

Leicestershire Municipal Waste Management Strategy 2006

Core Strategy & Action Plan



Leicestershire
Waste
Management
Partnership

Core Strategy: Leicestershire Municipal Waste Management Strategy 2006

Leicestershire Waste Management Partnership

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1.0 Vision

Leicestershire is pursuing a clear vision for sustainable waste management and resource use. Waste should first be prevented from arising, be reused, recycled or composted. Any residual waste that has not been reused, recycled or composted should be treated before disposal so that further value can be recovered and so that the impact of final disposal is minimised.

Through the collaborative efforts of the Partnership, a majority of Leicestershire's waste will be being recycled by 2010, growth in waste production will be in decline and local communities will be taking responsibility for the waste they produce.

2.0 Introduction

This Municipal Waste Management Strategy is the joint strategy for Blaby District Council, Charnwood Borough Council, Harborough District Council, Hinckley and Bosworth Borough Council, Melton Borough Council, North West Leicestershire District Council and Oadby and Wigston Borough Council; and Leicestershire County Council. Collectively, these local authorities comprise the Leicestershire Waste Management Partnership.

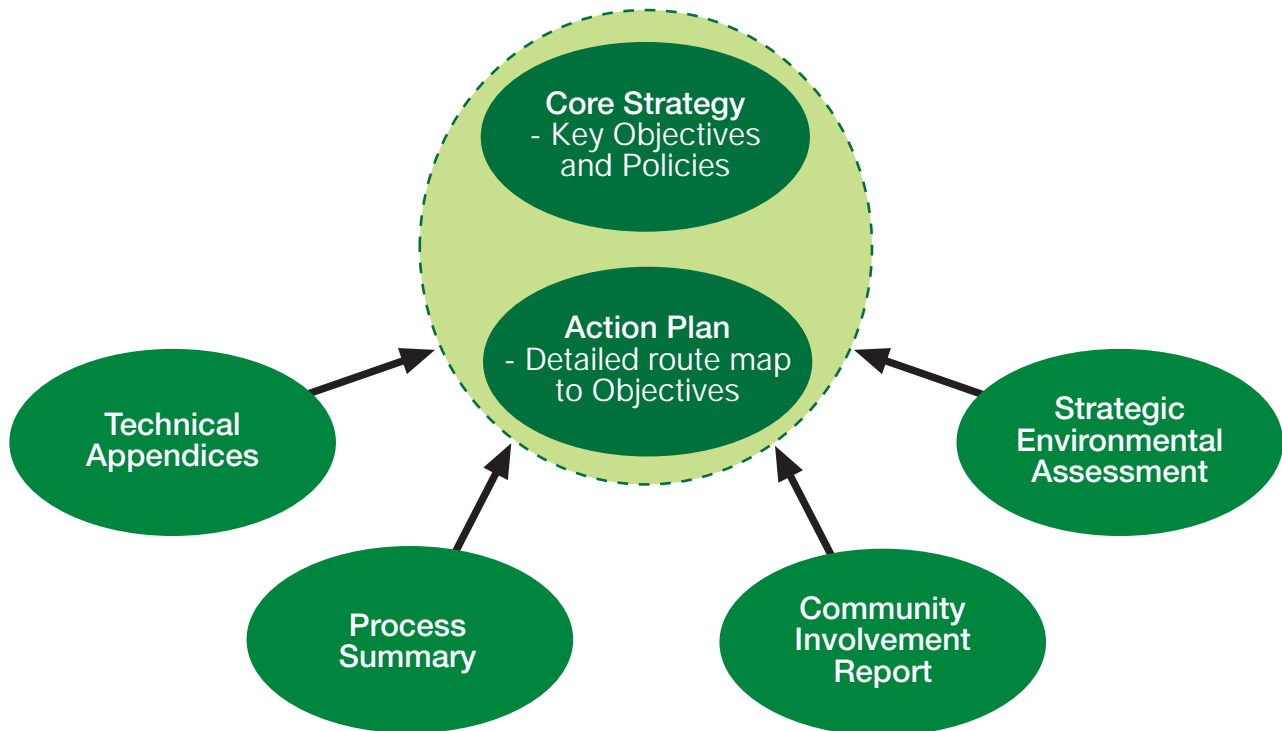
The purpose of this document is to set out the Core Strategy for how the Partnership intends to manage municipal waste up to 2020 and beyond. It builds upon the previous Strategy adopted in 2002, and takes account of developments since then including changes in Government policy and work within Leicestershire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

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

The Core Strategy is accompanied by a detailed Action Plan which sets out the route map for delivering the objectives outlined here. The Core Strategy sets out the defining objectives and policies for the Partnership. 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 appendices and technical reports which explain how and why these policies have been formulated and how they could be implemented, as set out in Figure 1 below.

Figure 1 - Structure of the Municipal Waste Management Strategy



3.0 Scope and context

Leicestershire's previous Strategy highlighted the need for Leicestershire to change the way it manages its waste, the majority of which was being landfilled. It was developed soon after the Government's Waste Strategy 2000¹, 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 2005/06 level of £18 per tonne by at least £3 per tonne per annum until it reaches a level of £35 per tonne in 2011 at the latest; and
- 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, Leicestershire County Council has been allocated a fixed number of permits to landfill biodegradable waste each year between 2005/06 and 2020, with the allocation reducing each year. For each tonne of biodegradable waste landfilled without a corresponding permit, the Government could 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 Leicestershire, which landfilled over 260,000 tonnes of

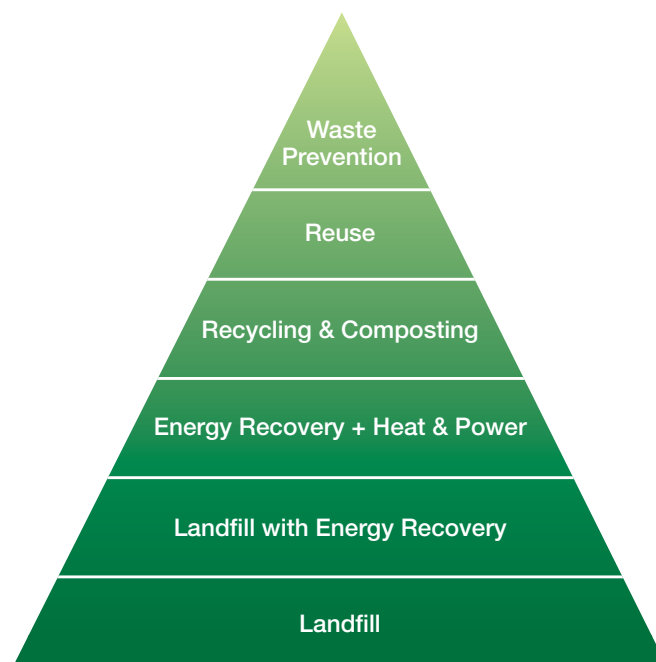
¹Waste Strategy 2000 for England and Wales, DETR, April 2000

municipal waste in 2004/05. The amount of waste to be managed and the speed with which this grows have obvious implications for both the environment and cost. Where waste is produced, reusing it or recycling or composting it conserves resources and energy and avoids pollution associated with extracting and transporting primary raw materials. Waste that cannot be reused, recycled or composted can have value recovered from it through energy recovery and any residues requiring final disposal can be pre-treated to minimise the environmental impact of landfilling. To illustrate these features of different waste management techniques, the waste management hierarchy (see Figure 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.

The Leicestershire authorities are on course to meet the 05/06 Government targets, which are the last of the existing statutory targets. However, in January 2006 the Government published a consultation document², which will form the basis of the 2006 review of Waste Strategy 2000 and this included substantially increased national recycling targets, to 40% in 2010 and 50% in 2020. It is likely that these targets will be reflected in new statutory targets for the Partnership authorities in the near future.

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 seek to answer the following fundamental strategic questions: Where are we now? Where are we trying to get to? And how are we going to get there?

Figure 2 - The Waste Management Hierarchy³



²Review of England's Waste Strategy: A Consultation Document, Defra, February 2006

³Derived from Waste Not, Want Not, Prime Minister's Strategy Unit, November 2002

3.1 What wastes does the strategy cover?

The Strategy addresses all of the waste arisings within Leicestershire that come under the heading of 'municipal solid waste' (MSW). This includes waste produced by households (including street sweepings and litter, and waste collected at Recycling Household Waste Sites (RHWS)), as well as some commercial wastes, waste from municipal buildings and cleared up fly-tips.

4.0 How has the Strategy been developed?

The Strategy has been developed by the County Council as waste disposal authority (WDA) and the seven constituent District and Borough Councils as waste collection authorities (WCAs), working through the Partnership to produce a joint way forward. The Strategy is a revision of one adopted in 2002 and, although significantly restructured and refocused, continues in a similar direction to that earlier Strategy. Local people were consulted during the development of the original Strategy and during this revision through the use of a range of community and stakeholder involvement initiatives (see the various Community Involvement Reports for details). This revision has been subject to a Strategic Environmental Assessment (see Environmental Report for details), which has considered the likely environmental, social and economic impacts of the Strategy. For further details on the Strategy development and revision process, see the report on How This Strategy Was Produced.

5.0 Where are we now?

This Strategy has been based upon analysis of data collected by the County, District and Borough councils. A more detailed review is provided in the Baseline Report.

5.1 Summary data

In 2004/5, total municipal waste arisings in Leicestershire were **392,921** tonnes. Summary statistics are shown in Table 1.

Table 1 : Summary waste generation data for Leicestershire, 2004/05

| Waste Type | Total (t) | Per h'hold (kg) | % of Total |
|---|-----------|-----------------|------------|
| Municipal Waste | 392,921 | 1,510 | 100% |
| Household Waste | 377,448 | 1,450 | 96% |
| Waste Collected at RHWS | 142,090 | 550 | 36% |
| Waste Collected as 'Bin Waste'* | 227,402 | 870 | 58% |
| Commercial Waste Collected by Authorities | 12,480 | 50 | 3% |
| Municipal Waste Recycled / composted | 120,444 | 460 | 31% |

* Includes waste collected from households for recycling, composting, disposal, and that recycled by third parties.

5.2 Trends in waste generation

The amount of waste produced by Leicestershire residents and businesses is increasing. Over the past decade, the annual rate of increase in household waste arisings has generally been between 2% and 3%. Analysis of recent trends in waste generation shows:

- That the rate of growth in waste generation has been quite consistent for waste collected from households;
- 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 RHWSs; and
 - Some green waste entering the waste stream for the first time
- That the quantity and type of waste arising at RHWSs 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 just under 2% per annum⁴. This forecast would result in increases in total municipal waste arisings from 392,921 in 2004/05 to 440,800 tonnes in 2009/10, 490,300 in 2015/16 and 545,900 in 2019/20.

Table 2 provides a breakdown of waste generated per person in each of the District and Borough council areas.

Table 2: Summary of annual municipal waste generation per person

| | Household waste per Person (Kg)* | Regularly Collected per Person (Kg)* | Recycling per Person (Kg) | Residual Waste per Person (Kg) |
|------------------------|----------------------------------|--------------------------------------|---------------------------|--------------------------------|
| Blaby DC | 603 | 374 | 184 | 420 |
| Charnwood BC | 556 | 326 | 147 | 409 |
| Harborough DC | 672 | 442 | 281 | 391 |
| Hinckley & Bosworth BC | 620 | 391 | 214 | 406 |
| Melton BC | 628 | 399 | 224 | 404 |
| North West Leics DC | 674 | 445 | 180 | 494 |
| Oadby & Wigston BC | 517 | 287 | 151 | 365 |

* RHWS waste is apportioned on a per capita basis, as opposed to being based on which District or Borough the RHWS is located in.

⁴See Baseline Report for further details. In the 'do nothing' waste generation forecast used, it has been assumed that regularly collected household waste would grow at a rate of 1.94% per annum, with RHWS waste growing at 2.75% and the other components of municipal waste remaining static.

5.3 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 Leicestershire authorities have greatly increased recycling rates. The recycling rates in 2000 and 2004, as well as the projected rates for 2005 are shown in table 3 below.

Table 3: Household waste recycling rates, 2000 and 2004 and forecast for 2005

| | 2000 | 2004 | 2005 (forecast) |
|------------------------|------|------|-----------------|
| Blaby DC | 15% | 29% | 35% |
| Charnwood BC | 17% | 23% | 34% |
| Harborough DC | 9% | 46% | 46% |
| Hinckley & Bosworth BC | 9% | 35% | 36% |
| Melton BC | 25% | 36% | 44% |
| North West Leics DC | 6% | 23% | 28% |
| Oadby & Wigston BC | 16% | 27% | 36% |
| Leicestershire CC | 19% | 31% | 36% |

Much of the improvement can be traced to:

- The introduction of new waste collection services, especially systems for garden waste collection, across the Districts and Boroughs. The predominant services operated by each council in 2005, are shown in Table 4 below; and
- The improvement in the overall recycling performance of the RHWSs operated on behalf of the County Council.

Table 4 below summarises the predominant waste collection systems operated by each of the Leicestershire waste collection authorities.

Table 4: Predominant collection services offered by Districts and Boroughs

| | Details of Collections | | |
|---------------------|--|---|--|
| | Residual Refuse | Recyclables | Organic Waste |
| Blaby DC | Weekly collection 140 litre wheeled bin Larger bin available for annual charge | Fortnightly collection Paper, card, plastic bottles, cans, glass | Fortnightly collection Green garden waste Annual charge made |
| Charnwood BC | Fortnightly collection 240 litre wheeled bin | Fortnightly collection Paper, card, plastic bottles, cans, glass, textiles | Fortnightly collection Green garden waste Annual charge made |

| | Details of Collections | | |
|---------------------------------|---|--|--|
| | Residual Refuse | Recyclables | Organic Waste |
| Harborough DC | Fortnightly collection 240 litre wheeled bin Sacks available for annual charge | Weekly collection Paper, cans, glass | Fortnightly collection Green garden waste and cardboard |
| Hinckley and Bosworth BC | Fortnightly collection 240 litre wheeled bin Larger bin or additional sacks available for annual charge | Fortnightly collection Paper, cans, glass, textiles | Fortnightly collection Green garden waste |
| Melton BC | Fortnightly collection 240 litre wheeled bin | Weekly collection Paper, card, plastic bottles, cans, glass, textiles | Fortnightly collection Green garden waste |
| North West Leics DC | Fortnightly collection 240 litre wheeled bin | Fortnightly collection Paper, cans, plastic bottles | Fortnightly collection Green garden waste |
| Oadby and Wigston BC | Weekly collection Black sacks Maximum of 3 sacks per week | Weekly collection Paper, card, plastic bottles, cans Fortnightly collection Glass | Fortnightly collection Green garden waste |

5.4 Waste management infrastructure

Leicestershire County Council provides 14 Recycling Household Waste Sites (RHWSs) across the county. The District and Borough councils operate almost 300 'bring bank' recycling point between them. The County Council provides composting facilities for the composting of green garden waste (and some cardboard), both collected from households and brought by residents to the RHWSs. The County Council also provides waste transfer and disposal facilities and a Recycling Bulking Facility where recyclable materials can be sorted for sale to reprocesses.

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

6.0 Core Objectives: Where we are trying to get to?

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

Objective 1: Manage materials in accordance with the Waste Management Hierarchy – in order of preference, prevention, re-use, recycle/compost, recovery, disposal - except where costs are prohibitive, or where the environmental consequences can be demonstrated to be negative;

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

Objective 3: Deliver quality services which offer value for money overall, in the long term as well as the short term;

Objective 4: Ensure that services are flexible enough to allow new technological developments and new legal requirements to be accommodated, and to ensure that the desire to move waste up the Waste Management Hierarchy is not compromised;

Objective 5: Work together to research and develop coordinated services and infrastructure for waste collection, treatment, transfer and disposal;

Objective 6: Aim to manage residual waste within the County where this is consistent with the proximity principle and to manage all other waste at the nearest appropriate facility by the most appropriate method or technology;

Objective 7: Consider approaches to managing waste from commercial and industrial sources where this contributes to the overall environmental, social and economic wellbeing of Leicestershire Residents;

Objective 8: Lobby and work with others, in particular on the issue of waste prevention, 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;

Objective 9: Work closely with the community & community sector to educate residents in waste-related matters and encourage engagement with waste prevention and reuse initiatives;

Objective 10: Promote the economic and employment opportunities of sustainable waste management where this is consistent with the principles of sustainable development and best value; and

Objective 11: As local authorities, set an example by preventing, re-using, recycling and composting our own waste and use our buying power to positively encourage sustainable resource use.

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 national, regional and local guidance and other plans and strategies of all of the Leicestershire authorities. These are summarised in the SEA Scoping Report and have been incorporated into the current Strategy.

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 reuse

At the time of publication of the previous strategy, household waste within Leicestershire as a whole was growing at 3.2% 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 50% over the next 20 years.

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. This increase is likely to continue in the short-term reflecting the roll-out of new garden waste services in some areas. 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. 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 the distinction between the two.

The Landfill Allowance Trading Scheme presents a specific challenge to the Partnership with regard to waste reduction. The way the scheme works, preventing waste arising through initiatives such as home composting actually conflict with the need to demonstrate that biodegradable waste has been diverted from landfill. Until the Government's approach to monitoring biodegradable waste diversion becomes more consistent with the waste management hierarchy, the Partnership will have to take a pragmatic approach in deciding how much effort to expend on preventing biodegradable waste from arising relative to initiatives that collect it separately for recycling or composting (in particular, green garden waste collection schemes).

Policy 2: The Leicestershire authorities will prioritise actions which promote and deliver waste reduction 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 where managed by the local authorities.

Policy 3: Kerbside collections of garden waste are well established, popular services that are an effective means for delivering higher rates of recycling and composting and diverting biodegradable waste from landfill. In order to reflect the primacy of waste prevention, the Leicestershire authorities will move towards a long-term service design that:

- Incentivises residents to home-compost;
- Provides support to ensure that residents home compost successfully; and
- Disincentivises the set out of material for collection that could beneficially be composted at home, by either:
 1. Introducing or increasing charges for collection services;
 2. Reducing the size of the collection container; or
 3. Reducing the frequency of collection

The approach to implementation of this policy should take into account the prevailing policy on reporting biodegradable waste diversion and should not conflict with the Partnership's LATS strategy.

7.3 Dealing with non-household municipal waste

The Partnership 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 reduction in the quantity of non-household municipal waste collected by the Leicestershire authorities since the quantity collected is determined principally by operational decisions and the prevailing market for commercial waste than on any underlying trend.

Policy 4: The Leicestershire authorities will take measures to minimise the landfilling of the non-household element of municipal waste, either through continuing to collect such material and managing it in different ways and/or by reducing collection of it in the first place.

7.4 Recycling and composting

The commitment in the previous Strategy was clear: to achieve at least the required targets set by Government. Targets of current relevance are shown in Table 5.

Table 5: Statutory recycling and composting targets (2005/06) and other targets

| | 2005/06 | 2010 | 2015 |
|------------------------|---------|------|------|
| Blaby DC | 30% | | |
| Charnwood BC | 30% | | |
| Harborough DC | 18% | | |
| Hinckley & Bosworth BC | 27% | | |
| Melton BC | 30% | | |
| North West Leics DC | 24% | | |
| Oadby & Wigston BC | 30% | | |
| Leicestershire CC | 30% | | |
| East Midlands Region* | 25% | 30% | 50% |
| England | 25% | 30% | 33% |

* The regional target applies to municipal waste - all others to household waste only

Further changes to the services described in Table 4 are already planned, and some are being implemented during 2005/06. 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 target new materials for recycling and composting.

All of the Districts and Boroughs offer a green garden waste collection scheme. Once enclosed organic waste treatment facilities are in place, the collection of kitchen waste will also be possible. 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 a common standard.

Policy 5: Jointly, the Leicestershire authorities will aim to put in place appropriate services and infrastructure to achieve recycling and composting rates of:

- 40% of municipal waste by 2007;
- 50% of municipal waste by 2010; and
- 58% of municipal waste by 2017

The Action Plan will set intermediate targets.

Policy 6: The Leicestershire authorities will provide leading-edge, convenient kerbside collection services so as to maximise the opportunity for separate collection of dry recyclables and organic waste subject to acceptable cost constraints. 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 RHWSSs 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.

Policy 7: The Leicestershire authorities will provide a network of quality Recycling Household Waste Sites which maximise the opportunity for segregated collection of as broad a range of materials as available markets allow.

Policy 8: The Leicestershire authorities 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 RHWSs.

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 have a high performance in terms of the percentage of material sent for recycling and composting, but to be generating large quantities of waste overall. Is a local authority which collects 800kg of waste per household and recycles 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.

A way of taking into account the effects of:

- measures aimed at waste prevention and reuse; and
- waste recycling and composting

is to assess the amount of residual waste remaining as a result of the implementation of these initiatives. In 2004/05, average residual municipal waste generated per person was around 430Kg.

Policy 9: The Leicestershire authorities will work together to reduce the amount of residual municipal waste generated per person on a continuous basis so as to deliver the following targets:

- 395Kg in 2007;
- 325Kg in 2010;
- 310Kg in 2015; and
- 295Kg in 2020

7.5.2 Dealing with residual waste

Almost all of the residual waste produced in Leicestershire is still sent to landfill for disposal. With the implementation LATS in England, there will have to be a shift away from this reliance.

It is not only drivers from central government which are pushing Leicestershire to consider different ways of managing its residual waste. There is a growing appreciation that simply landfilling untreated waste is neither prudent nor sustainable. Furthermore, local availability of landfill void cannot be guaranteed indefinitely. EU legislation effectively requires that

waste that is to be sent for disposal be dealt with as close to the point where it is generated as is possible.

All residual waste treatments generate residues which have to be dealt with. Inevitably, some landfilling of these results, so that even if every tonne of residual waste was fed into a treatment facility, there would still be some residues to be landfilled. However, some residual waste will continue to be landfilled without any form of pre-treatment for the foreseeable future. Whilst landfill lacks strong environmental credentials it is inherently more flexible than other waste treatment routes and for this reason can complement other techniques in an integrated strategy.

Policy 10: The Leicestershire authorities will reduce the amount of unstabilised* waste sent to landfill to a level which:

- Retains flexibility to manage waste higher in the hierarchy;
- Enables routine maintenance to be carried out at other waste facilities.

When waste is landfilled, this will be done at one of the nearest appropriate facilities to the area of generation.

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

7.5.3 Treatments other than landfill

As far as other residual waste treatments are concerned, the authorities will seek to ensure that these are developed in a timely fashion such that potential deficits in the County's balance of landfill allowances are avoided, and the overall risks inherent in the implementation of the strategy are reduced. In choosing waste treatment technologies, the issues of deliverability, lead time for commissioning, reliability and the sustainability of markets for output materials will be considered with care.

Policy 11: The Leicestershire authorities will ensure that the way residual waste is treated supports efforts higher in the hierarchy. They will aim to achieve self-sufficiency in Landfill Allowances where this represents best value and to minimise the need to have recourse to the LATS market.

The previous Strategy made a commitment to consider thermal treatment as a means of diverting additional biodegradable waste from landfill, but in discussing the types of waste treatment options available, did not rule out any waste treatment option. Work will need to commence in the short term on the procurement of a residual waste treatment solution. The programme for this work is outlined in the Action Plan.

Policy 12: The Leicestershire Authorities will seek a residual waste management solution which respects the Authorities' desire to move waste up the hierarchy, which is reliable and deliverable, which presents value for money and which is consistent with the Partnership's Response to LATS set out in section 8 of this Core Strategy.

7.6 Involving Leicestershire residents

The delivery of this Strategy rests, to a significant degree, on the willingness and desire of Leicestershire citizens to take responsibility for their waste. This is not a 'one way' responsibility. Some of the decisions facing the Leicestershire authorities have major financial and service design implications and the views of residents will need to continue to be taken into account. The previous Strategy demonstrated appreciation of the significance of public participation in the development of the strategy and a clear commitment has been made to undertake a rolling programme of public and stakeholder consultation.

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

Policy 13: The Leicestershire authorities will increase investment in education and awareness raising and will sustain investment at levels considered to represent best practice by the national Waste and Resources Action Programme.

Policy 14: The residents of Leicestershire and other stakeholders will be involved in the revision of this Strategy and the authorities will follow the principle of involving communities 'up front', in advance of revision being made to the Core Strategy.

7.7 Incentivising participation

Some people are more willing than others to engage, on a voluntary basis, with the services provided and the initiatives being implemented. Consequently, additional measures may be needed to maximise the performance of sustainable waste management schemes in order to deliver the objectives of the Strategy.

Policy 15: Consistent with its desire to move waste up the hierarchy, the Leicestershire authorities will continuously review, with a view to implementation, the range of initiatives available to them to incentivise:

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

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, however, it should be noted that responsibilities associated with LATS lie with the County Council. 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 Partnership has developed the following set of principles that will govern Leicestershire's response to the challenges of LATS:

- Overall, it is the aim of the strategy to allow self-sufficiency in Landfill Allowances to be achieved throughout the scheme's lifetime. However, it is recognised that even if the Strategy is implemented successfully, a degree of trading 'at the margins' is likely to be required.
- In the short term (to 2010), the focus of the Strategy will be on source-separation, focused in the following areas;
 - Food waste kerbside collection;
 - Green waste kerbside collection; and
 - Increasing diversion of biodegradable material from the RHWS network.
- In addition, procurement of new residual waste treatment capacity will commence in line with the Action Plan.
- In the medium term (to 2013), the Partnership will ensure a minimum of 45-50,000 tonnes per annum of biodegradable residual waste diversion capacity is in place by 2011/12. This is likely to require the need for residual waste treatment facilities with a capacity of at least 75,000 tonnes by that time, as the biodegradable element of residual waste will only constitute between 60% and 70% of the total. If in the course of procurement, treatment capacity becomes available from an earlier date, this may be secured if such an approach would prove affordable and would serve to reduce the Partnership's exposure to risk in implementing the Strategy, in particular that relating to LATS.
- In the long term (to 2020), the Partnership will ensure a minimum of 70-75,000 tonnes per annum of biodegradable residual waste diversion capacity is in place by 2015/16. This is likely to require the development of residual waste treatment facilities with a capacity of at least 110,000 tonnes by that time
- The principles supporting the banking, borrowing and trading of Landfill Allowances are to:
 - Bank surplus allowances in years where banking is allowed;
 - Where possible, avoid buying, particularly in or between first two target years; and
 - In the event of holding surpluses not required for self sufficiency, to sell allowances to secure income to offset the cost of implementing the strategy.

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 section relating to residual waste treatment is a minimum, 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 Leicestershire have yet to be chosen.

Critical to the success of the Strategy will be the development of a set of funding arrangements for waste management services in Leicestershire that make it possible for the best environmental, economic and social approach for the partnership and Leicestershire 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.

9.3 Co-ordination with the Waste Development Framework

Leicestershire County Council and Leicester City Council are jointly producing the Leicestershire and Leicester Waste Development Framework that sets out locations and development control policies for waste management sites, including those for Municipal Waste. The infrastructure required for the implementation of this strategy will depend on suitable sites being available and coming forward through the planning process in a timely fashion. In order to facilitate this, the Partnership will work closely with planning departments to ensure that this Strategy is reflected in the Waste Development Framework and that the Strategy remains deliverable through the planning system.

9.4 Monitoring progress and review of plans

This Strategy is intended to be a living document and practical management tool. The Leicestershire authorities' commitment is to regularly monitor the implementation of the Strategy and to review and update the Action Plan each year as a minimum. 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 revised in 2010, by which time LATS will be well established and the national Waste Strategy will be scheduled for its next revision. This revised document will be subject 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 and further details of how progress in delivering the Strategy will be measured.