
Executive

13th June 2006

Report of the Director of City Strategy

Revised Joint Municipal Waste Management Strategy for the City of York and North Yorkshire “Let’s talk less rubbish”

Summary

1. Since 2002, all the districts and borough councils of North Yorkshire, the North Yorkshire County Council and CYC have collectively been part of a joint municipal waste management partnership (the Partnership). This report contains the proposed revised Joint Municipal Waste Strategy (JMWS) of that partnership. In Particular:
 - The revised JMWS describes the key principles of the Partnership and sets out what it wishes to achieve as minimum targets in limiting waste growth and increasing recycling.
 - the Partnership has taken account of comments received throughout a lengthy consultation process on the draft waste strategy
 - The proposals reflect the feedback received regarding the way that residual waste should be dealt with.
 - The JMWS is **NOT** therefore specific on the type, number, or location of treatment plants that may be needed, and has responded to the public concerns by keeping the options on this important issue open.
 - It is proposed that CYC undertake a further full consultation exercise with residents before any subsequent decision is taken on the choice of Residual Waste Treatment
 - This is a rapidly changing area, with policy and technology still developing and the partnership will need to carry out significant further work before the best residual waste treatment solution can be determined

This JMWS, whilst setting out aspirations for recycling waste and diverting waste from landfill, is therefore the start of a further debate and future consultation process throughout York and North Yorkshire on how to best deal with residual waste and what the preferred technology might be. Members are

requested to adopt the revised JMWS which is attached at Annex One. Members instructions are requested.

Background

2. The existing Joint Municipal Waste Strategy “Let’s talk rubbish” was developed by the York and North Yorkshire Waste Partnership and adopted by the City of York Council (CYC) in 2002.
3. Since that date, the government has substantially increased landfill taxes, increased the recycling targets and set punitive penalties (currently £150 per tonne) for disposal of biodegradable waste to landfill.
4. There has also been a desire for CYC and other North Yorkshire partner authorities to encourage waste minimisation, recycling and diversion from landfill in order to respond to and lead on a general increased environmental awareness and responsibility.
5. It is proposed that the each Council within the Partnership adopt the revised JMWS so that they can act within a collective framework and from which partner councils can plan future individual waste minimisation plans and targets, so as to achieve maximum waste diversion.

Consultation

6. The revised JMWS has been developed over the past two years. At various stages, key partners, stakeholders, and the public have been consulted. More recently, a consultation draft was issued by the Partnership during November and December 2005. The main document, including a technical summary and copy of the questionnaire, were also available throughout this period on the web, and hard copies of all documents available on request. A key stakeholder day was held in April 2006 and officers within the Partnership have met with York Residents Against Incineration (YRAIN). A waste partners meeting, consisting of members and officers of all authorities within the Partnership, was held on 27th April 2006. Comments received through this consultation have been taken into account.
7. As a result of the consultation, the strategy is open as regards the choice of residual waste treatment technology and the Partnership has committed itself to further public engagement throughout 2006/07, and CYC will undertake a full consultation exercise with it’s residents on the choice of residual waste treatment before any decision is taken..
8. The revised JMWS “Let’s talk less Rubbish” is attached at Annex One.

The JMWS – Vision and Objectives

9. The Vision is to:-

- Work with the community and stakeholders of York and North Yorkshire to meet their waste needs and deliver a high quality, sustainable, customer-focussed and cost effective waste management service’.

10. The Objectives are:-

- Reduce the amount of waste produced in York and North Yorkshire so as to make us one of the best performing areas in the country by 2013
- That we promote the value of waste as a natural and viable resource, by:
 - Re-using, recycling and composting the maximum practicable amount of household waste
 - Maximising opportunities for re-use of unwanted items and waste by working closely with community and other groups
 - Maximising the recovery of materials and / or energy from waste that is not re-used, recycled or composted so as to further reduce the amount of waste sent to landfill

Targets

11. The Partnership aims to achieve the following targets, as a minimum:

- Recycle or compost 40% of household waste by 2010
- Recycle or compost 45% of household waste by 2013
- Recycle or compost 50% of household waste by 2020
- Divert 75% of municipal waste from landfill by 2013

12. These targets are minimum collective targets for the Partnership. CYC is committed to meeting, and exceeding these targets where possible, and will over the coming months, be developing it’s own strategy and action plan to support these aspirations.

Residual Waste Treatment

13. Consultation on the draft JMWS considered two options for the treatment of the residual fraction of municipal waste. Either to send all of the waste to Energy from Waste (EfW) plant/s or to pre-treat the waste first to recover more recyclable materials in an Mechanical and Biological Treatment (MBT) plant, and to produce a fuel for burning in a smaller EfW plant/s. The results of the

public consultation on this issue did not show a strong preference overall for either option.

14. Consequently, the partnership took account of this public opinion, and the revised JMWS is not specific on the preferred choice of technology. Although the Partnership expects that in accordance with outcome of the Best Practicable Environmental Option (BPEO) exercise, residual waste will be treated by a combination of either or both MBT (essentially the production of a soil conditioner, or fuel pellets) and / or Energy from Waste incineration processes. This is a rapidly changing area, with policy and technology still developing to meet the challenge of the European Commission Landfill Directive. The Partnership therefore consider it prudent to keep the specific choice of residual waste treatment open and to assess the available options offered by the market at the time of going to tender.

Timetable

15. Following the adoption of the strategy, a number of key decisions will need to be taken before any contract for dealing with residual waste is let. Because the outline business case is still being developed, and because some events are associated with feedback from Department for Environment, Foods and Rural Affairs (DEFRA), the timetable cannot be predicted with certainty. However, the key events planned are:-
 - Executive to consider outline business case (Sept 06)
 - Submission of business case to DEFRA (Sept 06)
 - Issue of notice to attract bidders (OJEC) (Feb 07)
 - Shortlisting bidders (July 07)
 - Tender evaluation (May 08)
 - Choice of Bidder (Jun 08)
 - Contract Award (Nov 08)
16. As stated earlier in the report, it is proposed that CYC undertake ongoing communication and a full public consultation with residents before any decision is taken with regard to the choice of residual waste treatment. This will be an ongoing process throughout the period above.

Options

17. Members have the option to approve the JMWS without amendment or to reject the JMWS.

Analysis

18. Should Members choose to amend the revised JMWS, then those amendments will be subject to adoption by the other members of the Partnership. Members are requested to note that the recycling and diversion targets are collective minimum targets for the Partnership, and CYC and other authorities will be developing its own challenging actions and targets which will then feed in to the JMWS targets.

Corporate Objectives

19. The revised JMWS supports the Council's City Vision, to "...be a leading environmentally friendly city", and the Corporate Aim to "...take pride in the city, by improving quality and sustainability creating a safe and clean environment".

Implications

20. **Financial:** The rejection of the revised JMWS would mean additional costs in developing an alternative strategy, and associated delays would mean significant landfill tax penalties.
21. **Human Resources (HR):** *There are no implications relating to the adoption of the strategy document.*
22. **Equalities:** There are no implications relating to the adoption of the strategy document.
23. **Legal:** There are no implications relating to the adoption of the strategy document.
24. **Crime and Disorder:** There are no implications relating to the adoption of the strategy document.
25. **Information Technology (IT):** There are no implications relating to the adoption of the strategy document.
26. **Other:** There are no implications relating to the adoption of the strategy document.

Risk Management

27. The rejection of the strategy would mean that the council is at increased risk of not meeting its landfill diversion obligations and may incur significant financial penalties. It would also be at risk of jeopardising its position within the York and North Yorkshire waste management partnership

Recommendations

28. It is recommended that the revised JMWS attached at Annex One is adopted. Members instructions are requested.

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Report Approved

Bill Woolley
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Date 1 June 2006

Wards Affected:

All

For further information please contact the author of the report

Background Papers:

Let's Talk Rubbish – Joint Municipal Waste Strategy 2002

Annexes:

Annex One: JMWS document "Let's talk less Rubbish"