

**HERTFORDSHIRE COUNTY COUNCIL
WASTE PLANNING PANEL
18 September 2003**

**Item
4**

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East of England Regional Waste Management Strategy 2002

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1. Purpose of Report

- 1.1 To advise the Panel of the implications for Hertfordshire in implementing the East of England Regional Waste Strategy.

2. The Reasons for the East of England Regional Waste Strategy.

- 2.1 Waste is a by-product of economic activity, and increased prosperity. The use of new products (including plastics), and changing consumer habits has, over the last fifty years, increased the amount and changed the nature of the waste produced. Disposal of this waste has been predominantly to landfill sites in former mineral workings. This creates problems as the entombed waste produces greenhouse gasses (mainly methane and carbon dioxide) and liquids, which can cause pollution of streams and groundwater. The pollution threat can last for centuries as the waste decomposes slowly. This approach to the management of waste is not sustainable, and cannot be allowed to continue. It is this situation which the Regional Waste Management Strategy (RWMS) seeks to address.

3. Policy Background and Drivers.

- 3.1 The Government and the European Union (EU) have set out guidance in a variety of directives, regulations and advice. Key policy documents are:-

The EU Landfill Directive and Landfill Regulations

The UK Waste Strategy 2000

The UK Planning Policy Guidance (PPG) notes, particularly PPG10 'Planning and Waste Management'.

- 3.2 The following four principles should be reflected in all future decisions :-

- a. The Best Practicable Environmental Option: this is defined as "the option that provides the most benefits or the least damage to the environment as a whole, at acceptable cost, in the long term as well as in the short term."

- b. The proximity Principle: Wastes should generally be treated or disposed of as near their place of origin as possible. Communities should be aware that their waste is their problem, not one to be exported.
- c. The Waste Hierarchy: the aim is to encourage the most appropriate way of dealing with waste and reducing landfill. The hierarchy gives preference to waste reduction, then reuse and recycling, finally composting and recovery of energy. The actual methods adopted will need to be informed by local considerations and in particular the cost implications of each alternative.
- d. Regional Self-sufficiency: The Government's view is that a high proportion of waste should be treated or disposed of in the region in which it is produced. Each region should provide facilities with sufficient capacity to manage the quantity of waste they are expected to produce for at least ten years.

3.3 The region's recovery targets (including composting/recycling) are as follows - :

Household, 40% of all waste by 2005, 50% by 2010 and 70% by 2015
Commercial, 66% of all waste by 2005 and 75% by 2015

4. Financial Costs

- 4.1 If increased resources are not made available to local authorities the individual authorities responsible for waste management will find it difficult to fund the necessary development. It is clear that if the objectives which derive from national and E.U. policies are to be met then government support is essential, whether it comes from increased landfill tax, direct financial assistance, development of markets or regulatory change.
- 4.2 In the case of municipal waste, change will require substantial investment and the development of new facilities for which finance may not be readily available. In the commercial and industrial sector decisions will be made on commercial grounds often heavily influenced by short-term financial considerations rather than long term needs.
- 4.3 Municipal waste arisings will continue to increase, as will the costs of waste management as landfill costs rise. Initiatives by local authorities and the Government should aim to develop facilities for joint municipal and commercial utilisation.
- 4.4 The County Surveyors Society commissioned a report on the costs of compliance with the government targets for recycling / composting. It was concluded that "authorities can anticipate costs increases of up to 60% over (costs at 2001) to meet short term recycling/composting and recovery targets, and over 100% by 2013."

5. Economic Implications

- 5.1 Waste is a resource from which products or energy can be obtained. However the recovery of potentially useable material is not an end in itself, and unless markets for the material are available recycling / composting can be costly and wasteful of energy and resources. The potentially useable material must be supported by markets for the recycled material. It is vital that new businesses and facilities to process waste suitable for recycling / composting are developed. Separating and collecting waste for recycling / composting is pointless without a market for that material. But markets will establish and grow if cost effective and they receive the right quantity and quality of separated waste. Collection practises by authorities and businesses should make this happen.
- 5.2 By planning for the long term the new facilities needed to deal with the waste will be brought on stream well before landfill capacity runs out. All waste streams should be managed in an integrated way to achieve economies of scale and minimise unnecessary transportation and if these objectives are incompatible then overall sustainability must be the determinant.
- 5.3 There are long lead times for the provision of waste management facilities, particularly in securing planning and regulatory consent, and overcoming environmental problems associated with facilities for recovery of energy from waste. The long lead times required to plan and build new facilities should be borne in mind and temporary arrangements may be necessary to ensure that the targets for the earlier years can be met.
- 5.4 Long term planning is essential and Waste Treatment and Energy Recovery Plants (WTER) may be needed in the region. If recovery targets are to be met planning authorities need to assess what is likely to be required and where such facilities might be sited. The siting of WTER facilities will be needed to be handled with very great care, with particular attention to local traffic implications, with locations close to urban areas (the source of the waste) or ready access to transport nodes likely to be favoured. Such sites might accommodate integrated facilities where economies of scale will need to be balanced against their environmental impact.

6 Power Limitations

- 6.1 The Region's ability to deliver sustainable waste management relies heavily on government policy and support. The fiscal and other regulatory Frameworks are outside the scope of Regional and Local Government
- 6.2 The policies in the strategy which set out guidance for policies in waste local plans and actions for planning authorities are within the jurisdiction of the local authorities. But, the bulk of waste management is in private hands, over which local authorities have no direct control. Nevertheless the RWMS will be

influential as the waste industry has been involved in its development and will offer broad support.

- 6.3 Waste Local Plans and Local Development Documents will provide the essential framework for a new system of waste Management. Unless planning permission can be obtained for the new facilities which will be needed the success of the strategy will be jeopardised. The RWMS will provide a detailed decision making framework to inform strategic planning authorities at the local level in the preparation of their Waste Local Plans. Waste Local Plans should identify sites for these new waste businesses to pro-actively encourage their establishment by reducing planning hurdles. Sites and facilities may not be popular in the locality but the overall needs of the community should be balanced against local concern and objection.
- 6.3 New development can generate significant amounts of waste material. The potential for the retention and reuse of buildings and reuse of materials should be considered at the design and pre planning application stage. Waste minimisation and recycling / composting initiatives may generate a requirement for new development. Support in development plans would encourage such proposals.

7 Rural Areas

- 7.1 The management of waste in rural areas presents issues that are distinct from urban areas. With a population of just over one million Hertfordshire is the most densely populated county in England but it is without one main population centre. 87% of the population live in 28 communities over 3,000 people. The remaining 13% of the population live in rural communities. Sparse populations make collection more difficult and recycling efforts more expensive due to transport costs. Hertfordshire's population spread would exacerbate the collection and transport costs.
- 7.2 Local authority waste planning or waste management authorities may be able to make a positive contribution to the provision of employment opportunities in rural areas. The siting of waste management facilities may be a way of providing employment opportunities, which are often needed in rural areas. These matters are best dealt with at the local level where environmental and other considerations may be taken into account, but in principle planning policy should be supportive of such initiatives.

8 Self sufficiency

- 8.1 Currently Hertfordshire exports much of its municipal waste. In 1998/9, Hertfordshire, with a shortage of landfill capacity sent 49% of its municipal waste mainly to sites in Bedfordshire (26%) and Essex (15%) with a small amount going to an incinerator in London. This practice will have to change, as a focal point of the RWMS is county and regional self-sufficiency.

- 8.2 Self-sufficiency at the regional and county level is promoted. The policies seek to ensure that Waste Local Plans and Local Development Documents do not encourage continued imports of waste from outside the region, and that they aim to achieve county level self-sufficiency. Counties and unitary authorities, should make self-sufficiency a starting point for their Waste Local Plans and Local Development Documents. However, the RWMS recognises that there may be situations where collaboration with other areas will provide mutual benefits.
- 8.3 The need for landfill will never disappear completely. It will continue to be needed if only for residues from other processes or when it is no longer practicable or economic to recover value from waste. Whilst there are reserves of landfill capacity in adjoining counties, the changing regulations regarding the suitability of sites for particular types of waste are likely to reduce these reserves.
- 8.4 The reuse of waste materials has been little developed in comparison with best practise in Europe. This is particularly true in respect of municipal waste, and is an area that requires attention.

9 Social

“A society which secures sustainable waste management, reducing the creation of waste and maximising recycling / composting and recovery so as to minimise the amount of material requiring disposal.”

- 9.1 In order to realise this vision there will need to be a fundamental change in society’s approach to waste. The region will encourage the development of a positive attitude to waste and its generation, treatment and disposal. This positive attitude will need to enlist and encourage community support and participation.
- 9.2 In addressing the future of waste management in the region the principal objective must be to reduce the amount of waste being created. This will require a change in current attitudes. Fiscal and other measures should be used to penalise unnecessary production and encourage reduction. Businesses should audit their operations to identify savings and households should refuse to accept potential waste (e.g. excess packaging). Local Authorities should seek to raise awareness and actively promote good practice. The region should seek to maximise the use of reduction, re-use, recycling and composting in order to reach its targets for recovery of waste.
- 9.3 Changing public perceptions of waste management is critical to the success of waste minimisation initiatives. Local authorities, and other organisations, should seek to persuade people to change their behaviour through education and other initiatives. A region-wide education campaign can have advantages over more locally based initiatives, particularly in terms of economies of scale and message retention within a large population and can help underpin other initiatives.

- 9.4 Where practicable municipal, commercial and industrial wastes should be sorted into similar types of material (for example, paper, and card, plastics etc) in order to maximise their potential for recycling / composting. In the case of households this will entail the provision to households of receptacles for organic waste, paper and dry recyclables.
- 9.5 Success will only come from a wide range of initiatives, not just from the actions of local authorities. Local initiatives can help to enlist community involvement and co-operation in the more formal processes.

10. Conclusion

The RWMS has to be implemented; the current method of landfill disposal is unsustainable. The RWMS has the support of the Government and the European Union and these political organisations expect implementation.

Currently Hertfordshire exports much of its waste, under the RWMS this will not be available. However the RWMS recognises that in some cases exportation will have mutual benefits, so this does remain a short run option.

Implementing the change will increase short run costs considerably before the long run benefits can be utilised. However continuing with the current waste management practices would see an increase in costs (including increases in landfill tax) both in the short and long run.

These long run benefits are dependent on commercial markets for the recycled material. The businesses supplying these markets will require assistance from Local Authorities while they are being established and until they can achieve economies of scale.

Implementation must have the support of the commercial sector and the Government. In return the County Council should have a development plan framework that facilitates implementation whilst protecting the environment.

Hertfordshire's population spread and rural communities would compound the problems associated with collection and transport costs. However the waste recycling industry should be viewed as an opportunity to create employment in rural areas.

The RWMS needs society to change its approach to waste. The County Council could do all it could to implement the RWMS but if society does not take part the strategy will fail. Therefore it is vital that the County Council promotes and develops initiatives to encourage community support and participation.

**Extracts from:
EAST OF ENGLAND
REGIONAL WASTE MANAGEMENT STRATEGY 2002**

**EAST OF ENGLAND REGION WASTE TECHNICAL ADVISORY
BODY**

SUMMARY

East of England Regional Waste Management Strategy

Introduction

1. The Regional Waste Management Strategy (RWMS) for the East of England has been prepared by the Regional Waste Technical Advisory Body (RWTAB) and approved by the Regional Planning Panel of the East of England Local Government Conference (EELGC). The Strategy has been subject to comprehensive consultation with a wide range of organisations and stakeholder groups in the region, including waste operators and those responsible for waste regulation.

What is a Regional Waste Management Strategy?

2. The principle purpose of the RWMS is to give guidance on the land use planning aspects of waste management, by considering what quantities of waste needs to be treated by different methods, and what this means in terms of the scale of waste management needs, up to 2021 (the period covered by the strategy). The strategy should:
 - Provide the context for Waste Local Plans and Local Development Documents prepared by strategic planning authorities
 - Guide the waste collection and disposal plans of all authorities
 - Inform and influence the private sector in waste management activities.

The waste management challenge

3. As a society we produce huge quantities of waste. Traditionally it has been deposited in landfills, but this causes pollution and is no longer acceptable. Therefore we need to reduce waste and change the way we deal with it.
4. The East of England produces large quantities of waste which must be

managed:

- Over 6 million tonnes of 'commercial' waste (or more technically 'commercial and industrial waste') in 1998/9
- 2.9 million tonnes of 'household' waste (or more technically 'municipal solid waste') in 2000/01
- 7 million tonnes of construction and demolition wastes in 1998/9
- 5.4 million tonnes of agricultural waste and by-products in 1998/9 (although most of this does not enter the waste stream)
- The region is a net importer of waste – around 3 million tonnes was imported in 1998/9, mainly from London.

How is waste managed at the moment?

5. The bulk of waste is deposited in landfill sites, including 53% of commercial and industrial waste and 81% of municipal waste. This is an inefficient use of resources, can be damaging to the environment and presents dangers of pollution. 47% of commercial and industrial wastes are processed/treated. Only 17% of municipal waste is recycled. For construction and demolition waste, data collection is difficult (much of this waste does not enter the waste stream). At least 30% is recycled and probably much more is re-used directly on construction sites after demolition of old buildings.

Policy drivers

6. The UK Government and the European Union (EU) have set out guidance in a variety of directives, regulations and advice. The overall aim of waste policy is to reduce the growth of waste production and to secure sustainable waste management. Within this overarching aim, a key objective is to reduce the volume of biodegradable waste going to landfill. Key policy is set out in:
 - The EU Landfill Directive and Landfill Regulations, which implement the Directive in the UK
 - UK Waste Strategy 2000
 - UK Planning Policy Guidance (PPG) notes, particularly PPG10 'Planning and Waste Management'.

Targets

7. There are a number of EU and national targets for waste management. These targets represent a great challenge, but technically they are possible.

8. The EU Landfill Directive sets targets specifying the amount of biodegradable municipal waste, which may be landfilled, in 2010, 2013 and 2020, which have been adopted nationally. In response to the Landfill Directive, the Government introduced national targets for the recovery of municipal solid waste and recycling and composting targets for household waste, for the years 2005, 2010 and 2015.
9. There are fewer targets for commercial and industrial waste, although the direction of policy is clear – to reduce the volume of waste requiring disposal and to redirect as much biodegradable waste away from landfill as possible. The Government target is to reduce the amount of C&I waste landfilled in 2005 to 85% of 1998 levels.

Developing a strategy for the region

10. The policy and targets above form the basis for the RWMS. In accordance with Government policy and targets there needs to be a substantial diversion of waste from landfill. In order to achieve this, the amount of material recovered from the waste stream must increase, either through re-use, recycling, composting or energy recovery. This will require significant changes in the way waste is managed, increased investment, and higher levels of local authority funding.
11. The approach taken for managing waste in the region will be influenced by a wide range of issues, including environmental, operational and cost factors, sitting within the context of EU and national waste policy and guidance. Inevitably not all of these considerations are compatible, and the RWMS represents a balance of these factors.
12. The RWMS also allows flexibility for decisions to be made at the local level, in order to ensure that waste management arrangements are responsive to local circumstances.

Objectives underpinning the Strategy

13. A number of objectives/issues underpin the RWMS:
 - The principle objective must be to reduce the amount of waste being created
 - The increasing restrictions on landfill and the reality that space is running out will drive increased recovery of value, whilst long term planning will ensure new facilities are brought on stream before landfill capacity runs out
 - The region should aim to become self-sufficient
 - A range of sites and facilities to handle and process waste will be required in the region. However, the RWMS is not intended to be prescriptive, and local circumstances will determine local solutions

- It is vital that new businesses and facilities to process waste suitable for recycling are developed
- Waste Local Plans should identify sites for these new waste businesses and thus pro-actively encourage their establishment by reducing planning hurdles
- The region in making provision for its wastes will expect adjoining regions to do the same, including London.

How much waste must we plan for?

14. The RWMS is primarily focussed on municipal solid waste and commercial and industrial waste and is underpinned by forecasts of waste arisings (see Box 1) in order to determine the likely scale of waste management required.

How should we manage the waste?

15. In order to determine the approach of the RWMS, a number of possible options for managing the projected future levels of waste were developed (see Box 2). The options were expressed in terms of various levels of recovery of waste when applied to the forecast arisings for the years 2005, 2010, 2015 and 2020. These were then considered against Government targets for recovery and diversion from landfill.

What about other waste streams?

16. There are problems with developing alternative scenarios for other wastes, such as construction and demolition wastes and hazardous wastes, due to the lack of reliable data. Future revisions of the RWMS will deal with these waste streams in more detail. The RWMS nevertheless includes policies addressing these waste streams.

The vision for the future

17. The overall aims of the strategy are expressed as a vision for the future.

The Vision

A SOCIETY WHICH SECURES SUSTAINABLE WASTE MANAGEMENT, REDUCING THE CREATION OF WASTE AND MAXIMISING RECYCLING AND RECOVERY SO AS TO MINIMISE THE AMOUNT OF MATERIAL REQUIRING DISPOSAL.

In order to realise this vision there will need to be a fundamental change in society's approach to waste. The region will encourage the development of a positive attitude to waste and its generation, treatment and disposal, and will promote and develop methods of waste reduction and management which:

- ***Minimise the environmental impact of waste management***
- ***Seek to reduce the generation of waste***
- ***Implement the Best Practicable Environmental Option for each type of waste***
- ***View waste as a resource and maximise the reuse, recycling and composting of waste, and extracting value from the remainder***
- ***Secure safe treatment and disposal of hazardous and residual wastes***
- ***Seek to secure where appropriate regional and county/unitary self-sufficiency in provision for waste management***
- ***Enlist and encourage community support and participation***

Policies for the management of waste in the East of England

18. The vision is elaborated on in 24 policies, grouped into 12 themes, summarised below.

Targets (Policy 1)

19. Regionally agreed targets will guide the way waste is managed. Current levels of landfilling are unacceptable. The RWMS sets out appropriate recovery targets for the region, and within the recovery targets the aim should be to maximise the level of recycling:

- Household– recovery of 40% at 2005, 50% at 2010 and 70% at 2015
- Commercial – recovery of 66% at 2005, and 75% at 2015.

Future provision for waste (Policy 2)

20. The need for additional facilities to meet the forecast requirements is urgent and action is needed by waste collection, planning and disposal authorities to identify sites to accommodate the new facilities. The RWMS indicates the scope of issues that policies in Waste Local Plans and Local Development Documents should cover to ensure adequate provision is made for sustainable waste management.

Self sufficiency (Policies 3 and 4)

21. Self-sufficiency at the regional and county level is promoted. The policies seek to ensure that Waste Local Plans and Local Development Documents do not encourage continued imports of waste from outside the region, and that they aim to achieve county level self-sufficiency. However, the RWMS recognises that there may be situations where collaboration with other areas will provide mutual benefits.

Waste reduction (Policies 5, 6, 7, 8 and 9)

22. There is a need to promote waste reduction at all levels, from producers to consumers. The RWMS contains policies setting out actions to be undertaken by the Regional Planning Body, local authorities and waste collection and disposal authorities to encourage waste minimisation. The Strategy requires that measures to achieve waste minimisation be implemented, including setting targets, establishing waste minimisation initiatives, raising public awareness, encouraging waste minimisation practices amongst producers, supporting collection and recycling schemes with a strong waste minimisation message, and encouraging waste minimisation and re-use in new developments.

Recycling and composting (Policies 10, 11, 12, 13, 14, 15 and 16)

23. Waste is a resource from which products or energy can be obtained. However, the separation of potentially useable material must be supported by markets for the recycled material. The policies in the RWMS seek to ensure that Government and local authorities provide incentives to establish businesses and markets for products and raw materials made from reclaimed material. There is also a need for local planning authorities to support and encourage the facilities and infrastructure needed to enable re-use or recycling of wastes. The RWMS also encourages separate collection of recyclable and compostable materials from households and industry in order to maximise recycling and composting.

Other options for recovery of value from waste (Policies 17 and 18)

24. If reduction, recycling and composting are not sufficient to meet the targets for the recovery of the biodegradable content of the waste stream other recovery options will be required. The main method is through thermal treatment, which reduces the volume of waste and can be used to recover energy from waste. There are new forms of technology emerging, but it is likely that waste treatment and energy recovery plants (WTER) will be required to support other initiatives.
25. It is important that energy recovery does not inhibit recycling of waste. The policies in the RWMS therefore seek to ensure that WTER facilities include processes to remove recyclable and compostable material. Energy recovery plants in the region should not handle more than 40% of the total municipal waste produced.

26. WTER facilities have long lead times, so the RWMS encourages long term planning, including the careful consideration of the siting of WTER facilities.

Landfill (Policy 19)

27. The need for landfill will never disappear completely. It will continue to be used if only for residues from other processes or when recovery is not economically viable. The RWMS sets out that Waste Local Plans and Local Development Documents must ensure the region has capacity to meet the need for landfill. Only in exceptional circumstances should provision be made for imported waste.

Waste disposal and collection authorities (Policy 20)

28. Municipal waste arisings will continue to increase, as will the costs of waste management as landfill costs rise. Initiatives by local authorities and Government should aim to develop facilities for joint municipal and commercial utilisation. The waste disposal and collection authorities should adopt a municipal waste strategy which allows recycling and composting targets to be met.

Hazardous and restricted wastes (Policy 21)

29. Increasingly hazardous and restricted wastes will need to be handled or disposed of separately to specialist facilities. It is important that adequate provision is made available. However, accurate data is needed in order to identify the need for facilities. Waste Local Plans and Local Development Documents should include policies to determine such proposals and make provision for such developments as appropriate.

Construction and demolition wastes (Policy 22)

30. Much construction and demolition waste is suitable for reuse as aggregate or soils. The tax on landfill has already brought about a change in attitudes to recycling and reuse and the RWMS aims to further this effort. It seeks to ensure that planning authorities enable adequate provision of sites and facilities for the recovery of such wastes.

Waste management in rural areas (Policy 23)

31. The management of waste in rural areas presents issues which are distinct from more urban areas. The sparse populations make collection more difficult and recycling efforts more expensive due to transport costs. Agricultural wastes are also significant, but this is a matter for the Environment Agency, rather than for waste planning authorities. Waste management facilities may be able to create employment opportunities in rural areas, which are often in need of jobs. The RWMS requires that local authorities have regard to these problems and consider the potential for waste management to create employment opportunities.

Data and monitoring (Policy 24)

32. The final policy in the RWMS recognises that accurate and up-to-date information on waste and waste management practices is essential. The RWTAB will monitor changes, progress towards meeting the targets and review of needs on an annual basis. It will also review the RWMS within five years of adoption, or earlier if national policy enables more rapid progress towards sustainable waste management.

So what facilities must we plan for?

33. The challenge is to find the means to recover 7.3 million tonnes from the household and commercial waste streams annually by 2015. This will be achieved as much as practicable by reuse, recycling and composting, with the remainder subjected to thermal treatment, which could include incineration with energy recovery. In this way Government targets will be met.
34. The range, type, capacity and location of new waste management facilities will be a matter for decision by planning and waste management authorities – this could mean a large number of small sites or a small number of large sites supplemented with smaller facilities.
35. Based on the quantities of waste which must be recovered to meet the statutory targets, the RWMS sets out an illustration of the possible numbers and types of facilities required to meet national targets. These are summarised in the table below. However, the figures must be interpreted with caution since they are based on relatively un-tested assumptions and broad indicative figures. Over time these figures will improve as better data becomes available; nevertheless they provide a useful yardstick.
36. The full RWMS also includes illustrative figures at the county level for quantities of waste requiring treatment and possible facility requirements. However, these figures are particularly prone to inaccuracies, particularly for commercial waste.

Indicative facility requirements in the East of England

<i>Treatment facility type</i>	<i>Total capacity required (million tonnes pa)</i>	<i>Average facility size (tonnes pa)</i>	<i>Number of facilities</i>
Composting	0.74	15,000 or 10,000	50 or 75
Recycling	3.00	50,000	60
Integrated facilities ⁱ	3.65	150,000	25

ⁱ integrated facilities could include further recycling and composting capacity

with the possibility of other recovery methods (e.g. biodigestion and energy recovery)

37. The number of facilities required could be greater if unsorted waste is accepted at the facilities.
38. These figures assume certain levels of growth. However, if growth in household waste can be halted and the level of commercial waste reduced, the number of facilities needed could be reduced. Therefore the importance of minimisation is paramount.
39. Opportunities for waste minimisation, re-use and recycling should be favoured. However, the RWMS cannot rely on the assumption that these options alone can manage all the waste produced in the East of England. Despite the opposition to energy recovery, there will be a need to deliver such facilities, since the lead times for energy recovery facilities are long and decisions must be taken early.

How influential will the Strategy be?

40. Achieving sustainable waste management is a big challenge, and the RWMS should help meet this aim, although it does have limitations:

Limitations of local authority power

41. The policies in the Strategy which set out guidance for policies in waste local plans and actions for planning authorities are within the jurisdiction of the local authorities. But, the bulk of waste management is in private hands, over which local authorities have no direct control. Nevertheless the RWMS will be influential as the waste industry has been involved in its development and will offer broad support.

Financial constraints

42. Availability of finance for new facilities for treating household will be critical to success. For commercial waste, the private sector will often make decisions on the grounds of short-term financial considerations rather than long-term needs, but this needs to change. Encouragingly many businesses have seen the financial sense in managing their waste properly.

What happens next?

43. The success of the RWMS once implemented by the individual authorities will be in the hands of all who produce, handle or dispose of waste. It will require a coherent approach by individuals, organisations and businesses as well as by local authorities. Change is not an option, but a necessity if the target of sustainable waste management is to be met.

44. The RWMS will provide a detailed decision making framework to inform strategic planning authorities at the local level in the preparation of their Waste Local Plans and guide all waste producers, managers and collectors with their plans.
45. The RWMS will now be taken into account in the Review of the Government's Regional Planning Guidance for the East of England (RPG14), which will be finalised in 2003/4.
46. To ensure the RWMS remains an up-to-date and useful document, monitoring of the RWMS and waste management issues by the RWTAB will be undertaken continually, and revised versions of the RWMS will be issued at regular intervals. An Implementation Plan will be drawn up to realise the RWMS and translate the policies into actions.



1.0 WASTE MANAGEMENT POLICIES FOR THE REGION

General

1.1 The Vision

A SOCIETY WHICH SECURES SUSTAINABLE WASTE MANAGEMENT BY REDUCING THE CREATION OF WASTE AND MAXIMISING RECYCLING/COMPOSTING AND RECOVERY SO AS TO MINIMISE THE AMOUNT OF MATERIAL REQUIRING DISPOSAL.

In order to realise this vision there will need to be a fundamental change in society's approach to waste. The Region will encourage the development of a positive attitude to waste and its generation, treatment and disposal, and will promote and develop methods of waste reduction and management which

- *Minimize the environmental impact of waste management*
- *Seek to reduce the generation of waste*
- *Implement the Best Practicable Environmental Option for each type of waste*
- *View waste as a resource and maximises the reuse recycling and composting of waste, and extracting value from the remainder*
- *Secure safe treatment and disposal of hazardous and residual wastes*
- *Seek to secure where appropriate regional and county/unitary self sufficiency in provision for waste management*
- *Enlist and encourage community support and participation*

Targets

1.2 The following targets underpin the whole Strategy:

POLICY 1

Challenging but achievable targets should be adopted by all Authorities and commercial waste producers to minimise waste and provide the basis for implementing the overall aim of recovering value from waste (including recycling/composting), and minimising disposal. The aim is to secure the following minimum levels of recovery:

- ***Municipal Waste – recovery of 40% at 2005, 50% at 2010 and 70% at 2015.***
- ***Commercial & Industrial Waste – recovery of 66% at 2005, 75% at 2015.***

Within the above recovery targets the aim should be to maximise the level of recycling/composting. Monitoring of these targets will be undertaken annually.

Future Provision for Waste

POLICY 2

Local Authorities in their Waste Local Plans, Local Development Documents and Waste Management Plans should have particular regard to the principles of sustainable development so as to ensure that the developments proposed do not impact adversely on future generations or waste or destroy scarce resources. The LDF's and WLP's should include policies to:

1. ***Make adequate provision for sites for the collection, storage, treatment, processing and disposal of waste arising within the Plan area.***
2. ***Ensure that sufficient capacity can be provided in each county to handle the forecast amount of municipal, industrial, commercial and construction and demolition waste arising within that area, and***

for hazardous and other problem wastes unless regional or national provision is more appropriate.

- 3. Provide for monitoring and review so that forecasts of future waste arisings in the region, and facilities needed to deal with them, are regularly updated, and that regional strategy and local plans reviewed to ensure that they reflect future requirements.***
- 4. Provide specific policies to:***
 - encourage waste minimisation.***
 - determine how the principle of Best Practicable Environmental Option will be applied in the context of the Hierarchy of Waste Management.***
 - provide criteria for consideration of proposals for recycling/composting facilities , energy recovery, incineration and other plant likely to be needed.***
 - provide for the treatment, storage and disposal of hazardous and other wastes which give rise to problems of handling ,treatment or disposal.***

Self Sufficiency

POLICY 3

In developing policies in their Waste Local Plans and Local Development Documents and when considering proposals for waste management facilities the Region local authorities will apply the principle that after 2010 the import of waste from outside the region will only be acceptable in very special circumstances. Only residues from other waste processes, or very exceptional (where it can be demonstrated that there is no other practical option) waste from outside the region which would not benefit from treatment will be acceptable for landfills in the region. New non-landfill waste facilities dealing primarily with waste from outside the region will not be permitted unless there is a clear benefit to the region. Such benefit might include the provision of specialist processing or treatment facilities for recyclates or special wastes where the provision of such a facility would provide a facility for handling such locally arising wastes.

Policy 4

To meet the requirements of county self- sufficiency and the proximity principle the current pattern of waste disposal with high levels of imports from outside the county must change, each area meeting its own needs, not relying on others. The starting point is for planning decisions and future municipal waste management contracts to be based on a facility within the county/unitary area where the waste is

although where collaboration with other areas provides mutual benefits it should be pursued.

Waste Reduction

POLICY 5

With the aim of securing an annual reduction in the amount of waste produced in the region the Regional Planning Body will:

- *Set waste minimisation targets following research and consultation including work being carried out nationally, to determine the best options for the region*
- *Pursue a programme of consultation and monitored waste minimisation initiatives, in order to establish what actions will work best for the region to determine targets which represent BPEO.*
- *Actively promote waste minimisation in partnership with local authorities, industry and other stakeholders*
- *Seek to identify the factors which determine the amount of waste produced. This will be used to refine and develop the regions' waste minimisation strategy*

POLICY 6

In order to raise public awareness of the links between consumer choice and the generation of waste and the economic, environmental and social impacts of waste management the Regional Planning Body will:

- *Provide advice and guidance for the public on the practical measures that can be taken to reduce the amount of household waste being produced*
- *Undertake, in partnership with the Waste Disposal and Collection authorities and other relevant bodies, a coordinated region-wide waste minimisation campaign. The campaign will be monitored annually.*
- *Lobby government for changes in legislation and fiscal measures to bring about waste minimisation.*

POLICY 7

The Regional Planning Body will actively encourage waste minimisation practices amongst industries in the product production chain. As a first step, the Region will initiate region-wide waste minimisation fora with raw material producers, product and packaging manufacturers and retailers. Such fora will consider issues such as sustainable product design, examining the potential for and promoting the concepts of minimal resource use and using reprocessed materials, and designing for repair, re-use, upgrading, longevity and recycling/composting. The fora will explore ways in which retailers can promote goods designed to minimise waste and goods made from reprocessed materials.

POLICY 8

Waste Disposal and Collection Authorities should

- **consider the relationship between waste minimisation, waste collection and recycling/composting, when devising and operating waste management strategies including collection and recycling/composting schemes. All collection and recycling/composting schemes should be supported by a strong waste minimisation message.**
- **introduce reduced capacity waste collection systems throughout the Region, in conjunction with existing or new recycling/composting schemes.**

POLICY 9

New development should be designed and planned with regard to minimizing production of waste. Local authorities should include policies in their development plans placing a requirement that development proposals have regard to the to minimize the use of raw materials and the amount of waste generated construction and demolition, reusing and recycling/composting such waste possible.

Recycling and Composting

POLICY 10

Government and local authorities should provide financial and other incentives to establish businesses and markets for products and raw materials made from reclaimed material, and lead by example by adopting purchasing and operational policies which establish best practice.

Waste Planning Authorities should include policies in their waste local Plans

actively encourage and support the development of waste processing facilities where these can be shown to be environmentally acceptable
Local authorities should seek to encourage initiatives by the private sector, voluntary bodies, local groups and individuals in developing recycling/composting initiatives

POLICY 11

Development plans should contain policies that actively support the development of waste re-use facilities. Waste Disposal Authorities should seek to ensure that facilities for the re-use of wood, furniture, white goods, and electronic equipment are provided. The Region will co-ordinate a region-wide directory of re-use facilities and schemes and promote partnerships with voluntary and other sectors to initiate schemes where underprovision is identified.

POLICY 12

Local authorities should include policies in their development plans which specify in principle the infrastructure required to implement waste minimisation, recycling/composting initiatives

POLICY 13

In order to maximise recycling/composting, Waste Disposal Authorities, Collection Authorities and private sector waste management companies should introduce separate collection of recyclable and compostable materials as effective and practicable. The local authorities should ensure that “bring sites” and civic amenity sites are readily available.

POLICY 14

New material recycling facilities (MRFs), composting facilities and processing plants for recyclable material will be needed to complement the introduction of separate collection of recyclables. These should be provided in the Region in line with capacity to meet the levels of recycling/composting aimed at, and should cater for both public and private sector requirements.

POLICY 15

Local authorities should encourage composting or biodigestion of biodegradable wastes where appropriate. In addition to providing for the collection of separate biodegradable waste and green waste composting, initiatives such as home composting, and the use of reusable nappies should be supported, and the feasibility of on-farm composting explored.

POLICY 16

The production and collection of separated wastes from industrial and commercial producers should be encouraged. Waste management companies should where possible, promote the collection of

separated waste from firms. Joint action by/or on behalf of groups of waste producers - for example tenants of industrial estates – is to be encouraged.

Other options for recovery of value from waste

POLICY 17

All waste treatment and energy recovery plants must include processes to recover recyclable and compostible material where this has not been carried elsewhere. Municipal waste strategies which include energy recovery should specify performance levels for recycling/composting to avoid energy recovery inhibiting recycling/composting. Consequently energy recovery plants in the region should not be expected to handle more than 40% of the total municipal waste produced. Incineration of municipal, commercial or industrial waste without energy recovery will not be permitted. However, for some specialized operations, such as the disposal of clinical waste and some specialized and hazardous wastes incineration without energy recovery may be appropriate.

POLICY 18

Action should be taken by Waste Planning, Disposal and Collection Authorities to identify the need for Waste Treatment and Energy Recovery facilities, prepare plans and proposals and, if necessary, secure the consents and finance to ensure that the facilities can be made available when needed. They will normally be located in or adjacent to urban areas and where energy recovery is included should maximise the utilisation of heat and power produced. Existing waste management sites, including landfill sites, may be appropriate locations for such facilities which would deal with a range of wastes from public and commercial sources.

Landfill

POLICY 19

Waste Local Plans and Local Development Documents must ensure that the region and preferably each county area has the capacity to meet the need for the landfill of residual waste arising locally and where appropriate within the region. Exceptionally and in appropriate circumstances, it may be necessary to make some provision for imported waste which cannot feasibly be dealt with in any other way.

Waste Disposal and Collection Authorities

POLICY 20

Each Waste Disposal and Waste Collection Authority should adopt a municipal waste strategy which can deliver the recycling and composting targets for its region.

Hazardous and Restricted Wastes

POLICY 21

New treatment and disposal facilities will be needed for hazardous waste other wastes requiring specialised treatment. These facilities will need considered in a regional context . Waste Local Plans and Local Development Documents should include policies setting out criteria for determining proposals, and may make provision for such development where advised by the Region or on the advice of the Environment Agency that such action would be appropriate.

Construction and Demolition wastes

POLICY 22

Planning authorities should seek to ensure adequate provision of site facilities for the recovery of construction and demolition waste. Before granting planning permission for development involving demolition or the production of waste materials authorities should require information on the proposed methods of dealing with waste so as to minimise its production and maximise re-use and recycling.

Waste Management in Rural Areas

POLICY 23

Local authorities in waste planning and management will have regard to the problems of waste management in rural areas and the need to make adequate provision for dealing with such waste. They should consider the potential for waste management to make a positive contribution to the provision of job opportunities in rural areas.

Data and Monitoring

POLICY 24

Monitoring of changes, progress towards meeting the targets and review of needs will be carried out on an annual basis by the RWTAB and a review of this Regional Waste Management Strategy will be undertaken within five years of the publication of the Adopted Strategy. The Strategy will be reviewed earlier if national policy enables more rapid progress towards sustainable waste management.

Hertfordshire

Population at 2002	1.04 million
Land Area	1643 sq. km.
District Authorities	Broxbourne, Dacorum, East Hertfordshire, Hertsmere, North Hertfordshire, St. Albans, Stevenage, Three Rivers, Watford and Welwyn Hatfield.
Unitary Authorities	None

County Characteristics

With a population of just over one million, Hertfordshire is the most densely populated county in England. The county covers 1643 square kms and has a mix of new towns, garden cities, market towns and villages, with no one main population centre. 87% of the population live in one of the 28 communities of over 3,000 people. The remaining 13% of the population live in rural communities. Nearly two thirds of Hertfordshire's rural area is designated Green Belt which is split between the Metropolitan Green Belt and South Bedfordshire Green Belt. The Chiltern Hills to the west and north west of the county are designated an Area of Outstanding Natural Beauty.

A quarter of Hertfordshire's working population commute to London, making the county more dependent on the capital than any of the other Home Counties. Employment in the service sector has risen steadily since 1980, offsetting a shift away from the manufacturing industries. Today financial services, computer-related industry, pharmaceuticals and the film/media sectors are amongst major sources of employment in the county.

Hertfordshire has insufficient landfill capacity to meet its current and future MSW disposal needs and recognises, therefore, that it has a need to develop alternative forms of waste management.

Table H.1 Municipal Wastes

000's tonnes

	MSW Arising	Recycled / Composted	Energy Recovery	Landfill
Herts CC	550,323	84,537	46,176	427,316

Growth rate Hertfordshire CC 1998 - 2000 4.9%

Table H.2

Waste Management Recovery Facilities (1) – in place and proposed with capacities ('000 tonnes pa)

annual capacity required post 2015 (2)	current capacity at 2000 (3)	2015 capacity (4)	balance (5)
1314	279 (6)	279	1035

- 1 amount of waste for recovery of value including recycling, composting, energy recovery
- 2 annual amounts at 2015 and thereafter
- 3 known/ existing annual capacity
- 4 projected capacity (assume 2000 unless known adjustments required)
- 5 2015 requirements less known capacity at 2015
- 6 current capacity for recovery is less than amount recovered because the majority of the material either went to facilities outside the county or direct to reprocessors

Forecast of future needs

- 1. Table A2.4 below shows the product of assumptions regarding the volume of MSW and C & I arisings (3% pa growth of MSW to 2010 and no growth in C & I arisings) and the levels of waste recovery likely to be needed of government targets and aims are to be met. The level of recovery of the combined waste stream needs to rise from 651,000 tones in 2000 to over 1.3 million tonnes in 2015. Whilst the volume of C & I waste recovered needs to double there needs to be a fourfold increase in recovery of MSW.

Table H.3 Herts forecast waste data 2005-2020 ('000 tonnes)

		2000	2005	2010	2015	2020
MSW	Waste Produced	517	599	695	695	695
	Recovered	123	240	347	486	486
	Residual	394	359	348	209	209
C & I	Waste Produced	1104	1104	1104	1104	1104
	Recovered	563	729	828	828	828
	Residual	541	375	276	276	276
TOTAL MSW + C & I	Waste Produced	1621	1703	1799	1799	1799
	Recovered	686	969	1175	1314	1314
	Residual	935	734	624	485	485

- The County produced over 500,000 tonnes of MSW in 1998/9. Unlike other Counties in the region, a small amount of waste was incinerated (in London) but even so the amount recovered was low. A major effort will be needed to increase the amount of waste recovered from 46,000 tonnes to 240,000 tonnes by 2005 if the target is to be met. It is likely that the increase can only be secured by recycling or composting given the short timescale over which the change is required. It will almost certainly entail near universal adoption of segregated waste collection and the development of materials recycling/composting facilities to handle and process the waste. Given the problems of finding markets for recyclables the likelihood of other authorities producing increased quantities of recycled materials is likely to be a difficult in the short term. Composting of green waste will undoubtedly make a contribution, but composting/biodigestion of biodegradable MSW presents problems in that it needs to be collected separately, or processed through a 'dirty' MRF and the product is likely to meet with difficulties in finding suitable outlets because of problems of potential contamination and restrictions on its use as agricultural land. All of these present a major challenge.
- The column '2000' is indicative although is based on 1998/99 data. After 2005 the total to be recovered of the 50% target to be met rises to 347,000 tonnes, and by 2015 to 486,000 tonnes. Even if recycling and composting are maximised, these levels may not be achieved without incineration or other treatment of the waste stream. The implications of this in terms of the nature, cost, timing and location of additional facilities will have to be assessed very carefully.
- For commercial and industrial waste where already about half the waste is recovered, the increase to 66% by 2005 will be a challenge involving removal of a further 66,000 tonnes of waste. This is likely to be secured by greater separation of waste at source and by the collection companies carrying out

increased sorting of collected material. Increases in landfill tax and new regulations limiting the range of materials going into landfills will be an initiative to move in this direction.

5. By 2010 where recovery of 75% of the waste is the aim, development of the above methods will be important, so that effectively all material is sorted or treated to remove recyclables. Thermal treatment of combustible waste may have a part to play in removing biodegradable waste which cannot be recycled or composted, and as this applies to MSW it will clearly be advantageous if proposals for thermal treatment facilities are designed to handle material from both waste streams.
6. All these developments will entail considerable changes in waste management practices and investment in plant and facilities. They constitute a major challenge for authorities and industry generally. The value of waste minimisation, which reduces the volumes needing to be handled, must be recognised and every effort made to promote it.
7. Special and hazardous wastes are likely to pose a disposal problem as co-disposal of these wastes comes to an end. Further information on the scale and nature of these wastes and their disposal needs is vital if a coherent local and regional approach is to be developed, and should have high priority.
8. Construction and demolition wastes are produced in large quantities in the region with a total estimated 7.1 million tonnes in 1999. As landfill costs have risen an increasing volume has been diverted from disposal as waste by recycling/composting and by other uses – notably landraising as part of developments. This is likely to continue as changing regulations are classifying an ever greater proportion of this waste as non-inert and therefore having higher disposal costs and a restricted number of suitable sites. However the material has considerable under-utilised potential for recycling/composting and reuse, and steps need to be taken to encourage this and minimisation of production.
9. Herts has a very limited amount of landfill capacity and currently exports over half its commercial and industrial waste outside the region and a further 8% of its municipal waste. It also exports over 60% of MSW to landfill sites in Bedfordshire and Essex. These latter movements reflect the availability of landfills adjacent to the county and the limited capacity within it – and may well accord with the proximity principle. However the large export of C & I waste from the region is contrary to the principle of regional self-sufficiency.

GLOSSARY

Aerobic digestion	Decomposition of waste, in the presence of air
Anaerobic Digestion	Decomposition of waste in the absence of air
Best Practicable Environmental Option	The outcome of a procedure to establish the option which provides the most benefits or least damage to the environment as a whole both in the long and sort term.
Best Value	A measure of the standard of service provided by local authorities , --by the most effective economic and efficient means available
Biodegradable waste	Organic waste ,usually vegetable matter
Civic Amenity Sites	Local authority sites to which waste from households and small businesses can be brought for recycling or disposal.
Combined heat and Power	Facilities in which waste is combusted to produce heat for domestic or industrial purposes in addition to the generation of electricity
Commercial waste	Waste from business premises
Composting	Decomposition of organic waste in air to produce a compost or mulch as soil improver
EU Directive	EU legislation, binding on government, and translated into UK law
Gasification Plant	Facility for the production of combustible gas from waste
Hazardous waste	Class of waste posing a potential hazard , having its movement and treatment regulated by the Environment Agency
Household waste	Waste produced by households (domestic waste)
Industrial waste	Waste produced by or originating at industrial premises
Landfill Directive	Guidance from the EU on the regulation of landfills (EC1999) now incorporated into UK law.
Landfill gas	Gas (principally carbon dioxide and methane) produced from decomposing organic materials in landfill sites
Materials Reclamation Facility	Site where materials are extracted from waste for reuse/recycling

Municipal waste	Waste collected by local authorities- mainly domestic waste but including some commercial waste e.g. waste collected from shops.
Proximity principle	The principle that waste should be treated or disposed of as close as practicable to its place of origin
Pyrolysis	Decomposition of waste by heating in an enclosed vessel in the absence of air to produce gas for combustion
Refuse derived fuel	Material extracted from waste for use as fuel for the generation of electricity
Recovery	A range of activities securing value from waste and reducing the amount of material requiring to be landfilled
Recycling	Extraction of material from waste for reuse or as a raw material
Regional self sufficiency	The aim that a region should make provision for the treatment or disposal of all the waste arising in its area
Thermal Treatment of waste	Reducing the volume of waste and recovering energy by processes involving heating or combustion (including Pyrolysis and incineration)
Waste transfer station	Facility where waste is held prior to onward movement to treatment or disposal facilities
White Goods	Large domestic and commercial electrical goods- refrigerators, cookers etc

Item 4 Correction.

8.1 Currently Hertfordshire exports much of its municipal waste. In 2002/03, Hertfordshire, with a shortage of landfill capacity exported 80% of its municipal waste mainly to sites in Bedfordshire (58.8%) and Essex (11.5%) with a small amount (9.5%) going to an incinerator in London. This practice will have to change, as a focal point of the RWMS is county and regional self-sufficiency.

Figures for Municipal waste disposal 2002/2003

Bedfordshire	266 thousand tonnes	58.8%
Herts	90 thousand tonnes	19.8%
Essex	52 thousand tonnes	11.5%
London	43 thousand tonnes	9.5%
Cambs	1.5 thousand tonnes	0.33%
Total	452.5 thousand tonnes	99.9%