

**HEADLINE STRATEGY**

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How waste is managed is an important issue and although the performance of South Tyne and Wear has improved in this area, with the public reducing waste, reusing and recycling materials, we can and need to do more. At the moment around 20% <sup>(1)</sup> of household waste is recycled with the remaining 80% currently going to landfill.

Continuing to throw away ever increasing amounts of waste, costs us money, is a loss of valuable resources and damages our environment. We need to continue reducing, reusing and recycling our rubbish to cut down the amount we throw away. By making small changes now we can, together, make a big difference by helping to ensure more sustainable waste management arrangements for the future.

That is why the Partnership of South Tyne and Wear councils (Gateshead, Sunderland and South Tyneside) has been working closely together to draw up a Joint Municipal Waste Management Strategy for South Tyne and Wear.

### **1.1.1 *How Has the Strategy Been Developed?***

The Strategy has been developed jointly by the Partnership councils. In preparing the Strategy, we have looked at a range of options - for example how we can reduce the amount of waste that is generated, how we can reuse and recycle and compost more waste and how we deal with any remaining waste that can't be reused or recycled. Details of this process are provided in a separate document (*Options Assessment*).

The possible environmental effects of the Strategy have been considered by undertaking a systematic appraisal known as a 'strategic environmental assessment'. The results of this process have been used to ensure the Strategy addresses all of the potential environmental impacts.

### **1.1.2 *What Does the Strategy Cover?***

The Strategy covers municipal waste, which includes waste collected from households, recycling collections, waste taken to recycling banks, collections of bulky waste, street sweepings, collection of household clinical waste, commercial/trade waste collected by the local authorities, fly tipped waste and waste accepted at household waste recycling centres. It covers waste management for the period 2007 – 2027.

The Strategy does not consider most industrial, commercial, construction or demolition wastes. These wastes are substantially managed by the private sector.

(1) All data used is from 2005/06

The Strategy does not consider the location of waste management facilities – this is a matter for Planning.

### **1.1.3**      *Other Documents*

A series of reports accompanying this headline document contain more detail about the background to the Strategy and how it was developed. The documents that make up the full Strategy are:

- *Baseline Report*
- *Legislation and Policy Review*
- *Options Assessment*
- *SEA Environmental Report*

### **1.1.4**      *Consultation*

This document is a draft document for public consultation. Please take the time to read it and fill out one of the questionnaire forms to give us your comments on the Strategy as drafted. The consultation will run from 12<sup>th</sup> July until 20<sup>th</sup> August 2007.

**2.1 OBJECTIVES OF THE STRATEGY**

This Strategy sets out the objectives and targets that the South Tyne and Wear Waste Management Partnership (the Partnership) will aspire to over the 20 year Strategy period. The policies within this Strategy are aimed at helping to meet these targets and achieve the objectives that the Partnership has set.

**1. The Partnership <sup>(1)</sup> has set the following objectives for prioritising waste management:**

- Reduce the amount of waste that is generated;
- Reuse waste;
- Recycle and / or compost waste as far as this is practicable within economic and environmental constraints; and
- Recover energy from the remaining waste and finally dispose of residual waste safely.

**2. In making decisions about how waste is managed, the objectives of the Partnership will be to:**

- Reduce as far as practicable the amount of waste that is generated;
- Consider the most appropriate and sustainable methods and technologies for dealing with waste;
- Deliver waste services that offer value for money;
- Manage waste at the nearest possible waste management facility to reduce the carbon footprint of waste transport;
- Manage and dispose of waste generated within the 'Partnership area';
- Maximise recycling opportunities to turn one person's waste into another's resources;
- Maximise opportunities to create jobs in the waste sector;
- Ensure all is done to provide waste management services and facilities in the most user and environmentally friendly manner;

(1) South Tyne and Wear Waste Management Partnership

- Make services accessible to all people who live in, work in or visit the area, reducing their need to travel to dispose of waste;
- Manage waste in a way that takes account of the potential needs of future generations, avoiding, where practicable environmental damage and without endangering human health, taking into account climate change in its decisions; and
- Take account of life cycle impacts when dealing with waste and procuring goods and services.

**3. The following objectives are those set out by the Partnership that are linked to waste reduction:**

- To educate the public and other stakeholders on waste reduction matters raising awareness and responsibilities.
- To work with others in the Region to urge the Government to introduce measures, and will also work with industry, to reduce packaging.
- To 'lead by example' in the introduction of best practice in minimising waste from their own operations, including Council contracts and purchasing practices.
- To minimise waste generation both in the construction phase of new developments, whether domestic, commercial or industrial, and throughout the lifetime of the properties.

**4. The Partnership has set the following objectives with respect to recycling and composting for the Strategy:**

- To achieve the targets set out in this Strategy for recycling and / or composting and, in the longer term, to exceed the statutory targets set by Government where this is practicable.
- Ensure that viable recycling facilities are available to all residents, including those living in flats and in rural areas.
- To ensure that all new developments include facilities for recycling and composting of waste wherever practicable.
- To increase awareness of waste management issues at home, at school, at work and to our visitors to encourage behavioural changes that maximise participation in recycling schemes.
- Work with industry and organisations such as WRAP to find and develop markets for recyclables and recycled products.

- Assist in building capacity in the voluntary sector to promote/support reuse and recycling of materials.

**5. The Partnership has set the following objectives regarding the disposal/treatment of waste:**

- To meet national waste recovery targets or to exceed these in the longer term where this is practicable.
- Reduce the amount of biodegradable municipal waste landfilled in line with government allowances allocated to the councils and lessen the reliance on landfill.

**6. The Partnership has set the following objectives regarding the provision of services and monitoring and review of the Strategy:**

- To work together to source funding for making the necessary changes and we will share in the costs and benefits of delivering the Strategy.
- To prepare and deliver communication strategies to promote reduction, reuse and recycling within the community and to ensure that education and information relating to waste and environmental services is available for all.
- To ensure that accurate, regular ongoing monitoring is carried out so that future performance (such as reductions in the amount of waste generated) can be measured and reported.
- To keep the policies included in this Strategy under review and update action plans as necessary (reviewing them at least every year) and revise the headline Strategy before 2013. New versions will be posted on the councils' websites.

**2.2**

**GENERAL PRINCIPLES**

To achieve the objectives presented above, the Waste Management Partnership has formulated the following overarching policies on how it will manage wastes in South Tyne and Wear.

**Policy 1: The Partnership will follow the waste hierarchy set by the Government and firstly promote measures that reduce waste, then reuse waste, followed by recycling and composting and then finally recovery of value, including energy, from the waste.**

**Policy 2: In making decisions about how waste is managed, the Partnership will aim to:**

- Minimise the amount of waste that is landfilled, taking into account the cost of the alternatives
- Employ the most appropriate and sustainable methods and technologies for dealing with waste taking account of the overall objectives and aims detailed in this Strategy;
- Deliver waste services that offer value for money for the residents of South Tyne and Wear;
- Manage waste at the nearest appropriate facility to the point at which it arises where this is practicable. The choice of facility will be made irrespective of intraregional boundaries, the aim being to reduce waste transport distances and to thereby minimise the associated environmental impact, including the carbon footprint;
- Be self sufficient by managing and disposing of waste generated in South Tyne and Wear within the 'Partnership area' where this is feasible and in line with other policies;
- Maximise the recycling opportunities to convert one person's waste into another's resources;
- Use the opportunities presented by new waste management arrangements to create jobs in the waste sector and, in particular, to promote and support the involvement of social enterprises in the provision of waste management services;
- Provide waste management services and facilities in the most user friendly and environmentally sound manner through appropriate design of services and use of the Planning system. This will include a requirement for minimising environmental impacts, such as visual intrusion;
- Make waste management services readily accessible to all people who live, work and/or visit the South Tyne and Wear area. This includes reducing the need for people to travel to reuse/recycle/dispose of waste and includes ensuring that facilities are available for dealing with hazardous wastes (arising directly from household or from the treatment of MSW);
- Manage waste in a way that not only avoids environmental damage and danger to human health, but which also takes account of the potential needs of future generations and, in particular, climate change; and
- Consider resource use and take account of lifecycle impacts when procuring all goods and services rather than treating waste management as a separate issue.

The Partnership acknowledges the importance of waste reduction and will actively strive to reduce the amount of waste generated within South Tyne and Wear. This document follows the waste hierarchy and, as such, highlights the importance of waste reduction.

Our policies on waste reduction are as follows.

**Policy 3: The Partnership will introduce measures to increase the level of education and understanding of waste reduction matters with all members of the general public and other stakeholders.**

**Policy 4: The Partnership acknowledges the impact of packaging on the overall amount of waste that is generated and will work with regional partners, industry and Government to reduce the amount of packaging produced.**

**Policy 5: The councils within the Partnership will introduce waste minimisation and reuse schemes in their own operations to lead by example and highlight best practice to the wider community.**

Further to policy 5, where practicable, the Partnership will also provide for waste reduction, reuse and recycling measures in contracts and purchasing practices for council services and endeavour to ensure that their contractors follow the same procedures.

The principles of waste minimisation and reuse of materials need to be incorporated into the whole life cycle of new developments from construction through to decommissioning.

**Policy 6: The Partnership will use planning and permitting procedures to influence the level of waste generation throughout the whole life of new developments and redevelopments - from construction right through their operational lifetimes. This will be done irrespective of the nature of the developments, whether they are housing, commercial or industrial developments.**

After reducing and reusing the waste that is generated, our objective is to recycle as much waste as is economically and environmentally appropriate. We have set recycling targets that we consider are challenging but practicable. In 2006/07 the Partnership recycled 20% - the aim is to increase this to 30% by 2009/10.

**Policy 7: The Partnership will aim to achieve the following recycling / composting targets:**

- 30% by 2010
- 35% by 2015
- 45% by 2020

**In the longer term, the Partnership will look to exceed the statutory targets set by Government, where this is practicable.**

Accessibility to services is vital in ensuring that the community is fully involved in recycling. The Partnership wants all residents to do their bit and therefore will strive to make recycling as easy as possible.

**Policy 8: Viable recycling facilities will be made available to all residents, including those in flats and rural locations. Any new developments will be required to include recycling and composting facilities wherever practicable.**

Promotion of recycling services and increasing of awareness of waste matters is a priority of the Partnership.

**Policy 9: The Partnership will seek to create a change in behaviour in the community by promoting increased public awareness of waste management issues. Awareness raising campaigns will be targeted at people at home, at school, at work and to our visitors with the aim of maximising participation in recycling schemes.**

It is recognised that, for the recycled market to flourish, there needs to be an increase in demand in products made from recycled materials.

**Policy 10: The Partnership will work with industry and organisations such as WRAP to find and develop markets for recyclable materials and recycled products. In addition, the Partnership will assist in building capacity in the voluntary sector to promote reuse and recycling of materials.**

The Partnership recognises the purchasing power that the councils have and the influence that it can have in this area by setting an example to other organisations and helping to stimulate markets for recycled products.

**Policy 11: In addition to introducing waste minimisation and reuse principles into their own operations, the councils within the Partnership will aim to purchase recycled products wherever feasible in order to stimulate the markets for recovered materials as well as leading by example and highlighting best practice to the wider community.**

## 2.5

### *RESIDUAL TREATMENT*

In 2006/07 we landfilled over three quarters of the municipal waste that we generated. We believe that we cannot continue to bury waste in the ground in such large quantities in the long term. There are strong environmental arguments for a move away from landfill. Landfilling of biodegradable wastes creates greenhouse gases and leachate for example. The Government specifically introduced a tax on landfills to encourage a move away from landfilling waste and has recently significantly increased this to speed up the adoption of other waste management methods.

Landfill will, however, always have a place in waste management – for disposal of residues from waste treatment processes and for direct disposal of a small proportion of wastes. The South Tyne and Wear has a significant amount of landfill capacity and it is recognised that this is a regional asset. It is further recognised that this asset needs to be managed and utilised to the best effect.

The Government has set national targets for the recovery of waste (recycling and energy recovery combined) to promote a move away from landfill: we aim to meet these targets, where practicable. It has also allocated specific allowances on the amount of biodegradable waste that we can landfill and these reduce over time. The Waste Disposal Authorities can only landfill biodegradable waste up to the allocated limits or must trade allowances from other authorities under the system known as the Landfill Allowance Trading Scheme (LATS). We aim to reduce the amount of waste we landfill as far as we can and to buy allowances only where this is considered the most appropriate course of action.

**Policy 12: In line with the Waste Hierarchy, the Partnership will aim to maximise reuse, recycling and composting before the residual waste is treated. The Partnership will aspire to meet the Waste Strategy 2007 targets for reducing waste that is not reused, recycled or composted. It will also aim to meet the following national waste recovery targets:**

- 53% by 2010
- 67% by 2015
- 75% by 2020

Where practicable these will be exceeded in the longer term.

The Partnership will aim to minimise the landfill of biodegradable waste, within economic constraints, in order to reduce methane emissions. It will aim to meet its LATS allowances and only landfill biodegradable municipal waste (BMW) up to the amount that each council is allocated. The Partnership councils will work together in achieving this goal.

The Partnership will also aim to recovery energy, as well as materials, from waste before final disposal and will require the capture and utilisation of landfill gas from that waste which is landfilled.

Trading of allowances with other Waste Disposal Authorities will be undertaken where this is considered to be the most appropriate course of action. Whilst acknowledging that landfilling will be required for the disposal of residual waste from waste treatment processes and for direct disposal of waste in some cases, the Partnership notes that landfill is at the bottom of the waste hierarchy and is the 'least desirable' option for waste management.

## 2.6

### *SELF-SUFFICIENCY*

The Partnership aims to be self sufficient by managing and disposing of waste generated in South Tyne and Wear within the 'Partnership area' where this is feasible. However, we also accept that, in some circumstances, there may be very sound environmental and other reasons for using waste facilities outside of South Tyne and Wear.

**Policy 13: The Partnership will provide support to the development of new recycling, composting and residual treatment capacity within South Tyne and Wear where this does not conflict with other policies or Planning requirements.**

## 2.7

### *FINANCING AND COMMUNICATIONS*

Our policies on Financing and Communications are as follows:

**Policy 14: The Partnership will work together in sourcing funding to ensure the necessary changes to services are made. The costs and benefits of delivering this Strategy will be shared between the Partnership authorities.**

**Policy 15: The Partnership acknowledges that communication is a key component of the Strategy. The Partnership will prepare a Strategy to promote waste awareness and, in particular, the three R's to the whole of the community.**

## 2.8

### *MONITORING AND REVIEW*

The Partnership will monitor its waste management performance and will review the Strategy as needed. The following policies highlight this:

**Policy 16: Future performance monitoring is important to assess the effects of the Strategy. The Partnership will ensure that accurate, regular ongoing monitoring is carried out to this end.**

**Policy 17: The Partnership will keep the policies included in this Strategy under review. Action Plans will be reviewed at least annually with a full Strategy review in 5 years. If required as a result of, for example, changes in legislation or local circumstances, the Strategy will be revised more frequently. New versions will be posted on the Councils' websites.**

In order for the Strategy to be implemented as planned, it will be essential that the aims and policies presented here are supported by appropriate policies within local development framework (LDF) documents and development planning documents (DPD).

**Policy 18: The Partnership will monitor the development and adoption of LDFs and will have continuing dialogue with the Planning Authorities to ensure that the Strategy and emerging LDFs are mutually informed and support the development of appropriate facilities to enable the Strategy aims to be delivered. The aim will also be for Planning documents to support the policy of waste minimisation in new developments.**

### 3 TARGETS

#### 3.1 RECYCLING AND COMPOSTING

STWWMP has set a minimum target of recycling 45% of its household waste by 2019/20. The table below shows the interim targets that have been set.

**Table 3.1 Recycling and Composting Targets**

	2005/06 (Current level)	2009/10	2014/15	2019/20
Recycling and Composting of Household Waste	20%	30%	35%	45% min

#### 3.2 WASTE RECOVERY

The national waste recovery targets from the *Waste Strategy for England 2007* are shown below.

**Table 3.2 Recovery Targets**

	2005/06 (current level)	2010	2015	2020
Recovery of municipal wastes	20%	53%*	67%	75%

\* It is acknowledged that attaining this target is highly ambitious for 2010. A more realistic figure at this time would be 35-40% due to a current lack of locally developed facilities.

#### 3.3 LANDFILLING OF WASTES

STWWMP Councils aim to meet the LATS targets that they have been set by Government (shown below) where possible. The Councils in the Partnership will actively support one another in fulfilling their LATS obligations. The Councils/Partnership may need to trade allowances in some years however, and will do this if necessary.

**Table 3.3 LATS Allocations**

Local Authority Name	Base	Target						
	Year Figure	2005/06 allocation	2006/07 allocation	2007/08 allocation	2008/09 allocation	2010 (BMW)	2010/11 allocation	2011/12 allocation
Gateshead MBC	122,450	117,299	109,572	99,270	86,392	70,938	63,042	55,146
South Tyneside MBC	49,885	47,904	44,933	40,971	36,019	30,076	26,728	23,381
Sunderland CC	109,336	104,808	98,015	88,958	77,637	64,052	56,922	49,793

  

Local Authority Name	Target							
	2013 (BMW)	2013/14 allocation	2014/15 allocation	2015/16 allocation	2016/17 allocation	2017/18 allocation	2018/19 allocation	2020 (BMW)
Gateshead MBC	47,250	45,223	43,196	41,170	39,143	37,116	35,089	33,062
South Tyneside MBC	20,033	19,174	18,314	17,455	16,596	15,736	14,877	14,018
Sunderland CC	42,663	40,833	39,003	37,173	35,343	33,513	31,683	29,853