

Hertfordshire Joint Municipal Waste Management Strategy 2007 Draft Core Strategy



Hertfordshire Waste Partnership

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The Core Strategy represents further development of the 2002 Hertfordshire Joint Municipal Waste Management Strategy (JMWMS).

In order to review the 2002 JMWMS independent consultants were commissioned to produce technical documents which have contributed to the development of the Strategy.

This document is subject to a Strategic Environmental Assessment, which has considered the likely environmental, social and economic impacts of the Strategy.

All these documents are available to view at www.wasteaware.org.uk or can be requested by calling 08457 425000

1.0 Vision

The aim of the Hertfordshire Waste Partnership is for all households to reduce the amount of waste they produce, as well as reusing or recycling as much waste as possible.

By 2012, it is hoped that at least half of all household waste produced in the county will be recycled. This will be achieved through prioritising separate collections for recycling and composting. Any residual waste that cannot be reused or recycled will be treated to minimise the environmental impacts of disposal.

Through the joint efforts of the Hertfordshire Waste Authorities and Hertfordshire residents, it is expected that waste production will continue to decline and local communities will take greater responsibility for the waste they produce.

2.0 Introduction

This Municipal Waste Management Strategy is the joint strategy for the ten District and Borough Councils¹ and Hertfordshire County Council (HCC). Collectively, these local authorities comprise the Hertfordshire Waste Partnership (HWP).

The purpose of this document is to set out the Core Strategy for how the Partnership intends to manage municipal waste² up to 2020 and beyond. It builds upon the previous Strategy adopted in 2002, and takes account of developments since then including changes in Government policy, work within Hertfordshire that has significantly increased recycling and composting, and changes in the growth rate of waste.

This Core Strategy sets out the current position and the objectives for the HWP. It also lays down policies which will form the basis for delivering on those objectives. The Core

¹ Borough and District Councils are not distinct types of entities and, legally speaking, can all be referred to as 'districts'. This report follows that form.

² Municipal waste constitutes the household, and some small amounts of trade, waste collected, treated and disposed of by the Hertfordshire Partner authorities. This Strategy does not cover other waste streams, outside of the control of the Partnership, such as industrial waste.

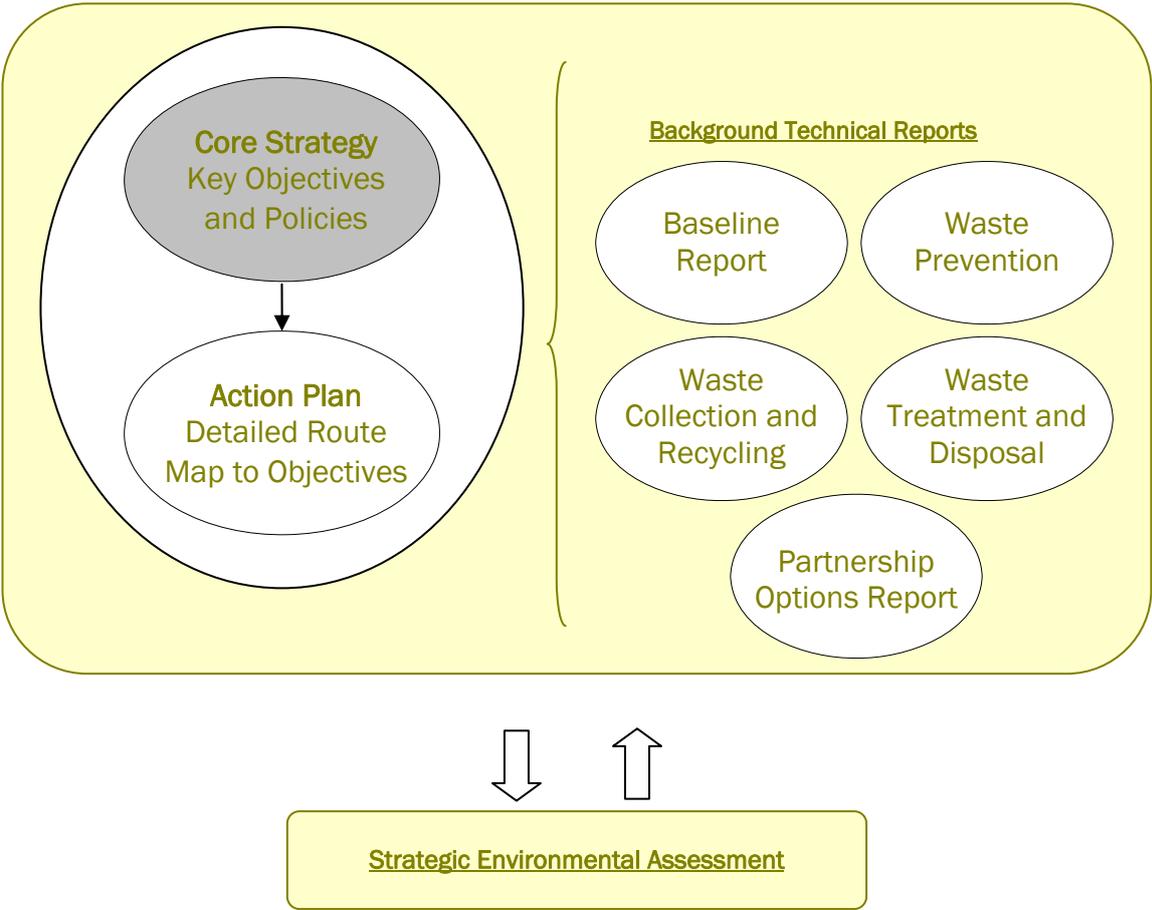
Strategy is accompanied by a detailed Action Plan, which sets out the route map for delivering the objectives outlined here.

It is expected that in future, as the Strategy is subjected to ongoing monitoring and review, the Core Strategy will remain largely unaltered until a scheduled full review in 2010 or such a time as external drivers require a fundamental review.

The principal focus of regular monitoring and review will be the Action Plan. The Action Plan sets out the actions and initiatives required to deliver the policies and objectives. It will require adaptation and modification in response to operational factors such as changes in waste quantities and composition, technological developments and the actual timing and performance of planned initiatives.

The Core Strategy and Action Plan are supported by a number of technical reports, prepared by independent consultants, which contain further details of how and why these policies have been formulated and how they could be implemented. The key documents and their relationship to one another are set out in Figure 1 below.

Figure 1 - Structure of the Municipal Waste Management Strategy



3.0 Scope and Context

Hertfordshire's previous Strategy highlighted the need for a change in the way waste was being managed. Then, as now, the majority of waste was being landfilled.

The previous Strategy was developed soon after the Government's Waste Strategy 2000³, 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, with the key policy drivers now being:

- a) The Landfill Tax on every tonne of waste sent to landfill, which will increase from its 2007/08 level of £24 per tonne by £8 per tonne per annum until at least 2010/11
- b) The Landfill Allowances Trading Scheme (LATS), which will lead to a national reduction in landfilling of biodegradable municipal waste to 35% of 1995 levels by 2020. Under the scheme, Hertfordshire County Council (like all other County Councils) has been allocated a fixed number of permits for the landfilling of biodegradable waste each year between 2005/06 and 2019/20, with the allocation reducing each year. For each tonne of biodegradable waste landfilled without a corresponding permit, the Government will levy a fine of £150. The permits are tradable, meaning that those authorities with a surplus as a result of diverting waste from landfill will be able to sell them to those with a deficit.

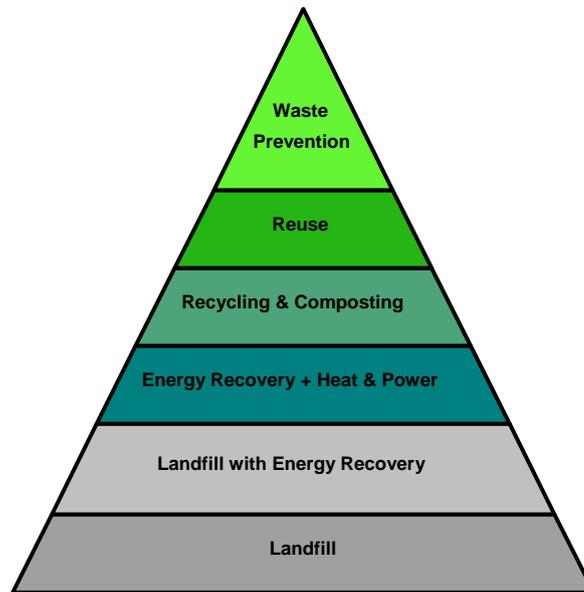
Both of these economic instruments have the potential to have significant impacts on the cost of waste management in Hertfordshire, which landfilled over 359,000 tonnes of municipal waste in 2006/07. The amount of waste to be managed and the speed at which this grows have obvious environmental and financial implications. Initiatives to reduce waste quantities are clearly essential.

Where waste is produced, reusing, recycling or composting conserves resources and energy and avoids pollution associated with extracting and transporting primary raw materials, and disposal at the end of life. Waste that cannot be reused, recycled or composted can have value recovered from it in the form of additional materials and energy. Any residues requiring final disposal can be pre-treated to minimise the environmental impact.

To illustrate these features, the waste management hierarchy (see Figure 2 below) has been developed and the objective of driving waste up the hierarchy is at the heart of both Government policy and this Strategy.

³ *Waste Strategy 2000 for England and Wales*, DETR, April 2000

Figure 2 - The Waste Management Hierarchy⁴



The Hertfordshire authorities as a group met the 05/06 Government target of 25% recycling. This is a fairly considerable achievement and a credit to the partnership. Going forward, the Waste Strategy for England 2007 has introduced the following national targets;

- Recycling and composting of household waste – at least 40% by 2010, 45% by 2015, and 50% by 2020.
- Recovery of municipal waste – 53% by 2010, 67% by 2015 and 75% by 2020.

The National Strategy anticipates that these targets will be reflected at local level through strengthened Local Area Agreements (LAA). The LAA will include a single set of targets for improvement, tailored to local needs and agreed between central Government and local partners. Additionally the Government is planning to set local authority indicators later in 2007 based on the amount of waste that is not re-used, recycled or composted i.e. the residual waste. In the longer term the Government is considering developing a greenhouse gas emissions performance indicator for local authority performance on waste.

Due to the long term nature of policies such as the Landfill Tax and 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 and beyond. Between them, this Core Strategy and the Action Plan have set out to answer the following fundamental strategic questions:

- Where are we now?

⁴ Derived from *Waste Not, Want Not*, Prime Minister's Strategy Unit, November 2002

- Where are we trying to get to? and
- How are we going to get there?

What Wastes Does the Strategy Cover?

The Strategy addresses all of the waste arisings within Hertfordshire defined as 'municipal solid waste' (MSW). This includes waste produced by households including street sweepings and litter and waste collected at Household Waste Recycling Centres (HWRCs), as well as some non-household wastes, waste from municipal buildings and cleared fly-tips.

4.0 Where are we now?

Summary Data

In 2006/7, total municipal waste arisings in Hertfordshire were 595,005 tonnes. Summary statistics are shown in Table 1.

Table 1: Summary waste generation data for Hertfordshire, 2006/07

Waste Type	Total (t)	Per household (Kg)
Municipal Waste*	595,005	N/A
Household Waste**	552,741	1,222
Waste Collected at HWRCs (disposal)	47,424	105
District Council Collected Household Waste ('black bin' waste)	308,005	676
Waste Recycled / composted	197,658	437
Commercial Waste Collected by Authorities	30,576	N/A

* Includes all household waste disposed and recycled as well as collected trade waste.

**Includes waste collected from households for recycling, composting and disposal.

Trends in Waste Production

The amount of waste produced by Hertfordshire residents and businesses is increasing. Over the past decade, the average annual rate of increase in household waste arisings has been 3.2%. However, this hides underlying trends. Analysis of recent trends in waste generation shows:

- Waste growth rates have fallen considerably in recent years with household collected waste growing at only 1.7% for the past five years;
- That the introduction of green garden waste collection schemes by the Districts and Boroughs over the past few years has had the effect of causing a one-off increase in waste generation, as a result of:
 - Some green waste being displaced from HWRCs; and
 - Some green waste entering the waste stream for the first time
- That the quantity and type of waste arising at HWRCs can be affected by the household waste collection systems operating in the area.

For the purposes of this Strategy, it has been assumed that, if no further progress were to be made on waste prevention, the overall volume of municipal waste would continue to increase by around 1% per annum. Sensitivity analyses have been used to test the effect of faster waste growth so that collection and treatment infrastructure planning can be based on conservative assumptions.

The Partnership will also need to consider the impact of future new housing proposals.

Table 2 provides a breakdown of waste generated per person in each of the districts.

Table 2: Summary of annual waste generation per person 2005/06

	Household waste per Person (Kg)*	Recycling per Person (Kg)	Residual Waste per Person (Kg)
Broxbourne BC	565	171	394
Dacorum BC	527	236	292
East Herts DC	526	165	361
Hertsmere BC	512	171	341
North Herts DC	565	204	361
St Albans BC	495	178	316
Stevenage BC	528	158	369
Three Rivers DC	507	230	277
Watford BC	473	172	301
Welwyn Hatfield DC	547	168	379

(This table is a summary of 2005/6 data as 2006/7 saw a number of service changes that will have affected usage patterns)

** HWRC waste is apportioned following a survey to investigate where waste arising on each site came from through questioning site users.*

Recycling and Composting Performance

Since the Strategy was adopted in 2002, significant progress has been made in diverting waste from landfill and all of the Hertfordshire authorities have greatly increased recycling rates. The recycling rates for 2000/1 to 2006/07 are shown in Table 3 below.

Table 3: Household waste recycling rates, 2000/01 to 2006/07

	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07
Broxbourne BC	9.3	8.8	10.7	14.7	18.8	26.6	27.7
Dacorum BC	10.8	11.0	13.6	16.1	28.7	38.9	43.0
East Herts DC	6.7	7.9	12.0	14.3	18.1	23.4	26.6
Hertsmere BC	8.2	7.7	10.5	11.4	13.4	24.3	29.7
North Herts DC	9.6	8.8	11.5	17.7	20.0	26.7	33.2
St Albans BC	15.9	16.1	17.4	19.4	22.1	28.8	32.3
Stevenage BC	9.5	9.2	14.8	16.4	19.5	26.9	26.5
Three Rivers DC	12.3	12.0	13.3	18.7	25.1	40.4	44.2
Watford BC	11.4	11.4	12.7	20.8	25.0	36.3	34.7
Welwyn Hatfield DC	12.4	13.4	17.6	18.6	19.3	27.5	28.0
Hertfordshire CC	27.4	28.4	34.0	40.7	47.6	49.0	50.3
Total	14.8	15.1	18.5	21.9	26.6	33.1	35.8

This improvement can be traced to an overall increase in recycling performance at bring sites (HWRCs) operated by the county council and the introduction of additional dry recycling and organic waste collection services, across the Districts and Boroughs. This improvement has helped push the overall countywide recycling performance to 35.7% in 2006/07 compared to 14.8% in 2000.

Apart from the 19 HWRCs operated across Hertfordshire by the county council districts and boroughs provide “bring sites” for residents to deposit recyclables, some boroughs see this provision as a key component of their approach to achieving targets.

The number of centres varies with some rural authorities employing 40 + whilst ones that are more urban have a few as 8.

Typically the range of materials collected at these centres include, glass, plastics, cans, paper, textiles and shoes. The larger HWRCs will in addition take bulky goods and organic waste.

Table 4 below summarises the principle kerbside collection systems operated by each of the Hertfordshire waste collection authorities.

Table 4: The principle kerside systems operated by each of the Hertfordshire collection authorities

Council	Details of Collection Type		
	Residual	Dry Recycling	Organic Waste
Broxbourne BC	<ul style="list-style-type: none"> ➤ Weekly collection ➤ Black Sack ➤ Larger bin available for annual charge 	<ul style="list-style-type: none"> ➤ Fortnightly collections ➤ Paper, cans, glass 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Garden waste ➤ 240l Wheeled bin and Re-usable sacks
Dacorum BC	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ 240 litre wheeled bin ➤ Side waste ban, excess waste sacks sold 	<ul style="list-style-type: none"> ➤ Weekly collection ➤ Paper, cans, plastic bottles, glass 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Garden waste, cardboard and non-meat kitchen waste in a 240 litre Wheeled bin
East Herts DC	<ul style="list-style-type: none"> ➤ Weekly collection ➤ 240 litre wheeled bin. No side waste 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Paper, glass and cans 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Garden waste
Hertsmere BC	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ 240 litre wheeled bin ➤ Policy of no side waste 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Paper ➤ Plastic and Cans 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Garden waste, food waste and cardboard ➤
North Herts DC	<ul style="list-style-type: none"> ➤ Weekly collection ➤ 240 litre wheeled bin 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Paper, glass 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Green waste
St Albans CBC	<ul style="list-style-type: none"> ➤ Weekly collection ➤ Black sack 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Paper, cans, plastic bottles and one round collecting glass 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Garden waste with one round also collecting food waste and cardboard ➤
Stevenage BC	<ul style="list-style-type: none"> ➤ Weekly collection ➤ Black sacks ➤ Maximum of 3 sacks per week 	<ul style="list-style-type: none"> ➤ Weekly collection ➤ Paper, glass, cans 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Garden waste
Three Rivers DC	<ul style="list-style-type: none"> ➤ Weekly collection ➤ 140l bin unless > 5 people in house ➤ No side waste policy ➤ Nappy sacks @ 25p each 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Paper, glass, cans, plastic bottles 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Garden waste, food waste and card
Watford BC	<ul style="list-style-type: none"> ➤ Weekly collection ➤ 140l bin unless > 5 people in house ➤ Side waste ban additional refuse sacks £1/each ➤ Nappy sacks @ 25p each 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Paper, glass, cans, plastic bottles 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Garden waste, food waste and card
Welwyn Hatfield DC	<ul style="list-style-type: none"> ➤ Weekly collection ➤ Black Sacks 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Paper, glass 	<ul style="list-style-type: none"> ➤ Fortnightly collection ➤ Garden waste

4.4 Waste Management Infrastructure

Hertfordshire County Council provides 19 Household Waste Recycling Centres (HWRCs) across the county. Two of the districts, St Albans BC and Dacorum BC, operate simple Materials Recycling Facilities (MRFs) for the separation of co-mingled plastic and cans. The County Council is working to make provision of composting facilities for the composting of green garden waste, cardboard and kitchen waste both collected from households and brought by residents to the HWRCs. The County Council also provides waste transfer and disposal facilities.

The large majority of the municipal waste collected in Hertfordshire that is not recycled or composted is sent to landfill. The facilities used are both inside and outside the County with the largest site at Brogborough in Bedfordshire. Additionally, the County Council has a contract to dispose of up to 60,000 tonnes of material each year to the Edmonton Energy from Waste facility in North London. One of the key challenges that this Strategy will need to address is Hertfordshire's lack of facilities for treating and disposing of residual waste, so that value can be extracted from it and so that the reliance upon landfill can be minimised.

It is forecast that to meet Hertfordshire's LATs requirements the first residual waste treatment plant will need to be operational by April 2011 with a second plant becoming operational in 2015.

Waste Strategy 2000 and subsequent national policy documents and guidance also stress the importance of the proximity principle which states that waste should be managed as close as practicable to its source.

5.0 How Has the Strategy Been Developed?

The Strategy has been developed by the County Council as Waste Disposal Authority (WDA) and the ten District and Borough Councils as Waste Collection Authorities (WCAs), working through the Partnership together to produce a way forward.

The Strategy is a revision of one adopted in 2002 and, although significantly restructured and refocused, continues in a similar direction. This revision has been subject to a Strategic Environmental Assessment which has considered the likely environmental, social and economic impacts of the Strategy.

6.0 Core Objectives: Where We Are Trying To Get?

This Strategy has as its principal aims a set of Core Objectives, set out below:

Objective 1: *Manage materials in accordance with the waste hierarchy -, reduce, re-use, recycle / compost, energy recovery (e.g. local heating/ electricity), disposal - except where financial costs are prohibitive, or where environmental or public health consequences are negative;*

Objective 2: *Manage resources and waste in a way that meets the current needs of Hertfordshire's residents, without compromising the ability of future generations to meet their own needs;*

Objective 3: *Deliver quality services which are affordable and which offer value for money, over both the short and long-term;*

Objective 4: Have regard to the views of the local community in determining and implementing initiatives for the management of waste;

Objective 5: Ensure that services are flexible enough to allow technological developments and changing legal requirements to be accommodated, and to ensure that the desire to move waste up the Waste Management Hierarchy is not compromised;

Objective 6: Aim to manage a growing proportion of Hertfordshire's residual waste within the County and manage all other wastes at the nearest appropriate facility by the most appropriate method or technology. The Hertfordshire Waste Partnership will consider working with neighbouring authorities to achieve the most sustainable solutions for dealing with residual waste

Objective 7: Consider, where appropriate, approaches to managing waste from commercial and industrial sources if this contributes to the overall environmental, social and economic well-being of Hertfordshire communities;

Objective 8: Work together within the HWP to research, develop and deliver better coordinated services and infrastructure for waste collection, transfer, treatment and disposal;

Objective 9: Work with others, including commercial, statutory, non-governmental, academic and community based or not-for-profit organisations, in pursuit of the Partnership's vision of sustainable waste and resource management, particularly on the issues of waste prevention and re-use;

Objective 10: Lobby relevant government departments and agencies, including Defra, DTI, and other organisations, for the introduction of national and regional policies and financial arrangements which support the delivery of this Strategy's objectives;

Objective 11: Work closely with the community & voluntary sector to educate communities in waste-related matters and encourage engagement with waste prevention, reuse and recycling initiatives;

Objective 12: As local authorities, set an example by preventing, re-using, recycling and composting our own waste and by using our buying power to encourage sustainable resource use;

Objective 13: Maintain streets to a high level of cleanliness across Hertfordshire and to manage the waste arising from street cleansing activities.

7.0 Strategic Policies

The Strategic Policies set out in this section are intended to support the delivery of the Core Objectives and correspond to areas of action outlined in the accompanying Action Plan.

7.1 Compliance with National Legislation

Current and future policy development should also take account of national, regional and local guidance and other plans and strategies of all of the Hertfordshire authorities.

Core Policy 1: Current and future policy development will have regard to the National Waste Management Strategy and other relevant national, regional and local guidance, policy and strategies and plans.

7.2 Household Waste Prevention and Re-use

At the time of publication of the previous strategy, household waste within Hertfordshire as a whole was growing at an average of 3% per year. Recent analysis shows that the rate of growth in household waste has slowed, although it is still far from sustainable. The baseline waste generation forecast used for this Strategy would see waste arisings increasing by nearly 200,000 tonnes over the next 20 years.

As detailed in Objective 9 the HWP will seek to work with organisations that facilitate residents to re-use and reduce e.g. furniture reclamation schemes.

In the most recent years, there have been signs that introducing green garden waste collections is leading to increases in the quantity of household waste collected from the doorstep. Although the majority of the roll-out is complete this increase is likely to continue in the short-term as further areas receive the service. The Partnership has already taken a number of actions to reduce waste generation, including the promotion of home composting, and a coordinated waste awareness campaign.

This positive work needs to be reinforced and re-emphasised. As the costs of waste management rise, so the benefits of reducing waste at source are increasingly realised in financial, not just environmental, terms. The same applies to re-use, and indeed, it is sometimes difficult to draw a distinction between the two. The HWP will consider bringing together operational and promotional activities to maximise the potential for success.

The HWP recognises that education/ awareness in the community is vital and that this needs to be reflected in the business/ commercial sector. The HWP will use its influence to help facilitate producer responsibility.

The Landfill Allowance Trading Scheme presents a specific challenge to the Partnership with regard to waste prevention. The way the scheme works, preventing waste arising through initiatives such as home composting actually conflicts with the need to demonstrate that biodegradable waste has been diverted from landfill. It is possible that in the future the Government's approach to monitoring biodegradable waste diversion will become more consistent with the Waste Management Hierarchy. The HWP will continue to promote home composting.

Core Policy 2: The Hertfordshire authorities will prioritise actions which promote and deliver waste prevention and re-use. The principal focus of this activity will be on the household waste stream, but the authorities will support initiatives affecting non-household waste as appropriate.

Core Policy 3: Kerbside collections of garden waste are well established and popular services which are effective in delivering higher rates of recycling and composting and diverting biodegradable waste from landfill. In order to reflect the primacy of waste prevention, the Hertfordshire authorities will:

- Promote home composting of biodegradable waste;
- Provides support to ensure that residents home compost successfully (through support and education); and
- With a view to the longer-term, the HWP authorities will review the approach to biowaste collection in the light of experience with garden waste collections in Hertfordshire and elsewhere, in order that the unnecessary collection of new *additional* waste is avoided.

7.3 Dealing with Non-household Municipal Waste

The HWP authorities face decisions regarding the approach to dealing with non-household municipal waste, notably the commercial waste collected by the District and Borough councils. Different authorities collect differing amounts of commercial waste. Under the Landfill Allowances Trading Scheme (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).

It is not meaningful to set targets for prevention in the quantity of non-household municipal waste collected by the Hertfordshire authorities since the quantity collected is determined principally by operational decisions and the prevailing market for commercial waste than on any underlying trend. Consequently, the best thing that can be done with non-household waste is to ensure as little as possible of what is collected is sent to landfill.

Core Policy 4: The HWP will seek to encourage the re-use / and recycling of the non-household element of municipal waste, and to minimise its disposal to landfill.

7.4 Recycling and Composting

The commitment in the previous Strategy was clear: to exceed statutory and other national targets and to recycle 50% of household waste by 2012.

Further changes to the services described in Table 4 above are already planned, and are being implemented. Consequently, it should be expected that recycling and composting rates will continue to increase reflecting these new services. Beyond these, the Partnership will continue to develop services, improve public participation rates and to target new materials for recycling and composting. This commitment will not be compromised by the choice of any future waste treatment facilities to deal with Hertfordshire's municipal waste.

All of the Districts and Boroughs offer a green garden waste collection scheme. Once enclosed organic waste treatment facilities are fully in place, the opportunity will be available for the collection of kitchen waste in all districts. The collection of other materials varies between the waste collection authorities and over time it is expected that service levels will continue to move towards an arrangement, which maximises the affordable collection of materials for recycling and composting. Joint working between districts on collection facilities may help to achieve this.

Core Policy 5: Jointly, the Hertfordshire authorities will aim to recycle and compost a minimum of:

- 40% of household waste by 2008;
- 45% of household waste by 2010; and
- 50% of household waste by 2012

The Action Plan sets intermediate targets.

Core Policy 6: The HWP will provide convenient kerbside collection services, where practicable, so as to maximise the opportunity for separate collection of dry recyclables and organic waste. The authorities will also work towards developing recycling schemes for smaller waste streams such as litter and street sweepings.

Equally, the recycling and composting performance of HWRCs is improving. Over time, it is likely that more opportunities will arise for recycling a wider range of materials. Indeed, legislation may effectively require the capture of specific products at their end of life for re-use and / or recycling.

Core Policy 7: The HWP led by the Waste Disposal Authority will provide a network of quality HWRC's which maximise the opportunity for segregated collection of as broad a range of materials as available markets allow.

The HWP led by the disposal authority will seek to provide materials reclamation facilities in order to maximise the income generation potential of dry materials collected at kerbside.

Core Policy 8: The HWP will encourage re-use of appropriate products and materials, particularly those which can be collected in an appropriate manner through bulky waste collections and at HWRCs.

Before kerbside collections were well-developed and commonplace, most materials collected for recycling were deposited by residents in recycling banks. In some areas they still make a significant contribution to total material captured, provide a complimentary way of collecting materials, are a visible indication of Councils' commitment to responsible waste management and are popular with some residents who prefer them over the kerbside services with which they are also provided.

Core Policy 9: Alongside the HWRCs and kerbside collection systems, the Hertfordshire Waste Authorities will, so long as they continue to be widely used, continue to provide a network of bring bank facilities which complements the other services available to residents.

Increasingly legislation such as the Waste Electrical and Electronic Equipment (WEEE) Regulations are conferring responsibility for waste upon producers. Additionally, industry and commerce are increasingly under pressure to run on a less wasteful basis. There is a role for the HWP to facilitate these developments through lobbying, advice and practical help where appropriate.

Core Policy 10: The HWP will work to facilitate and encourage producer responsibility in complying with legislation such as the WEEE directive and improving their operations with regards other environmental issues such as excess packaging

7.5 Residual Waste

7.5.1 Residual Household Waste

The practice of setting percentage based recycling targets has received some criticism in recent years. It is possible to perform well when considering 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 38% of it performing better or worse than one which collects 1,000kg of waste per household and recycles 50% of it? Both have around 500kg of waste per household remaining after recycling and composting. In the authority with the lower recycling and composting rate, total collected waste is 20% lower, environmental impacts are lower.

It is possible to account for the effects of measures aimed at waste prevention and re-use alongside recycling and composting performance by assessing the amount of residual waste remaining as a result of the implementation of these initiatives taken together.

In 2005/06, update average residual municipal waste generated per person was around 400Kg. The Government's National Waste Strategy Review 2007 has committed to producing a final agreed local authority performance package for residual waste levels later in 2007. Pending this development the residual waste levels detailed below will be used as targets by the Hertfordshire Waste Partnership.

Core Policy 11: The Hertfordshire authorities will work together through the HWP to ensure the amount of residual household waste generated per person does not exceed the following amounts:

- 315 Kg in 2008;
- 300 Kg in 2010; and
- 285 Kg in 2012;

7.5.2 Dealing with Residual Waste

A very large proportion of the residual waste produced in Hertfordshire is sent to landfill for disposal. With the implementation of LATS in England, there will have to be a shift away from this heavy reliance to adopt a more mixed approach combining a wider variety of treatment and disposal technologies.

It is not only central government that is pushing Hertfordshire to consider different ways of managing its residual waste. There is a widening appreciation that simply landfilling untreated waste is neither prudent nor sustainable. Furthermore, local availability of landfill void cannot be guaranteed indefinitely and Bedfordshire, the final destination of much of Hertfordshire's waste is committed to discouraging the importation of waste into its area. The proximity principle requires that waste sent for disposal is dealt with as close as is possible to the point at which it is generated.

All residual waste treatments generate residues which have to be dealt with. Inevitably, some landfilling of this is required: even if every tonne of residual waste was fed into a treatment facility, there would still be a requirement, therefore, for landfill capacity.

However, some residual waste will continue to be landfilled without any form of pre-treatment for the foreseeable future. The inherent flexibility of landfill disposal recommends it as a guaranteed end- destination for waste when other facilities become temporarily unavailable or to accommodate excess waste pending the construction of facilities required for Hertfordshire .

Core Policy 12: The HWP will reduce the amount of unstabilised* waste sent to landfill to a level no greater than is necessary to:

- Retain flexibility to perform better at activities higher in the hierarchy;
- Enable routine maintenance to be carried out at other waste facilities; and
- Treat wastes, which cannot easily be treated at other County waste facilities.

When waste is landfilled, it will be done at the closest appropriate facility to its point of generation.

**I.e. waste that has not been pre-treated to reduce its biodegradability*

7.5.3.Treatments Other than Landfill

On alternative treatments of residual waste, the Partnership wants to avoid deficits in landfill allowance. In choosing the appropriate technologies, cost effectiveness, reliability and future market prospects will all be carefully considered. The Hertfordshire Waste Partnership will explore working with neighbouring authorities to achieve the most sustainable solutions for dealing with residual waste

Core Policy 13: the Hertfordshire Waste Partnership will ensure residual waste treatment facilities compliment the waste hierarchy and help secure self-sufficiency in landfill allowance.

In discussing waste treatment options, no single technology will be ruled out. The following issues are important to consider when planning new facilities for waste; consider minimising transportation to the facility, cost effectiveness and affordability, environmental Impact (e.g. noise and emissions) and turning waste into energy (e.g. local heating or electricity), The solution should contribute to broader sustainability objectives such as those for energy and climate change. The programme for this work is outlined in the Action Plan.

Core Policy 14: The Hertfordshire Waste Partnership will seek residual waste treatment solutions, which contribute to sustainability targets and bring benefits such as energy generation.

7.6 Involving Hertfordshire Residents

The delivery of this Strategy rests, to a significant degree, on the willingness and desire of Hertfordshire citizens to take responsibility for their waste. This is not a ‘one way’ responsibility. Some of the decisions facing the Hertfordshire authorities have major financial and service design implications and the views of residents will need to continue to be taken into account.

Hertfordshire's residents have been consulted to assist in the development of the strategy and a clear commitment is made to undertake a rolling programme of public and stakeholder consultation to assist in its implementation.

It is important to the Hertfordshire Waste Partnership that all partners are consistent in their communication of their commitment to the waste hierarchy when they come to consulting on future proposals for service development and the establishment of treatment facilities.

This commitment to education and information provision on the one hand, and consultation on the other, will be maintained.

Core Policy 15: The HWP will invest in education and awareness raising.

Core Policy 16: The communities of Hertfordshire will be involved in the revision of this headline Strategy and the authorities will follow the principle of involving communities 'up-front', in advance of revisions being made to the Core Strategy.

7.7 Incentivising Participation and Capture

Some people are more willing than others to engage, on a voluntary basis, with the services provided and the initiatives being implemented. Other residents do not voluntarily use the services that are provided to them, regardless of the service level, frequency of collections or any other measure that is introduced to maximise convenience. Consequently, additional measures may be needed to maximise the performance of sustainable waste management schemes in order to deliver the objectives of the Strategy. Already within Hertfordshire many districts, impose a limit on the amount of residual waste that they collect from residents e.g. through less frequent collections or smaller bins and other districts are investigating these options.

The decision whether to adopt methods to incentivise participation and capture and the nature of these methods will be at the discretion of the Waste Collection Authority.

The Hertfordshire Waste Partnership will continue to promote the benefits and practicalities of recycling through its existing WasteAware Campaign and work carried out by individual authorities to promote their own schemes.

Core Policy 17: Consistent with its desire to move waste up the hierarchy, the Hertfordshire authorities will continuously review, with a view to implementation, the range of initiatives available to them to incentivise:

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

7.8 Street Cleanliness and Enforcement Measures

Although alternate methods of waste collection and disposal are the principle focus of this strategy, this being the area of greatest national and local policy change, waste management services are still required to ensure that streets are cleaned to a high standard and that there are appropriate measures to deter and address both littering and fly-tipping. As simple waste disposal becomes a measure of last resort and price signals designed to relatively disincentivise disposal start to bite, a new incentive to fly-tipping is introduced and it is important to prevent this becoming a problem by acting proactively to enforce the law in this area.

Core Policy 18: The authorities within the HWP will use the powers available to them, and will work with regulatory bodies, to take appropriate action against those who act outside of the law in relation to waste management issues.

CP19: The authorities within the HWP will seek to ensure that any policies implemented have regard to potential impacts upon street cleanliness and fly tipping. Where negative impacts could arise, the HWP will put in place measures to mitigate them.

7.9 Secondary Materials Market Support

The successful implementation of this strategy will lead to the collection of significant quantities of materials for further reprocessing and re-manufacture. Most of these materials will, like the primary materials that they replace, be traded on commodity markets that are, at times, global. The possibility remains, however, that opportunities will develop that may be exploited locally by the availability of this material.

CP20: The HWP will encourage, wherever possible, the use of recycled and re-used materials within Hertfordshire, and will seek to encourage local developing markets for such materials.

8.0 The Partnership's Response to LATS

The Landfill Allowance Trading Scheme is the key national policy driver affecting waste management service design and economics. 2005/06 was the first year of the scheme and several uncertainties as to the details of its operation persist. The scheme also has the potential to come into conflict with the waste management hierarchy (for example by disincentivising investment in home composting – see Policy 3 above).

Whilst these issues do not help to provide a wholly satisfactory basis on which to build a sound strategy, the HWP has developed the following set of principles that will govern Hertfordshire's response to the challenges of LATS:

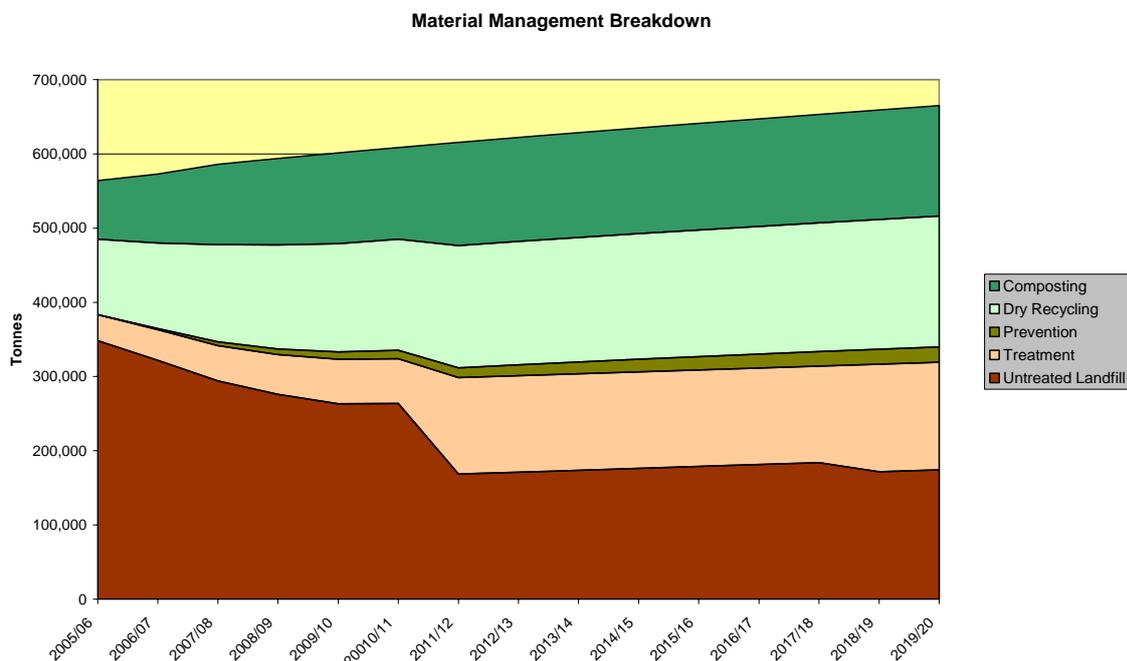
- Overall, it is the Partnership's aim to maintain self-sufficiency in Landfill Allowances throughout the scheme's lifetime. However, it is recognised that even if the Strategy is implemented successfully, a degree of trading 'at the margins' could be required.
- In the period to 2012, the focus of the Strategy will be on source-separation, focused in the following 2 areas;
 - Food waste kerbside collection, co-collected with green waste
 - Further roll out of services to collect a wider range of dry materials; and
- In addition, procurement of residual waste treatment capacity will commence in line with the Action Plan.
- In the medium term (the period to 2013), the Partnership will ensure a minimum of 60-80,000 tonnes per annum of residual waste treatment capacity is in place by 2011/12.
- In the longer term (to 2020), the Partnership will ensure that additional residual waste treatment capacity is in place, probably no later than 2017/18. If recycling and composting rates are no higher than is proposed in the strategy (and they may be),

the total residual waste treatment capacity by this date will probably need to be no less than 145,000 tonnes to keep the Partnership in credit on its balance of landfill allowances. However, it is suggested that capacity decisions are reviewed at the appropriate juncture in line with growth rates and recycling / composting performance (as well as the potential for renewing the existing contract with the Edmonton incinerator).

- The principles supporting the Partnership’s banking, borrowing and trading strategy for Landfill Allowances are to:
 - Bank surplus allowances in years where banking is allowed;
 - To consider sales in the years prior to target years on the basis of a strategic view of the evolving market (taking into account the value of forward sales); and
 - Avoid buying, particularly in or between first two target years.

The Strategy is summarised in Figure 3 below, which sets out the contribution that would be made by each waste management method in each year up to 2020. As pointed out above, the pink coloured section relating to residual waste treatment is a *minimum* (assuming performance is exactly as proposed in this strategy), as different technologies for treating residual waste are likely to be more or less efficient at dealing with the biodegradable element and the technologies to be used in Hertfordshire have yet to be chosen.

Figure 3 - Strategy Summary 2005 - 2020



9.0 Monitoring and Implementing the Strategy

9.1 Route Map to Achieving our Aims

Changes to waste management in Hertfordshire in the coming years will be significant. In the short term, there will need to be a continued focus on improving levels of recycling and composting and on tackling waste prevention and reuse.

The Strategy sets a target of 50% recycling and composting for 2012/13 that represents a significant challenge for all of the authorities in the short to medium term, and demands substantial progress to be made towards this target year on year

Beyond 2012 unless much better performance is achieved in recycling and composting than is targeted, the County's balance of landfill allowances will turn negative.

This suggests two options:

1. The County procures its own non-landfill treatment for residual waste; or
2. The County purchases allowances, if they are available, or pays the necessary fines if they are not.

Given what is, in any case, a diminishing quantity of landfill void space within Hertfordshire, it is suggested that the County should seek to procure new waste treatment capacity, to be in place by early in 2011/12.

Given the long lead-times associated with some treatment facilities, it is suggested that this facility should be a proven technology to ensure timely delivery in respect of reducing the County's deficit of landfill allowances. Furthermore, since landfill is likely to remain a relatively cheap option, the suggestion is that the best balance of affordability and performance for the strategy as a whole is likely to be met through a facility of relatively small scale (60-80,000 tonnes) to be followed by further capacity development in subsequent years. The capacity of subsequent treatment should be informed by performance in respect of recycling and composting. This approach renders the whole strategy more flexible to changes in technologies, policies, associated performance and social preferences.

9.2 Support for the Route Map

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

There is strong corporate support across the Hertfordshire authorities for making the actions required to deliver the Strategy happen. The Action Plan carries financial implications that will be considered for inclusion in individual authorities budgets.

Critical to the success of the Strategy will be the development of a set of funding arrangements for waste management services in Hertfordshire that make it possible for the best environmental, economic and social approach for the partnership and Hertfordshire residents as a whole to be taken without penalising individual partner authorities. This challenge will have to be met in the early stages of the Strategy implementation and has been addressed as a key priority within the Action Plan.

9.4 Monitoring Progress and Review of Plans

The Hertfordshire authorities are committed to update the Action Plan at the very least on an annual basis. If the Action Plan becomes substantially inconsistent with the Core Strategy, a review of the Core Strategy may be triggered.

At the latest, the Core Strategy will be reviewed, and revised as necessary in 2010, by which time the LATS will be well established and the National Waste Strategy will be scheduled for its next revision. This revised strategy has been subjected to Strategic Environmental Assessment. Thereafter, the Core 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, further details of how

progress against the Strategy will be measured and arrangements for the regular revision of the Action Plan.

10.0 Glossary of terms

Biodegradable Waste – Materials such as paper, food and garden waste which decompose through the action of bacteria or other microbes. Generally, biodegradable waste that is sent to landfill is squashed under all the other waste and does not have access to air. Decomposition without air (anaerobic) causes methane. Methane is a powerful greenhouse gas which is believed to contribute to global warming.

Bulky household waste – Large items of household waste such as furniture or fridges together with some garden and DIY waste.

Commercial waste – Waste from premises used mainly for the purposes of trade or business, or for the purposes of sport and entertainment.

Composting – Decomposition of organic matter in the presence of oxygen (aerobic) to produce compost for use as a fertiliser or a soil conditioner.

County Council – Is the waste disposal authority in the administrative area of Hertfordshire.

DEFRA – Department for Environment, Food and Rural Affairs

District Council – Is the waste collection authority in the administrative area of Hertfordshire.

HWP – Hertfordshire Waste Partnership. A partnership of the ten district councils and the County Council.

Energy from Waste – Conversion of waste into a usable form of energy, either by incineration, thermal treatment or the production of gas.

Greenhouse gas – Gases resulting from various processes which, when emitted into the atmosphere trap heat from the sun causing rises in global temperatures – a process often referred to as the Greenhouse Effect.

Green waste – Compostable garden waste

Household waste – Covers waste from household collections, street sweepings, bulky waste collections, hazardous household waste collections, litter collections, household clinical waste collections, separate garden waste collections, waste from Household Waste Recycling Centres and waste collected separately for recycling/composting schemes.

HWRC – Household Waste Recycling Centre

Kerbside collection – Collection of recyclables typically from the curtilage of premises.

Landfill – The process of depositing waste in/ on the ground.

LATS – Landfill Allowance Trading Scheme

Industrial waste – Waste from any factory and from any site occupied by an industry.

MSW – Municipal Solid Waste – This includes all waste collected by a Waste Collection Authority, or its agents, such as waste from households, municipal parks and gardens, flytipping and any waste they collect from commercial or industrial premises.

Proximity principle – Advocates that all waste should be managed as close as practicable to its source.

Recovery – Recovery of materials or energy from waste by methods such as recycling, energy generation and composting.

Recycling – Collection or recovery of reusable materials from waste, and their subsequent reprocessing to form useable products.

Re-use – The use of waste items such as bottles, packaging or electronic components for their original or for another purpose without reprocessing.

Trade waste – Generally this refers to commercial waste collected by the Waste Collection Authorities.

Waste arisings – The quantity of waste generated within a specified area

Waste Collection Authority – In Hertfordshire arrangements for the collection of municipal waste are the responsibility of the district councils.

Waste Disposal Authority – In Hertfordshire arrangements for the final disposal of household waste is the responsibility of Hertfordshire County Council.

WEEE – Waste Electrical and Electronic Equipment

Useful contacts

For information on waste collections and recycling in your area:

Broxbourne Borough Council: 01992 785577 / www.broxbourne.gov.uk / recycling@broxbourne.gov.uk

Dacorum Borough Council: 01442 228666 / www.dacorum.gov.uk / streetcare@dacorum.gov.uk

East Herts Council: 01279 655261 / www.eastherts.gov.uk / recycling@eastherts.gov.uk

Hertsmere Borough Council: 0208 2072277 / www.hertsmere.gov.uk /
waste.management@hertsmere.gov.uk

North Herts District Council: 01462 474000 / www.north-herts.gov.uk / recycling@north-herts.gov.uk

St Albans District Council: 01727 819285 / www.stalbans.gov.uk / environmental@stalbands.gov.uk

Stevenage Borough Council: 01438 242242 / www.stevenage.gov.uk / wastewizard@stevenage.gov.uk

Three Rivers District Council: 01923 776611 / www.threerivers.gov.uk / enquiries@threerivers.gov.uk

Watford Borough Council: 01923 226400 / www.watford.gov.uk /
environmentalservices@watford.gov.uk

Welwyn Hatfield Council: 01707 357000 / www.welhat.gov.uk / contact-whc@welhat.gov.uk

For information on your local Household Waste Recycling Centre, call 08457 425000, or visit www.wasteaware.org.uk

For comprehensive information on reducing, reusing and recycling in Hertfordshire, visit www.wasteaware.org.uk

For a directory of all the UK's recycled products, visit www.recycledproducts.org.uk

To find or offer items for reuse, visit Freecycle at www.freecycle.org

For information on waste and recycling at home, at work and in schools, visit www.recyclenow.com

To find your nearest charity shop, visit www.charityshops.org.uk

For information on charities which will collect and distribute unwanted furniture, visit www.frn.org.uk

To remove your name from junk mail lists, call the mailing preference service registration line on 0845 703 4599, or visit www.mpsonline.org.uk

For the National Waste Strategy 2007 visit www.defra.gov.uk/environment/waste/strategy

For information on the Landfill Directive and the Landfill Allowance Trading Scheme (LATS): www.defra.gov.uk/environment/waste/topics/landfill-dir/