that the programme of initiatives will pay for itself through the savings (on collection and treatment / disposal costs, and on avoided landfill allowance purchases / enhanced revenue from allowance sales) achieved. There will, however, be a need for up-front financing of several initiatives. The Partnership will review the existing resources available for delivery of the programme and consider funding arrangements (both internal and external) during 2007/08 in order to support this Action Plan. These are classic 'invest-to-save' initiatives and so ought to find favourable support.

3.4 Monitoring

Monitoring the impact of waste minimisation initiatives is notoriously difficult. Without monitoring, however, it will be impossible to assess the value of initiatives individually or the programme as a whole. Appropriate measurement methodologies will need to be developed for each initiative.

An ongoing monitoring programme is envisaged for the duration of the home composting scheme, which will also provide data necessary for LATS accounting (assuming Defra will allow WCAs to include home composting in LATS calculations).

For other initiatives, a period of monitoring and review is proposed after initial implementation of actions.

INITIATIVE TASKS 1 2 3 4 5	WCA WDA NWP Other	2007/08				2008/09				2009/10				2010/11				2011/12				2012/13 to 2020/21 Summary
		1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
Council In-house Good Practice																						
Waste Audit																						
Perform waste audits in each main office building	• •																					
Analyse data	• •																					
Report data (circulate through SYB Group)	• •																					
Slim Your Bin at Work																						
High level approval for SYB @ Work programme	• •																					
Engage co-ordinators (each Authority)	• •																					
Design programme (co-ordinate branding across all Authorities)	• •																					
Procure necessary equipment (containers)	• •																					
Promote programme	• •																					
Implement programme	• •																					
Monitor																						
Agree monitoring measures	• •																					
Collect data	• •																					
Analyse data	• •																					
Review Success																						
• • •																						
Green Procurement																						
Examine opportunities (each Authority)	• •																					
Implement	• •																					
Banning Garden Waste in Residual Collections																						
Promote and Enforce Existing Policy																						
High level approval for enforcement	• •																					
Establish procedure	• •																					
Educate waste collection crews	• •																					
Educate enforcement staff	• •																					
Promotion	• •																					
Monitor																						
• •																						
Review Success																						
• •																						
Residual Waste Volume Restrictions																						
Enforcement of Existing Policies (non sack based collections)																						
Establish co-ordinated enforcement approach	• •																					
Promotion	• •																					
Review Opportunities for Restrictions (sack based collections)																						
• •																						
Legend																						
Activity	•																					
Target date	•																					
Responsibility	•																					

4.0 Recycling and Composting

Northamptonshire's residents have already helped the NWP authorities achieve an impressive performance in recycling and composting. Northamptonshire as a whole is one of the best performing counties, in terms of recycling and composting rates, in England. The Strategy builds on that track record, with the aim of achieving a recycling rate of 56% of household waste by 2019/20. This level is:

- An increase on the level set in the previous strategy (reflecting the fact that we are likely to meet targets earlier than planned);
- Above the level set in the new national waste strategy.

There is a particular interest in actions which reduce the amount of biodegradable waste being sent to landfill. The key biodegradable component of the waste stream which is not currently collected for recycling is kitchen waste, which is now the largest component of the Districts' refuse collections.

This Action Plan concentrates on the waste that can be separated at source for recycling and composting, either through collection systems or by providing facilities at recycling centres, in particular HWRCs.

In reality, opportunities also exist to recycle waste that is collected as residual waste. It is possible that initiatives covered in the residual waste management Action Plan in Section 5.0 may ultimately contribute towards recycling performance, for example, through the separation of metals during the treatment process, and prior to final disposal.

Figure 3 at the end of this section sets out the programme of actions that will help to achieve the recycling targets outlined in the Strategy and contribute towards diverting waste away from landfill.

4.1 Basis in Strategy

The actions in Figure 3 link closely to the following policies in the Strategy:

Policy 3:
We will provide quality, convenient collection services so as to maximise the opportunity for separate collection of dry recyclables and organic waste.
Policy 4:
We will provide a network of quality Recycling Centres which maximise the opportunity for segregated collection of materials.
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:
<ul style="list-style-type: none">• 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 2012/13. 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
- 52% of household waste by 2019/20.

Policy 6:

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

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

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.

Policy 9:

We will take measures to minimise the landfilling of trade waste.

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 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.

Policy 15:

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

4.2 Recycling and Composting Targets

4.2.1 Kerbside Collections

Northamptonshire's waste collection authorities have made great strides in improving recycling and composting over recent years. There are, however, still some parts of

the waste stream that remain largely untouched by source-separation initiatives (e.g. kitchen waste), others that are only collected in some areas (e.g. glass) and other materials for which there is demand for from the public (e.g. a wider range of plastic containers).

4.2.1.1 Kitchen waste

The strategy development process has identified the provision of a collection service for kitchen waste as offering the greatest opportunities for reducing the amount of biodegradable waste being sent to landfill. In order for this to have the most beneficial impact within the Partnership's response to LATS, it is important that, if taken forward, kitchen waste collection services are rolled out as soon as possible from the beginning of 2009/10.

There is, however, a lack of familiarity with the options for kitchen waste collection in the County, and the first steps towards understanding whether this is an approach which can be considered best value for residents is to understand better the nature of the costs and benefits of the different approaches to kitchen waste collection and treatment. If this seems to be a promising approach, then discussions – which are already well developed - will need to take place to understand what financial mechanism can be deployed to incentivise Districts to deliver the greatest benefit for the County Council in seeking to meet its obligations under the LATS. This will take place in the coming months with a view to reviewing this Action Plan in December 2007 following the Consultation.

It is envisaged that collections could commence in some Districts in mid 2009/10.

4.2.1.2 Harmonising Collections

It is expected that, over the Strategy period, the range of materials collected by Districts (though not necessarily the method of their collection) will be harmonised in order to increase levels of recycling. Districts will continue to examine the case for more widespread collections of **glass, cardboard** and a **wider range of plastic containers**.

Flats can present particular difficulties for both residents and collectors. It is important that all households have access to the full range of collection services; WCAs will share their experiences in aspiring to this objective.

4.2.2 Biowaste Treatment

In order for kitchen waste to be collected, specialised facilities for treating this biowaste will have to be developed. A joint approach to decision making around this is being taken to ensure the nature of the facilities fits with the nature and timing of the collections and vice-versa. The County Council will take the lead on this; starting with the appointment of a project manager to oversee the procurement of biowaste treatment facilities should the decision be taken by one or more Districts to collect kitchen waste. The likely timeframe for facilities is that they should be able to treat the anticipated volumes of kitchen waste towards the end of 2009/10.

4.2.3 Household Waste Recycling Centres

As part of its Integrated Change Programme (ICP) the WDA is undertaking a full review and rationalisation of its provision of HWRCs. This involves considering the future needs of Northamptonshire in terms of number, location and nature of facilities required. Following the review a new, long term, contract for the management of the centres will be awarded. The new contract is expected to commence in autumn 2009.

It is likely that the new contractor will undertake a programme of improvements to the facilities and services at the sites with the aim of achieving a recycling rate (including inert materials) of 70% in 2012/13.

4.2.4 Trade Waste

Most Districts currently collect trade waste from businesses in their area and are considering the options for future provision in light of the impact of the implications of the Landfill Allowances Trading Scheme (LATS) as well as the desire to provide businesses with opportunities to recycle. It is expected that changes will take effect in 2008/09 and 2009/10, but where Districts continue to collect trade waste, the Districts will consider the options for enhancing the potential for customers to avail themselves of recycling services.

4.2.5 Other Waste Streams

4.2.5.1 Smaller Waste Streams

Districts will review the options for increasing the recycling and treatment of smaller waste streams such as litter, street sweepings and waste from emptying of gulleys.

4.2.5.2 Batteries

As a result of the UK implementation of the European Batteries Directive the funding sources for collection of batteries will be reviewed in 2009/10. Because these collections ought, the NWP believes, to be funded through finance from producers (of batteries) themselves, the intention is to consider collections seriously only once these arrangements become clear.

4.2.6 Planning Policies for Waste Management

In light of the significant number of new homes being built in Northamptonshire during the Strategy period it is essential to ensure that appropriate consideration is given to the practicalities of providing them with waste management services. Effective internal consultation procedures will be developed by all Districts through sharing good practice, and through liaison with planning officers and members in each authority as well as inter authority forums.

4.2.7 Co-ordination of Joint Working

Opportunities for joint working in order to achieve improvements in the co-ordination and efficiency of waste management services in Northamptonshire will be kept under review and highlighted to the NWP Shadow Board as and when they arise. The Shadow Board will receive quarterly update reports on all joint working initiatives. The

nature and extent of joint working will also be considered in the context of the further development of the NWP (see Partnership Action Plan in Section 6.0).

4.2.8 Review Legislation

A report will be made to the NWP Shadow Board at least annually on recent and forthcoming legislative and policy changes. In particular, this will focus on the opportunities which are available to incentivise improved performance of recycling services (for example, through enhancing participation, or material capture), as well as waste prevention (see Section 3.2.8 above).

4.3 Finance for the Action Plan

The activities covered in this action plan are the responsibility of either the WCAs (collections and some recycling centres) or the WDA (HWRCs, waste transfer and some treatment facilities). The WDA pays recycling credits to WCAs for waste that they divert from landfill and these payments contribute to the costs of service provision by the WCAs. Continuation of this arrangement, or a similar one, will support these initiatives.

4.4 Monitoring

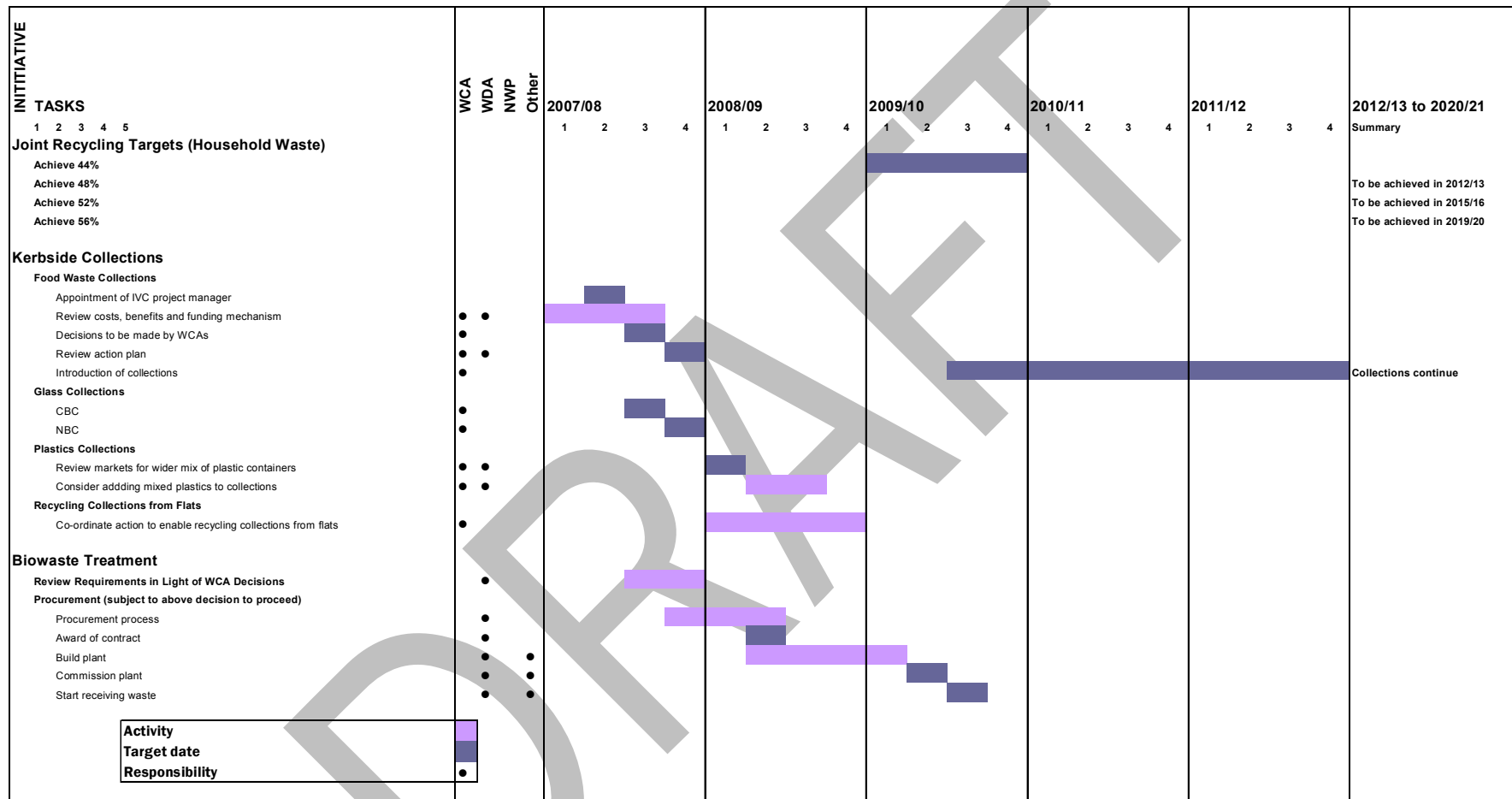
Comprehensive monitoring arrangements are already in place for the monitoring of quantitative targets through the system known as Waste Data Flow (used by the NWP authorities to share, and reconcile, data regarding flows of waste materials). This will form the basis of monitoring strategy performance, in particular:

- Recycling performance of WCAs;
- Recycling performance of the WDA (HWRC performance); and
- Combined performance against the targets for residual waste per inhabitant.

These will be reported to the NWP Shadow Board on a quarterly basis.

Performance towards non quantitative targets will be reported to the NWP Shadow Board at least annually.

Figure 3: Recycling & Composting Action Plan



INITIATIVE TASKS 1 2 3 4 5	WCA WDA NWP Other	2007/08				2008/09				2009/10				2010/11				2011/12				2012/13 to 2020/21
																						Summary
		1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
Household Waste Recycling Centres																						
Existing Contracts																						
Increase performance to 55%	•																					
ICP HWRC Rationalisation Programme																						
Data gathering	•																					
Options appraisal	•																					
Consideration of business case	•																					
Procurement																						
Procurement	•																					
Award of contract	•																					
Start of new contract	•																					
New Contract																						
Site improvements	•																					
Achieve 70% recycling (including inerts)	•																					70% recycling achieved in 2012/13
Trade Waste																						
Review Options	•																					
Implementation	•																					
Other Waste Streams																						
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Review Interventions Participation																						
Review Enabling Legislation	•																					Review maintained
Activity																						
Target date																						
Responsibility																						

5.0 Residual Waste Management

Under the assumptions concerning:

- the growth rate for household waste; and
- the quantity of non-household waste which will be collected;

the total quantity of residual waste produced in Northamptonshire is expected to fall over the course of the Strategy. This is despite the significant increase in the number of households in the county, and can be attributed to initiatives aimed at preventing waste from arising in the first place, re-using materials and products and through source-separation of materials for recycling and composting.

It will, however, be necessary to consider how to deal with residual waste, and in particular, to understand how best to manage residual waste given:

- The desire to move waste up the hierarchy;
- The County Council's obligations under the LATS; and
- The costs and benefits of alternatives to landfilling.

One or more of the following methods could be used alongside landfill:

- Mechanical treatment, to separate residual waste into different categories and to recover materials for recycling;
- Biological treatment, to stabilise biodegradable wastes, to recover materials or biogas and to reduce weight, volume and moisture content; and
- Thermal treatment, to recover heat and/or energy.

Lead times for procurement and commissioning of some facilities for dealing with residual waste can be considerable, though these vary with:

- a) whether the intention is to choose a technology or not
- b) if the intention is to choose a specific technology, the technology chosen, and
- c) the approach taken to procurement and financing.

The emphasis of this Action Plan is on progressing the consideration of alternative solutions to landfill. It also considers what may happen if the decision is taken to procure new facilities, though as stated above, the financing and procurement routes themselves may affect the timing of preparatory steps, and the timing of delivery of facilities.

The degree of certainty with which one can predict the likely approach is somewhat complicated by the fact that, as stated in Section 4.2.1, considerations are ongoing regarding the nature of kerbside collections which might be in place in the near future. The collection of kitchen waste could, for example, have a significant effect on the approach to dealing with the LATS, and with residual waste.

5.1 Basis in Core Strategy

The actions in Figure 4 link closely to the following policies in the Strategy:

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 this Strategy.
Policy 9:
We will take measures to minimise the landfilling of trade waste.
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 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.
Policy 15:
We will monitor and consider the impact of our activities in relation to climate change.

5.2 Targets

5.2.1 Residual Waste Treatment Procurement

Northamptonshire County Council is currently examining the options for joint procurement for residual waste treatment with Milton Keynes Council. One possible route, should the case for alternative treatments be made, is to utilise funding made available through the Government's Private Finance Initiative (PFI). Other options, such as Prudential Borrowing, are also being kept under review.

In either case, should the County Council consider that there is a case to be made for procuring new treatment facilities, the Outline Business Case (OBC) is likely to be prepared by December 2007 with a view to it being signed off by the County's Cabinet by end of February 2008. It is intended that shortly after this point, a Pre-qualification Questionnaire would be circulated to bidders, and that a notice would be placed in the Official Journal of the European Union (a so-called OJEU Notice). The procurement and financing routes chosen, as well as decisions regarding technology choice, will then determine the timescales from the issuing of the OJEU Notice to the operation of facilities.

5.2.2 Residual Waste Treatment Operations

As stated in the Strategy, it would seem prudent that no more than 150,000 tonnes or so of the County's waste should be made available for non-landfill treatments. This preserves flexibility to exceed targets in the Strategy, notably, to go beyond the 2019/20 target of 56% recycling and composting, and the targets set for residual waste per inhabitant.

This, in turn, 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. Affordability issues might suggest a phased approach is to be favoured. Hence, more than one facility might be constructed.

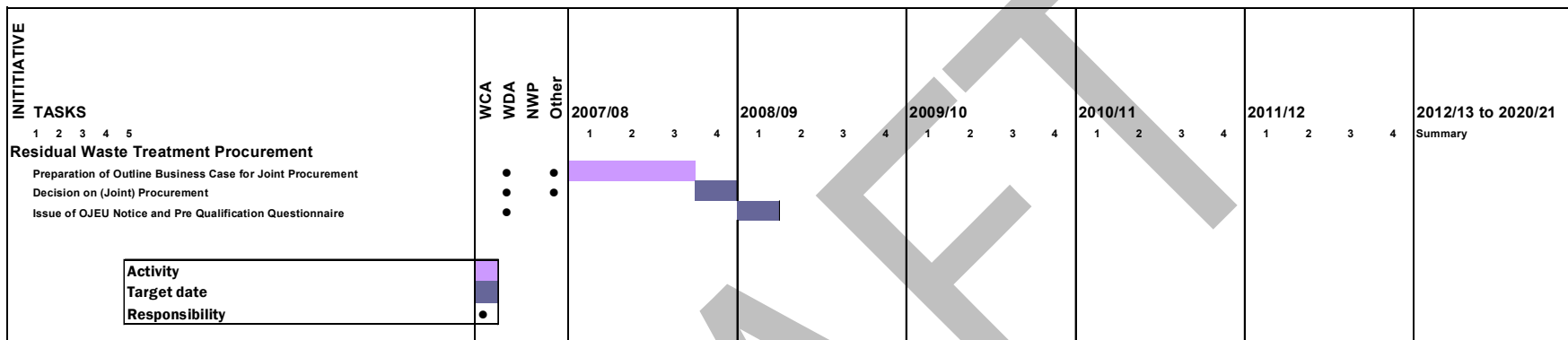
5.3 Finance for the Action Plan

The activities covered by this action plan are the responsibility of the WDA.

5.4 Monitoring

The Residual Waste Action Plan will have to be responsive, especially in the early years, to the performance of the other Action Plans and the resolution of the uncertainties pertaining to the County's balance in respect of landfill allowances. Monitoring of these critical variables will be well integrated with the monitoring of residual waste generation trends and progress on developing and implementing a procurement strategy. This Action Plan will be built upon, and potentially revised, as a result of work in the early stages of Strategy implementation and is likely to be an area of the overall Action Plan that is kept under particularly close review, especially in the early years.

Figure 4: Residual Waste Action Plan



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6.0 Partnership

The Northamptonshire Waste Partnership operates under a Memorandum of Understanding which sets out the objectives of the partnership and methods of working. A range of joint working initiatives (including the development of this Strategy) has been undertaken and a Partnership Development Seminar, convened in March 2007, reaffirmed the desire of the authorities to continue working in partnership, and to consider further the options for establishing a formal legal basis for the Partnership.

A detailed action plan for this work has been prepared and is being worked towards. In view of the key role of the Partnership in co-ordinating and delivering this Strategy the key elements of the plan are included here.

6.1 Basis in Core Strategy

The actions in Figure 5 link closely to the following policies in the Strategy:

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 the partnership working across the authorities.
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.

6.2 Targets

The actions combine two complementary approaches:

- Continued organic growth of the Partnership through continuation of the existing joint working and opportunistic extension to cover other areas; and
- Exploration of the business case and political backing for a more rapid move to a formal legal structure.

6.2.1 Joint Activities

The NWP is already undertaking a significant number of joint initiatives through the partnership, including:

- Member training and development;
- A Home composting programme;
- A Waste Collection Efficiency Project;
- Development of this Joint Municipal Waste Management Strategy (JMWMS);

- A Waste Composition Survey;
- The Schools Waste Education Team;
- The NWP Executive Officer function.

In addition a 'jointly steered' approach to several major projects is underway:

- Long term residual waste treatment (jointly with Milton Keynes Council); and
- Kitchen waste collection and treatment ('IVC').

These activities are an important way of building the trust and goodwill that are the essential currency of any effective partnership.

The resources available within the Partnership for key joint initiatives (both existing and in new areas of activity such as enforcement) will be reviewed, management and co-ordination arrangements considered, and a joint work plan produced on the basis of agreed priorities.

6.2.2 Partnership Matters

The structures of the Partnership have served it well to date but in light of the need to be effective in delivering the demands of this Strategy it is now appropriate to review:

- The different groups that meet - to ensure that their role, attendance and reporting arrangements are appropriate;
- The procedures and communication within and between authorities – to ensure there is an effective flow of appropriate information on the Partnership and the delivery of the Strategy;
- Training needs in the skills of working in an external partnership.

6.2.3 Critical Issues

During the development of the Strategy some key issues have effectively been identified and addressed through a 'task and finish' approach. This involves:

- Identifying the issue;
- Exploring the issues and options for all stakeholders;
- Reviewing at a joint meeting and agreeing actions;
- Delivering the agreed actions.

Critical issues will continue to arise in the delivery of the Partnership and it is proposed that this approach is used to address them as they arise. As this is a reactive approach, these are not timetabled on the Action Plan.

6.2.4 Legal Issues

Whilst it is undoubtedly true that the NWP would be taken much more seriously by all partner authorities if it had real decision making power, it is clearly not a straightforward process to move from the current semi-formalised situation to one where the NWP did act as an executive. The most fundamental decision that needs to be taken by each partner in order to move forward is the extent of the functions which should be delegated to the NWP. Once this is decided, although the process of putting

the right institutional and contractual arrangements in place might be a complex one, there is no reason to imagine that the desired outcomes cannot be achieved.

The steps towards this involve:

- The establishment of a steering group at a senior level – to ensure that the process moves forward with clarity and on a consensus basis;
- Examining the ‘business case’ - to quantify the efficiency gain that could be achieved and also to set out the less tangible costs and benefits of formalising the partnership. The outputs from such an exercise could then form an evidence base to provide a proper context for discussing and agreeing the way forward with the partner authorities;
- Working with each partner individually – to identify what they want to / have to achieve, gauge how much appetite they have for delegating waste management functions and identify key issues/sticking points.

Following this a decision is expected to be made in March 2008.

6.3 Finance for the Action Plan

The activities covered by this action plan are, effectively, a shared responsibility amongst the NWP Authorities. A joint approach to funding the action plan, whether from internal or external resources, is anticipated.

6.4 Monitoring

Progress on these activities will be reported to the NWP Shadow Board on a regular basis.

Figure 5: Partnership Action Plan

INITIATIVE	TASKS 1 2 3 4 5	WCA WDA NWP Other	2007/08				2008/09				2009/10				2010/11				2011/12				2012/13 to 2020/21 Summary								
			1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4									
Household Waste Recycling Centres																															
Existing Contracts																															
Increase performance to 55%																															
ICP HWRC Rationalisation Programme																															
Data gathering																															
Options appraisal																															
Consideration of business case																															
Procurement																															
Procurement																															
Award of contract																															
Start of new contract																															
New Contract																															
Site improvements																															
Achieve 70% recycling (including inerts)																															
Trade Waste																															
Review Options																															
Implementation																															
Other Waste Streams																															
Smaller Waste Streams																															
Review of options																															
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Review Enabling Legislation																															
<table border="1"> <tr> <td>Activity</td> <td>■</td> </tr> <tr> <td>Target date</td> <td>■</td> </tr> <tr> <td>Responsibility</td> <td>●</td> </tr> </table>																										Activity	■	Target date	■	Responsibility	●
Activity	■																														
Target date	■																														
Responsibility	●																														
																								70% recycling achieved in 2012/13							
																								Reporting continues							
																								Monitoring continues							
																								Monitoring continues							
																								Review maintained							

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