

DRAFT HALTON MUNICIPAL WASTE MANAGEMENT STRATEGY

Contents

EXECUTIVE SUMMARY	3
1. INTRODUCTION.....	5
1.1 <i>HOW IS THE MUNICIPAL WASTE MANAGEMENT SERVICE DELIVERED?.....</i>	<i>5</i>
1.2 <i>WHY DO WE NEED A STRATEGY.....</i>	<i>5</i>
1.3 <i>SCOPE OF THE STRATEGY.....</i>	<i>5</i>
1.4 <i>STRUCTURE OF STRATEGY.....</i>	<i>6</i>
1.5 <i>SUSTAINABILITY OF THE STRATEGY.....</i>	<i>6</i>
2. SETTING THE SCENE	7
2.1 <i>EUROPEAN POLICY & LEGISLATION.....</i>	<i>7</i>
2.2 <i>NATIONAL POLICY & LEGISLATION.....</i>	<i>8</i>
2.3 <i>REGIONAL POLICY / TARGETS.....</i>	<i>13</i>
2.4 <i>CROSS CUTTING THEMES.....</i>	<i>14</i>
3. AIMS AND OBJECTIVES	15
3.1 <i>STRATEGIC PRIORITIES.....</i>	<i>15</i>
4. WORKING TOGETHER.....	16
5. WHERE ARE WE NOW?	17
5.1 <i>WHAT IS OUR WASTE MADE UP OF?.....</i>	<i>18</i>
5.2 <i>HOW MUCH WASTE IS THERE?.....</i>	<i>18</i>
5.3 <i>HOW IS OUR WASTE MANAGED?.....</i>	<i>19</i>
6. DEVELOPING THE MUNICIPAL WASTE MANAGEMENT SERVICE.....	19
6.1 <i>COMMUNICATION, EDUCATION AND AWARENESS.....</i>	<i>20</i>
6.2 <i>WASTE PREVENTION (INCLUDING MINIMISATION AND RE-USE).....</i>	<i>21</i>
6.3 <i>RECYCLING & COMPOSTING.....</i>	<i>22</i>
6.4 <i>TREATMENT & DISPOSAL.....</i>	<i>24</i>
7. WIDER WASTES.....	26
8. ENFORCEMENT.....	27
9. RISK MANAGEMENT.....	27
10. MONITORING AND REVIEW	28
GLOSSARY OF TERMS AND ABBREVIATIONS.....	29

Executive Summary

This Municipal Waste Management Strategy (MWMS) sets out the guiding principles for the delivery of the waste management service in Halton, over the period 2008 – 2020.

It is an update of the previous strategy document¹, designed to bring the Strategy in line with subsequent changes in legislation, policy and performance. The original aims and objectives have been largely retained as have all key policies and targets, unless superceded by external factors or new data. New commitments and recommendations have been added to the Strategy in the light of good practice and recent developments. The aim of the Strategy is to provide a framework for Halton to plan and manage its waste services in order to achieve the following objectives:

- Reduce reliance on landfill in line with European and UK legislation
- Maximise recycling and recovery of waste
- Increase public awareness on waste issues
- Strive for best value in all aspects of waste management, and
- Manage waste in a way that takes account of Halton's six strategic priorities

Recent Achievements

Halton has made significant progress in performance in recent years and these are reflected in improved recycling and composting rates which have risen from around 16% in 2002/3 to 25% in 2006/7. The rate of waste growth has also slowed down, and MSW² (Municipal Solid Waste) is projected to increase at +1.25%pa, declining to +1%pa from 2010.

Green waste collections are now available to most of the appropriate properties across the Borough and the paper collection and Recycling & Household Waste Centres (RHWC's) continue to perform well in terms of material separated for recycling. Services at the RHWC's have been expanded to include recycling of Waste Electrical and Electronic Equipment (WEEE), drinks and sauce cartons (known as "Tetrapaks") and plastic bottles.

A recent kerbside pilot programme for a fortnightly collection of mixed recyclables has been introduced to approximately 6000 properties in the borough. This scheme was part of a Waste Action Plan that was approved, subject to budget considerations, in July 2007.

Behavioural Change

An important emphasis in the MWMS is the need for behaviour change and taking responsibility for managing our wastes more sustainably. This means at an individual, company and institution level, and includes preventing waste arising in the first place as well as making recycling systems more accessible and comprehensive to enable citizens to participate in the schemes. The MWMS explains how communications and education strategies will enable the key messages to be conveyed to the residents of Halton to help support behaviour change to meet the more demanding targets within the Headline Strategy. Enforcement issues are also discussed to underpin the implementation of the Strategy and tackle any misuse of the service.

¹ Aspirations & Guidelines, Halton Borough Council, 2004

² Refer to Glossary of terms and abbreviations for full definition

Waste Prevention

A range of waste prevention initiatives have been proposed through a separate Waste Prevention Strategy 2008. This includes continuing support for schemes such as: home composting, junk mail schemes and developing more re-use and refurbishment of waste goods through partnership with the voluntary and non-profit making sector (now referred to as the Third Sector)

Recycling and Composting

This Strategy sets challenging targets for recycling and composting of at least 30% of household waste recycled or composted by 2010 and at least 40% by 2020. It is planned that all households will receive a multi-material kerbside recycling collection, including plastic bottles, cans, glass bottles and jars, and card (in addition to paper) by 2010.

Recovery, Treatment & Disposal

After waste prevention, reuse, recycling and composting have taken place a residual fraction of waste remains. This element currently is sent to landfill, however legislation sets (reducing) limits on the amount of biodegradable municipal waste that can be sent to landfill, and so Halton, in partnership with the other members of the Merseyside Waste Partnership, is procuring capacity in alternative waste processes to treat residual waste. The Merseyside Waste Partnership (MWP) comprises the five District Councils of Merseyside (Knowsley, Liverpool, Sefton, St Helens, Wirral) and the Merseyside Waste Disposal Authority (MWDA). The specific technology will be subject to the availability of options delivered through the procurement process (i.e. what the market can deliver at an affordable cost whilst meeting or exceeding the ambitions of the Strategy and the contract documentation), and it is anticipated that the waste treatment / recovery facilities will be in place in 2013/14.

Sustainability of the MWMS

The MWMS has been the subject of a detailed Sustainability Appraisal, the findings of which have been incorporated into the Strategy. The MWMS comprises a Headline Strategy (this document) and Action Plans detailing the implementation of the headline policies, targets etc. Supplementary Reports which either add further detail or background information support the MWMS and include the following reports: Waste Prevention Strategy; Legislation & Policy; Sustainability Appraisal; Data & Projections; Service Delivery Arrangements.

1. Introduction

The Municipal Waste Management Strategy (MWMS) explains the roles and responsibilities for the management of municipal waste in Halton. This document updates the previous 'Aspirations & Guidelines' document³ and indicates the direction the authority is taking with regard to delivery and planning of the municipal waste management service. It is not a full review of the existing Strategy, which is anticipated to be undertaken in 2010, but an update to ensure the content is valid in the light of new performance data, policy and legislation.

1.1 *How is the Municipal Waste Management Service Delivered?*

Halton Borough Council, as a Unitary Authority, has responsibility for both the collection and disposal of municipal waste arising within the borough. It also has responsibilities and powers for other waste management activities including recycling, composting, street cleansing, enforcement and promotion of waste minimisation activities. This strategy document covers each of these activities and also includes pledges, projections and targets for future management of wastes.

1.2 *Why do we need a Strategy*

The purpose of the Strategy is to set out the direction of the waste management service and explain how the delivery of the service will meet the environmental, economic and legislative challenges.

Waste management is a rapidly moving area and a new national waste strategy has recently been published⁴ which sets out the Governments thinking on municipal waste management. In addition there have been several major pieces of legislation and policy which have been introduced over the past three years which impact on the delivery of the service. Finally, the contracts for the treatment and disposal of the residual waste are about to be re-let which will shape the management of these wastes up to and beyond 2020.

As a strategy 'update,' rather than a formal strategy review, there is little change to the aims and objectives of the previous document and all targets & pledges stay largely the same except where new data, actual or modelled performance, the outcomes of a sustainability appraisal or regional / national policies, supercede previous targets and pledges.

1.3 *Scope of the Strategy*

The Municipal Waste Management Strategy for Halton covers Halton Borough Council (HBC) and deals with the strategic vision for managing wastes in a sustainable⁵ manner, for the period of 2008 – 2020.

The focus of the Strategy is *municipal*⁶ waste, that is, wastes under the control of the local authority. The majority of this type of waste comes from the household, but there are also some non-household elements from commercial sources (e.g. retail outlets). National Government has recently emphasised the potential for providing new waste management

³ Waste Management Services The Aspirations & Guidelines, 2004, Halton Borough Council

⁴ Waste Strategy 2007, Defra

⁵ The concept of Sustainability broadly means development which can meet the needs of the present without compromising the ability of future generations to meet their needs

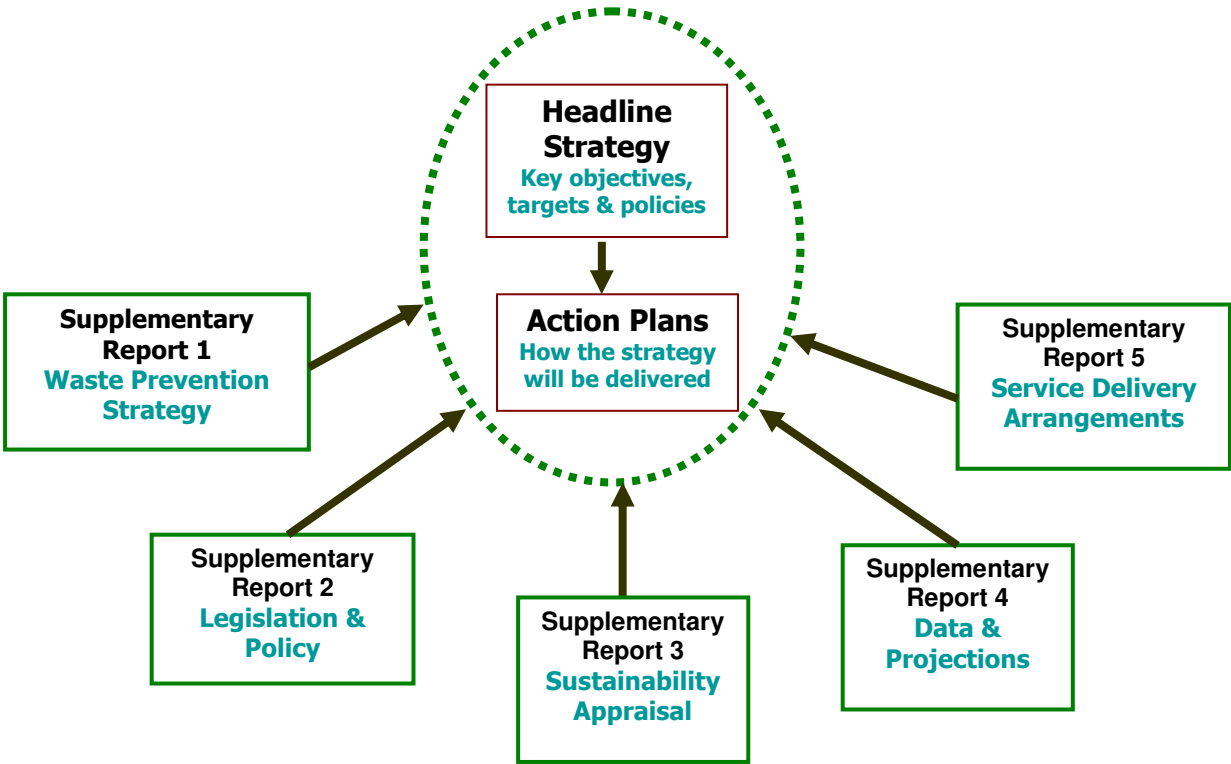
⁶ Refer to Glossary of terms and abbreviations for full definition

facilities which can accept both municipal and other wastes (e.g. commercial wastes) to provide a more complete infrastructure for wastes management. There is also a section in this Strategy considering such ‘wider wastes’. These are waste streams which the authority may not have direct responsibility for, but can influence to help improve the management of unwanted materials for the benefit of the environment, society and economy.

1.4 Structure of Strategy

This document is the ‘Headline Strategy’. The Headline Strategy document sets out the key principles of the Municipal Waste Management Strategy for Halton. It includes the policies, aims, objectives, and targets for the management of wastes and resources in the Halton authority area from 2008 – 2020. It will be supported by further work on a series of supplementary reports completed in early 2008 as illustrated in Figure 1.

Figure 1 The Structure of the Municipal Waste Management Strategy



The Action Plans are the delivery mechanisms ascribing responsibilities, interim targets and performance aims in order to meet the headline targets and policies described within the Headline Strategy. Action Plans are regularly reviewed and updated and they detail the current operational practices and intentions of the authority to develop the service over the short to medium term. There will be a separate action plan in relation to waste prevention, allied to Supplementary Report 1.

1.5 Sustainability of the Strategy

Halton remains committed to delivering sustainable solutions in all its activities and incorporating sustainable development within its core policies and strategies; waste management is no exception. To demonstrate its commitment to delivering sustainable solutions a Sustainability Appraisal has been carried out on this Strategy and also on the Action Plan for delivery of the MWMS.

The purpose of a Sustainability Appraisal is to identify and assess the social, environmental and economic effects of strategies and policies. It provides a mechanism for ensuring that sustainability ideals and objectives are translated into policies and strategies.

The results of the Sustainability Appraisal have been used to inform the update of this Strategy and details can be found in Supplementary Report 3.

2. Setting the Scene

2.1 European Policy & Legislation

There is a broad and diverse range of European policy and legislation governing and directing all aspects of waste management from treatment and disposal options, to the management of specific waste streams. In addition to the formal Directives which require implementation into national legislation, the EU continues to produce environmental action plans identifying priority areas, supported by a number of other strategies, including one considering prevention and recycling of waste. This long-term strategy aims to help Europe become a recycling society that seeks to avoid waste and uses it as a resource.

These policies and strategies have a direct impact on national and local waste management and influence the way in which municipal waste management strategies are developed. A number of the more influential Directives include:

Waste Framework Directive

Overarching guidance on the effective management of wastes is provided by the Waste Framework Directive (75/442/EEC). This requires the UK to develop national strategies, encouraging prevention and reuse of waste and to ensure provision of a suitable infrastructure for recovery and disposal supported by an appropriate regulatory framework to protect the environment and public health. The Directive is currently under review and it is anticipated that the updated version will include targets on waste prevention, reuse and recycling.

Landfill Directive

The Directive on the Landfill of Wastes (99/31/EC), commonly termed the 'Landfill Directive' is a major driver for change in municipal waste management in the UK. The Directive requires a significant reduction in the quantity of biodegradable municipal waste (BMW) sent to landfill, and any waste sent to landfill has to be pre-treated. In addition bans are in place for tyres and waste with certain properties (e.g. flammable, corrosive etc). This means that all local authorities have targets to meet in terms of diverting BMW from landfill, and alternative technologies have to be made available to treat wastes prior to final disposal in landfill. New infrastructure is required to ensure that the targets in the Directive can be met within the timescales⁷.

⁷ Targets for the UK are:

- Reduction in tonnage of BMW to landfill by 25% on 1995 levels by 2009/10

Packaging Directive

European legislation addressing packaging waste has been in place in the UK since 1997 and the main aim is to increase re-use (where possible), recovery and recycling of packaging waste. This legislation is an example of 'Producer Responsibility' (see Glossary of Terms) and is aimed at ensuring that businesses take responsibility for the products they have placed on the market once those products have reached the end of their life. Companies or groups of companies who have a turnover exceeding £2 million and who handle more than 50 tonnes of packaging are required to comply and must recycle or reuse the required percentage of their packaging and provide evidence of compliance. Regulations are also in place designed to ensure that producers of packaging adhere to 'essential requirements' guidance, for example not over-packaging products beyond the needs of product transport, protection, health & safety etc.

Waste Electrical and Electronic Equipment Directive

The European Waste Electrical and Electronic Equipment (WEEE) Directive became law in the UK in January 2007. This is focused on separating WEEE from the household waste stream and reusing or recycling where possible, prior to final treatment. A national (UK) compulsory household collection target is in place for 4 kg of WEEE per household and a new target will be set for the UK as whole in 2008. There are no specific individual targets for Local Authorities but they are being encouraged by Government to register their Civic Amenity or Recycling & Household Waste Centres (RHWC's) as Designated Collection Facilities (DCF's), to allow for the receipt of waste electrical equipment. The collection network will be supported by the Distributor Take-back Scheme (DTS). The funding of the separate collection activity at the RHWC's will be from the DTS and the costs of transporting, recycling and recovering the WEEE will be borne by the producers of the equipment. Arrangements for recycling of WEEE have been in place since the end of September 2007 in Halton.

Batteries Directive

The implementation of the EU Batteries Directive in the UK will be through a producer compliance scheme. The directive will provide a route for the public to dispose of waste household batteries and more collection facilities will also be available.

The Government is keen to build on existing waste collection infrastructure (in a similar way to the transposition of the Waste Electrical and Electronic Equipment Directive), which is beneficial for consumers, rather than setting up new facilities, and will encourage authorities to work with producers.

Regulations are to be laid in the summer of 2008 and are expected to come into force in September 2008.

Halton introduced household battery recycling at its two Recycling and Household Waste Centres in January 2008, and plans to add battery recycling to its future kerbside collection service.

More detailed information regarding European policy and legislation will be included in Supplementary Report 2: Legislation & Policy.

2.2 National Policy & Legislation

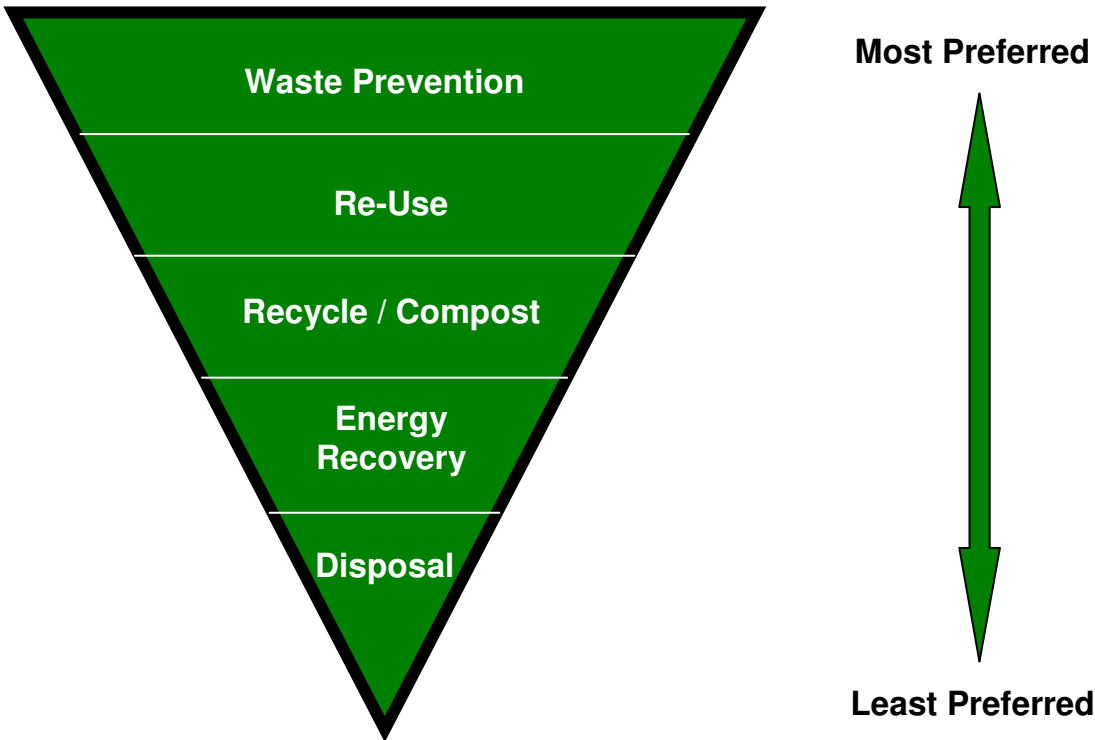
-
- Reduction in tonnage of BMW to landfill by 50% on 1995 levels by 2012/13
 - Reduction in tonnage of BMW to landfill by 65% on 1995 levels by 2019/20

The waste management agenda is moving at great pace at a national as well as European level. All European Policy/Directives and Regulations are implemented through national legislation; however there are also additional policies and pieces of legislation relating to the management of our wastes that are derived from central Government. This section considers the main national influences on this Strategy; a more detailed explanation is included in Supplementary Report 2 'Legislation & Policy'.

2.2.1 The Waste Hierarchy

A guiding principle of both national and European waste management is the concept of a Waste Management Hierarchy. This identifies that the best way to manage waste is not to generate it in the first place (prevention), followed by reusing or recycling/composting and recovering energy from waste where practicable and finally disposal of waste, as illustrated in Figure 2, being the least preferable option. This Municipal Waste Management Strategy aims to further develop the options higher up the hierarchy and reduce the amount left for disposal. UK waste management has historically been dominated by disposal as a waste management route.

Figure 2: The Waste Hierarchy



2.2.2 The Landfill Allowance Trading Scheme (LATS)

The single biggest driver for change from the disposal oriented strategy is the Landfill Directive, as implemented in England through the Landfill Allowance Trading Scheme (LATS) and associated legislation. Each waste disposal authority (e.g. Halton) is allocated a tonnage of biodegradable municipal waste (BMW) permissible to be deposited into landfill. This tonnage allocation is issued in the form of permits, and reduces each year. The permits may be traded with other waste disposal authorities and their value is open to the available market, managed by the Environment Agency. There are some banking and borrowing rules which may be applied to the permits to provide flexibility with meeting the overall aim of allowing local authorities to meet the landfill diversion targets at the least cost. There are fines of £150 per tonne of BMW landfilled over the amount permissible under the scheme. This is a significant driver for change and, to provide a context, typical disposal charges in the UK have been in the order of £35 - £50 per tonne of municipal waste. These costs rise annually and in 2008 the cost of waste disposal in Halton will be around £48 per tonne.

2.2.3 Best Value Performance Indicators & Statutory Targets

Following the introduction of Best Value as a governing principle for local government a set of Best Value Performance Indicators (BVPIs) was devised in 2000/01. Local Authorities have a statutory duty to put in place arrangements to secure continuous improvement in their functions and BVPIs are one measure of determining performance. These have been amended over time and are due to be replaced by a new set of indicators⁸. Some key BVPIs for waste management include those listed below (a full list is included in Supplementary Report 2).

- BVPI 82a – percentage of household waste sent for recycling
- BVPI 82b - percentage of household waste sent for composting / anaerobic digestion
- BVPI 82c – percentage of household waste sent for energy recovery
- BVPI 82d - percentage of household waste landfilled
- BVPI 84a – The weight (in kilograms) of household waste collected per head of population

The Government introduced statutory BVPI targets for recycling and composting combined (BVPI82a +82b) for all local authorities to meet in 2003/04 and 2005/06. These have been a major factor in driving up performance and the Government 'believes that there is a role' for future statutory targets and has consulted on their application. There are other PIs relevant to recycling, reuse and composting which are anticipated to be introduced, these are discussed below.

2.2.4 The National Waste Strategy & Targets

The key National targets for the service in England⁹ for recycling and composting, are set out in Waste Strategy for England 2007, and are as follows:

- To recycle or compost at least 40% of household waste by 2010
- To recycle or compost at least 50% of household waste by 2020

Where targets are adopted at a national level, these have, in the past, been translated to different targets at a local level, that reflect an improvement on current performance which may be below or above the national target. It should be noted that this Strategy sets

⁸ Waste Strategy 2007, Defra

⁹ Waste Strategy 2007, Defra

challenging targets for recycling and composting of at least 30% of household waste recycled or composted by 2010 and at least 40% by 2020. It should also be noted that urban authorities are often lower performing than rural authorities with regards to recycling and composting targets, primarily due to the impact of additional green waste available in rural authorities.

There is also a national target for maximum household waste permissible to landfill or energy recovery of 12.2 million tonnes by 2020 and the Government is considering a ban on permitting recyclable and biodegradable waste from being deposited in landfill.

2.2.5 Specific Prevention, Reuse and Recycling Policy & Legislation

Various measures have been developed at a national level to promote the “3 R’s”, known as “Reduce, Reuse, Recycle”. These are the waste management techniques at the top end of the waste hierarchy and so the most preferred, where practicable. National promotional campaigns such as ‘Recycle Now’ promote key messages and aim to raise awareness of the 3R’s. There are also funded programmes delivering support to local authorities on activities such as improving communications activities to the public, promoting home composting and waste minimisation activities, improving collection systems and help with the marketing of recyclables collected. These activities are predominantly supported by a Government funded organisation known as WRAP (the Waste & Resources Action Programme).

The adoption of BVPIs (see p.10) has meant that recycling and composting are regularly reported and targets have been ascribed as discussed at a national level and also within this Headline Strategy. There has also been considered a ‘Reuse’ BVPI, this is not presently a requirement however data is currently collected from local authorities on reuse through the Government waste data collection system (Waste Data Flow). Similarly, data on home composting is also collected and work has been underway to determine to what extent home composting may be considered to have diverted waste from landfill. Other new indicators suggested¹⁰ include: the performance on the average amount of household waste per person that is not reused, recycled and composted; and a greenhouse gas emissions indicator for waste.

There is legislation that also promotes recycling through the Household Waste Recycling Act 2003. The Act requires Waste Collection Authorities in England to collect at least two recyclable materials from households, separate from residual waste by 2010. There is another Act, The Waste Minimisation Act 1998 that enables local authorities throughout the UK (except Northern Ireland) to take steps to minimise the generation of household, commercial or industrial waste. The Act gives recognition to the fact that local authorities also have responsibilities to promote waste minimisation. Measures can include alternate weekly collections, which have been adopted by some authorities as a way of encouraging recycling and waste minimisation. Halton has chosen not to introduce such a system.

Waste Disposal Authorities have also recently been granted increased flexibility in issuing of recycling or re-use credits¹¹ to parties undertaking these activities, and therefore avoiding the costs associated with disposal. Halton is both a waste collection & disposal authority.

The National Waste Strategy 2007 includes measures to promote recycling in public spaces, reducing single use bags through voluntary action with retailers and reducing junk mail through the mail preference service including an option for non-addressed mail.

¹⁰ Waste Strategy 2007, Defra

¹¹ Guidance on the Recycling Credit Scheme, April 2006, Defra

Recent Government consultations have also included detailed financial incentives for members of the public to recycle. Although some specific trials may take place in England, Halton does not intend to undertake such a scheme at present, but will continue with publicity promotions such as blue bin prize draws where possible.

2.2.6 Landfill Tax

The landfill tax came into effect on the 1st October 1996. It is a specifically targeted levy on the disposal of waste to landfill, introduced by the government to prompt change in UK waste management. A standard rate of £24 per tonne is currently (2007/08) applied as the tax for waste going to landfill. In the 2007 budget the Chancellor announced that from 2008/09 the landfill tax will rise by £8/tonne per year up to at least 2010/11 when the rate will be £48 / tonne. Around 7% of a Landfill Operators tax obligation may be diverted into environmental activities with 90% of that contribution credited back by the Government.

2.2.7 Waste Management Regulation & Licensing

Waste management activities are covered by regulatory controls. There is a Duty of Care for those producing, accepting, storing, transporting, treating and disposing of waste, that the activity was undertaken appropriately and at a properly licensed / permitted facility. A system of Transfer Notes is designed to record the passage of waste through its management, including transportation, storage, treatment and disposal and carriers of waste are required to be registered. The Government is consulting on amending this regime to improve enforcement and remove barriers to sustainable waste management. The responsible authority for regulating this activity is the Environment Agency (EA).

The EA are also primarily responsible for granting facilities permits to operate according to specific environmental controls. The relevant regimes are the Pollution Prevention & Control and Waste Management Licensing regulations.

2.2.8 Energy Policy

There is a strong move to marry the energy policies and waste policies in England, with references to incentives for a variety of energy recovery technologies in the Waste Strategy for England 2007. At present landfill gas generates the most renewable energy in England and another significant producer of renewable energy is incineration with energy recovery, also known as 'Energy from Waste'. The Energy White Paper (2007) also placed greater incentives for Advanced Conversion Technologies (e.g. Pyrolysis, Gasification, Anaerobic Digestion) and reduced the incentives for Landfill Gas electricity production.

2.2.9 Producer Responsibility

In accordance with the European Directives for waste electrical equipment, packaging and 'End of Life' vehicles, national legislation is in force to implement these requirements, as detailed earlier in this Strategy and local authorities have a role in the collection of vehicles (abandoned etc), packaging and redundant electrical goods (for example from the householder).

2.2.10 Planning Policy

Planning Policy Statement (PPS) 10 provides a set of strategic decision-making principles that should be adhered to in the preparation of planning strategies. These principles are important for the delivery of the Key Planning Objectives for sustainable waste management set out in PPS10. Local planning documents must take account of Regional planning documents such as the Regional Spatial Strategies. Halton is responsible for developing local planning documents and published the Halton Unitary Development Plan in 2005. The Halton UDP sets out strategic policies and proposals to guide in the consideration of planning applications.

A Merseyside Joint Waste Development Plan Document (Joint Waste DPD) will develop criteria for the identification and allocation of sites suitable for new and enhanced waste management facilities for the identified waste management needs of Merseyside. This will include a list of allocations suitable for the location of different types of sustainable waste management facilities on a proposals map. These site allocations will be supported by site specific policies. Criteria based policies, consistent with the sustainable waste management objectives, will address wider waste planning issues. The Joint Waste DPD will be in conformity with the core strategies of each of the Districts' Core Strategy Development Plan Documents and Regional Spatial Strategy. The procurement process currently underway for waste treatment facilities for Merseyside and Halton will be completed before the adoption of the Joint Waste DPD.

2.3 Regional Policy / Targets

The Regional Waste Strategy for the North West was published in September 2004 and the MWMS supports its aims and objectives.

NW Regional Waste Strategy targets:-

- Reduce growth in MSW to 2% by end 2003, to 1% by 2010 and 0% before 2014 across the Region
- Recycle or compost 25% of household waste by 2005, 35% by 2010, 45% by 2015 and 55% by 2020
- Recover value from 40% of MSW by 2005, 45% by 2010 and 67% by 2015

The Regional Spatial Strategy (RSS) is currently available in draft form (March 2006), and contains a number of relevant policies and targets relating to waste management activities across the region. In some instances these are broken down to a sub-regional level.

Relevant Draft Regional Spatial Strategy Targets / Policies

The draft strategy promotes sustainable waste management, adhering to the principles of the National Waste Strategy, Planning Policy Statement (PPS) 10 and the Regional Waste Strategy. Broad principles of encouraging progress up the waste hierarchy and self sufficiency are supported. The Draft RSS encourages the following:-

- that in development, redevelopment and regeneration projects, the consideration of:
 - waste minimisation,
 - re-use and
 - capacity issues for adequate storage of recycling / compost containers.
- consideration of innovation in waste treatment technologies
- co-location of waste handling, reprocessing and disposal facilities where practicable

- convenient and accessible 'bring' facilities for the public to deposit waste
- consideration of economies of scale in waste facilities receiving wastes from a variety of sources (i.e. 'municipal' facilities also receiving wastes from commercial / industrial sources)

The RSS also includes indicative capacity requirements for municipal waste facilities up to 2020. These are a statutory consideration in the development of the Local Development Documents (e.g. Halton UDP).

The Regional Economic Strategy (RES), supported by a Sustainability Appraisal, was published in March 2006 by the NW Development Agency. It includes a variety of objectives for developing sustainable economic growth across the region.

Relevant Regional Economic Strategy Targets:-

1. To achieve a regional employment rate of 80% by 2020, and eliminate major sub-regional variations and variations between key groups
2. Reduce CO₂ emissions per unit of (£) of GVA
3. To meet Kyoto targets by 2012, to reduce CO₂ emissions to 12.5% below 1990 levels

In September 2004, the three Regional Development Agencies representing the North of England (NW, NE & Yorkshire & Humberside) published the Northern Way Growth Strategy. This complements the RES and RSS, which have taken account of the outcomes of this work, particularly with reference to growth of the broadly defined 'City Regions' of which Halton is part of the Liverpool City Region.

2.4 Cross Cutting Themes

Waste management services impact significantly upon each of the three pillars of sustainability: environment; society; economy. Linkages between waste management and sustainability issues have become increasingly apparent, including the impacts to: climate change; soil, water and air protection; resource conservation; health; transport; urban regeneration; employment; local economic development; energy production; 'green' procurement; and community engagement. Potential synergies have emerged, allowing waste management policies to contribute to the achievement of wider sustainability objectives.

When considering the role of the MWMS and the context of its impact from a sustainability perspective, the broader framework in place to address and manage sustainable development at a national, regional and local level need to be considered.

Sustainable Development Strategy at the National Level

In March 2005, the Government published its new sustainable development strategy 'Securing the Future'. The strategy identifies climate change as a major threat and focuses many of its actions around reducing its potential impact. Improved waste management has a vital role to play in this effort and the strategy recognises the importance of delivering on the actions and targets introduced by Waste Strategy 2000 and reinforced by the subsequent Waste Strategy 2007 in tackling climate change and resource management.

Sustainable Development at the Regional Level

There is a strong commitment in the North West region towards adopting and adhering to sustainable development principles in all aspects of regional activities. The 'Action for Sustainability' programme (coordinated by the North West Regional Assembly) represents a regional framework and provides a strategic basis for the promotion of relevant issues within the region.

The Action for Sustainability has identified key areas of priority as:-

- Energy & Climate Change
- Sustainable Consumption & Production
- Natural Resource Protection & Environmental Enhancement
- Sustainable Communities

These priority areas underpin the MWMS and the Strategy makes a positive contribution to driving the key issues forward. The positive outcome of the Sustainability Appraisal of the MWMS, which considers issues related to these priority areas, demonstrates the likely influence of the MWMS with regard to key sustainability issues.

Sustainable Development in Halton

HBC takes sustainability as a guiding tenet in decision making and policy development. This MWMS and associated Action Plan have both been informed by an independent Sustainability Appraisal (Supplementary Report 3). Halton is also developing a carbon management plan to tackle issues such as climate change and carbon emissions (from its own operations) and this will be completed during 2008. The Community Strategy is also a key contributor to Sustainable Development in Halton and this is discussed in the Working Together section of this Strategy.

Sustainable Development as part of the Liverpool City Region

The 'Northern Way' strategy for Northern England identifies a number of City Regions that are the focus of growth and economic development. The Liverpool City Region includes Halton, the other Merseyside Waste Partnership authorities, and also Warrington, West Cheshire, West Lancashire and North Wales. The strategic development of the Liverpool City Region is under the overview of the Mersey Partnership. The priority areas in the City Region cover a broad range of issues including those against which the MWMS will make a contribution, such as a 'sustainable neighbourhoods and communities' priority. The City Region agenda is also an influence on the MWMS.

3. Aims and Objectives

The main aim of the Strategy is to provide a framework for Halton to plan and manage its waste services in order to achieve the following objectives:

- Reduce reliance on landfill in line with European and UK legislation
- Maximise recycling and recovery of waste
- Increase public awareness on waste issues
- Strive for best value in all aspects of waste management, and
- Manage waste in a way that takes account of Haltons six strategic priorities.

3.1 Strategic Priorities

The following six strategic priorities for Halton, as explained in the Corporate Plan¹² guide the development of this Strategy:-

1. A healthy Halton

To create a healthier community and work to promote well-being, a positive experience of life with good health (not simply an absence of disease), and offer opportunities for people to take responsibility for their health with the necessary support available

2. Halton's Urban Renewal

To transform the urban fabric and infrastructure. To develop exciting places and spaces and to create a vibrant and accessible Halton - a place where people are proud to live and see a promising future for themselves and their families

3. Employment learning & skills in Halton

To create an economically prosperous Borough that encourages investment, entrepreneurship, enterprise and business growth, and improves the education, skills and employment prospects of our residents and workforce so they can share in all the opportunities Halton affords

4. Children & young people in Halton

To ensure that in Halton children and young people are safeguarded, healthy and happy, and receive their entitlement of high quality services that are sensitive to need, inclusive and accessible to all

5. A Safer Halton

To ensure pleasant safe and secure neighbourhood environments, with attractive, safe surroundings, good quality local amenities, and the ability of people to enjoy life where they live

6. Corporate effectiveness and efficient service delivery

To create the maximum effect on the quality of life in the communities of Halton through the efficient use of the Council's resources

4. Working Together

¹² It's all happening in Halton – The Corporate Plan 2006-11

Halton have developed important partnerships for the delivery of its services, and have established a Local Strategic Partnership to develop a Community Strategy for Halton¹³. The Partnership includes public and private sector representatives, and there are also specialist strategic partnerships dealing with each of the five key themes of the Community Strategy, the theme of particular relevance to the Municipal Waste Management Strategy is 'Haltons Urban Renewal'.

The Community Strategy was developed after considerable consultation, and a research report¹⁴ was published and consulted upon to consider the key issues for Halton. The relevant issues as regards the MWMS are:-

- Improving environmental assets and how the borough looks
- Minimising waste / increasing recycling / bringing efficiencies in waste disposal
- Running services efficiently

There are also seven geographic Area Forums which have been established by the council and supported by other partners to provide a more local, neighbourhood focus to the delivery of services and Council action, including waste related issues and awareness.

Halton also maintains an active dialogue on waste management issues with the public through the Halton 2000 Citizens Panel, carrying out consultation on waste management matters such as waste collection options, recycling, education and enforcement issues.

A key challenge for all waste disposal authorities in the UK is how to manage the waste left over for disposal and yet minimise the amount sent to landfill. This is a costly activity and Halton is engaged in a Partnership with the Merseyside authorities to find a way forward together in an effort to reduce costs and provide a more environmentally sound alternative approach (see Treatment & Disposal). This partnership is important for the cost effective delivery of the service in the medium to long term in particular. It will mean a closer alignment of activities with partner authorities in Merseyside, with the possibility of a joint municipal waste management strategy following the review of this Strategy in 2010.

Partnership Pledges

1. We will ensure that regional policy work is informed and respected, and local stakeholders are actively involved in a continuous revision and development of waste management options in the Borough
2. We will continue to strengthen and formalise arrangements with Merseyside and other suitable partners to enable joint procurement where efficiencies can be gained
3. We will encourage, support and work in partnership with community groups in Halton so that they continue to play an active part in recycling and recovery of waste.

5. Where are we now?

¹³ A Community Strategy for a Sustainable Halton 2006 – 2011

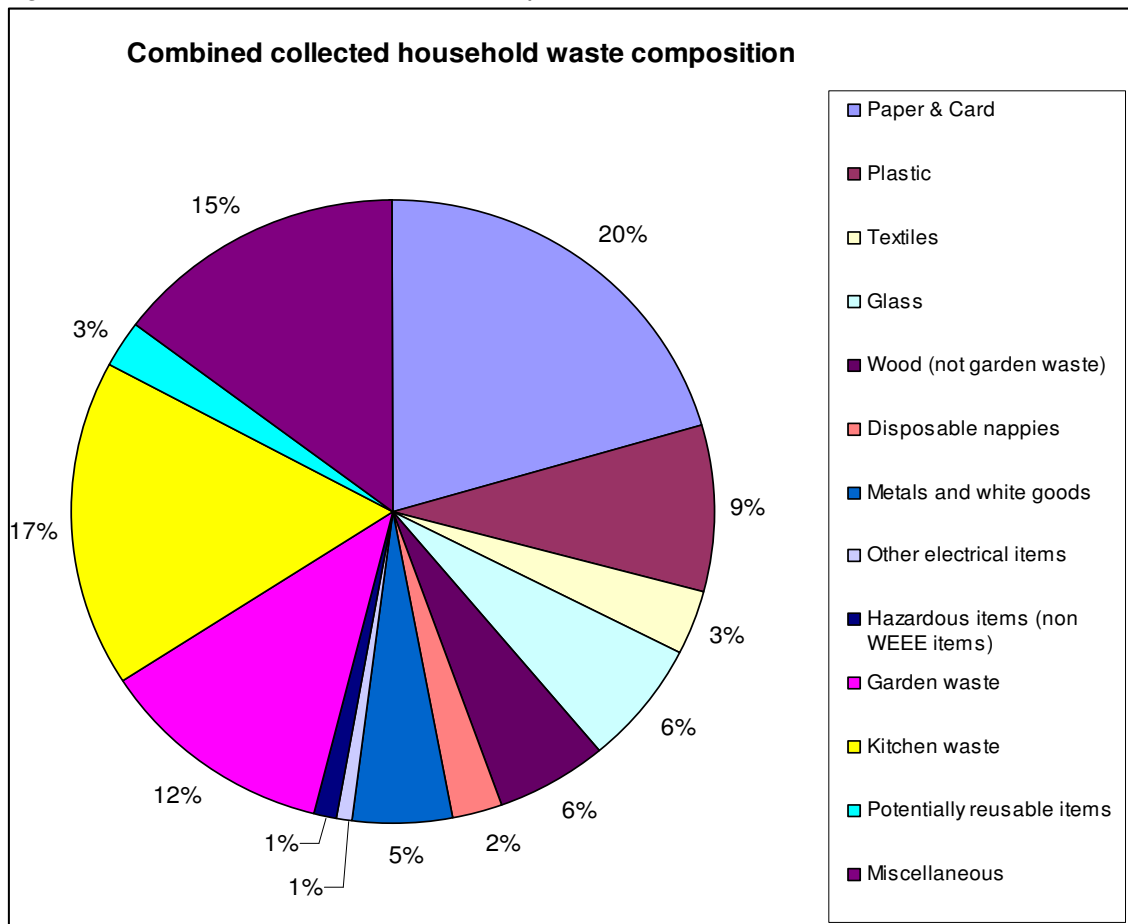
¹⁴ The State of Halton Report, 2005

This section of the Headline Strategy summarises the current waste management services and issues in Halton. Further detail is provided in the Supplementary reports.

5.1 What is our waste made up of?

Household waste is a varied element of the waste stream, which also varies in composition across the year. To develop an effective waste management service it is important to understand the waste that is being managed. Halton commissioned a waste composition analysis to gain up to date data on the components within the household waste stream. The composition is shown in figure 3.

Figure 3: Halton Household Waste Composition Estimate



Source: Waste Composition study, 2006, Resource Futures, rounded to nearest whole percentage

5.2 How much waste is there?

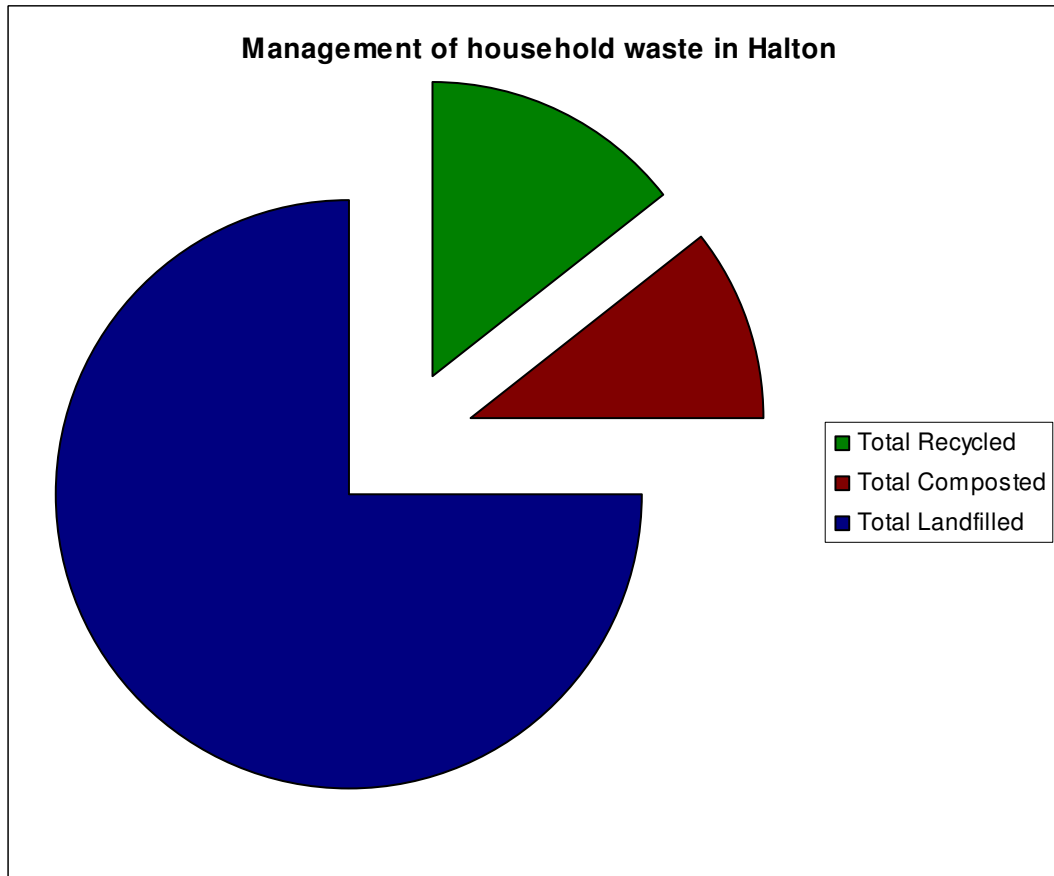
The waste for which the Council has the responsibility of managing is known as Municipal Waste. This comprises of mostly household waste (approximately 90%), with smaller quantities of waste collected from commercial or industrial premises (known as ‘trade waste’), street sweepings, landscape, flytipped wastes, gully emptyings and other minor fractions of waste. The amount of household waste produced in Halton is around 65,000 tonnes, which equates to more than half a tonne per person per year, and it currently costs £5 million per year to collect and dispose of this waste.

5.3 How is our waste managed?

Halton has made significant strides in improving its recycling and composting performance of household waste. Figure 4 illustrates the performance in 2006/07, that show Halton recycled and composted 25% of the household waste; this is up from only around 10% six years ago.

The household waste that is not currently recycled or composted is currently disposed of in landfill sites. For a variety of reasons explained in this Strategy, continued disposal of the majority of household waste by this method is no longer considered as sustainable. Halton's current landfill contract runs out in January 2008, and the Council have approved new contractual arrangements to be in place from February 2008. The Merseyside Waste Partnership (MWP) is jointly procuring alternative treatment for residual wastes, and Halton is now part of this Partnership. HBC is reducing the quantity of waste left for treatment or disposal by improving the levels of waste prevention, re-use, recycling and composting, as set out in the following sections of the MWMS.

Figure 4: Current Management of household waste (2006/7)



6. Developing the Municipal Waste Management Service

This section outlines the key developments envisaged to take the management of Halton's waste forward in a way that is environmentally sound, meets the needs and aspirations of the community and delivers the requirements of policy and legislation in a cost-effective manner. Halton pledges the following with regard to these aims.

Strategic Service Delivery Pledges

4. We will maximise external funding opportunities for a range of strategic waste management and neighbourhood recycling projects.
5. We will identify and provide training for staff to NVQ and chartered professional standard, and procure contractors with similar aspirations and practices, where practicable
6. We will continue to monitor the latest developments and engage with the research / technical community where appropriate, to ensure good practice, efficiency and protection of public health, the workers and the environment in the delivery of the service
7. We will consider collection and transport options to improve efficiency, reduce CO₂ emissions and vehicle movements in order to reduce the impact on the environment.

6.1 Communication, Education and Awareness

The effective management of municipal waste involves responsible actions from many different parties. Manufacturers of goods will have a role in deciding whether to make products from recycled materials or materials that may be recycled, reused or composted, and how much packaging is used in the transport and sale of those goods. The consumer when choosing and buying goods will have an impact on the type and amount of waste generated. The Council has a role in making appropriate collection systems for the householder to use. The householder will have a role in how the waste that does arise, is presented for collection (i.e. how much has been separated for recycling or composting, and that all systems are used responsibly and correctly etc). The Council, or contractors employed by the Council, will then collect the recyclables and compostables for processing into usable materials, and ensure that the other household waste is appropriately dealt with. This chain of activity will work much more effectively and efficiently if all parties are well informed as to the benefits of responsible waste management and the reasons for improving the management of our waste.

A Joint Communications Strategy has been agreed with the Merseyside Authorities comprising the Merseyside Waste Partnership, which provides the corporate, systematic and legally binding approach needed to identify and deliver effective communications and marketing opportunities and enable risks associated with these activities to be identified.

A Local Public Relations Plan has been developed as a working document for internal use to guide promotion in Halton.

A waste communications strategy provides a framework for education, information and awareness activities across the Partnership, and contains a common set of messages that can guide all communications thereby providing a consistent coordinated approach which will strengthen the Partnership's image and public awareness of its services. In addition a strategy will ensure that communications and marketing are an integral part of corporate planning and decision making across the partnership.

The Strategy will aim to ensure that the Partnership has appropriate ways of encouraging, listening to and taking account of community views and aspirations about its services and also achieving good internal communications ensuring that both staff and Members are kept well informed and involved. Positive messages about achievements and local benefits (e.g. compost give-aways,) should be used in addition to strategic messages (e.g. climate change, resource management).

Communications Pledges

8. We are committed to raising awareness of environmental issues and will develop a joint communications strategy with partners in Merseyside to deliver key strategic messages to the public and other stakeholders on sustainable waste management issues.

9. We will continue to improve and maintain the public perception of the quality of the services by increased investment and closer monitoring of customer satisfaction levels.

10. We will resource a local Public Relations Strategy for Halton to raise awareness of the local and wider environmental benefits (ie combating climate change, and resource efficiency) as part of our communications activity

11. We will resource a programme of education to encourage behavioural change and greater participation in the services (kerbside, RHWC & bring banks)

12. We will continue to provide feed back to residents on waste related matters

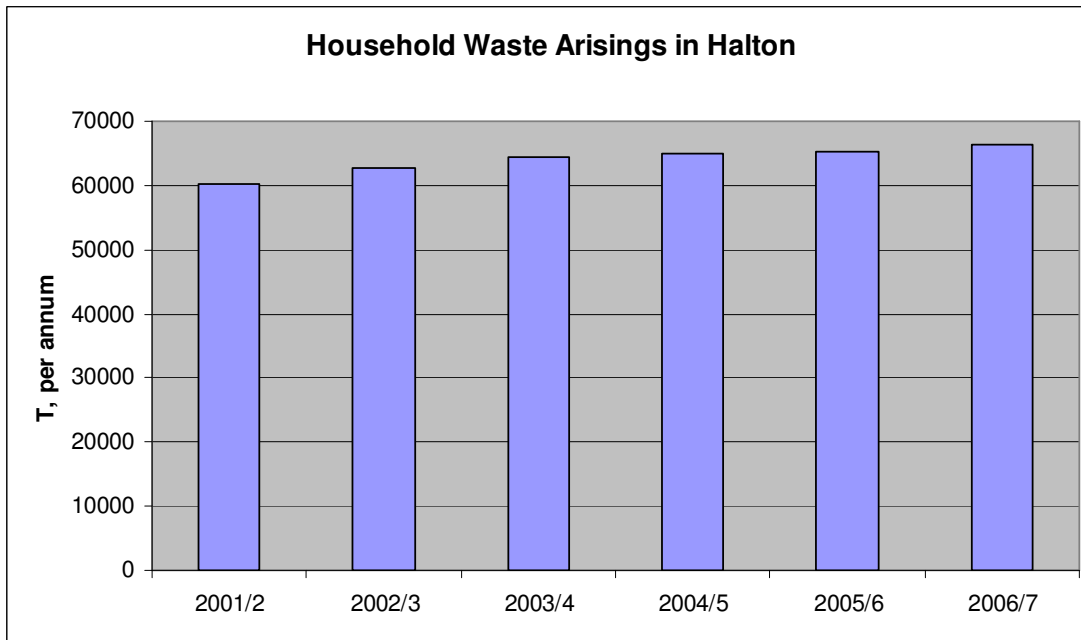
6.2 Waste Prevention (including minimisation and re-use)

The most desirable waste management option is to avoid the generation of waste. There is various terminology used to describe different activities which meet this aim: waste reduction, waste minimisation, waste prevention, and so on. Similarly there are a wide range of measures which may be adopted to reduce waste arisings, examples include:-

- Promote / incentivise home composting
- Encourage reuse of materials / goods (e.g carrier bags, jam jars)
- Promote washable nappies
- Promote measures to reduce junk mail
- Promote 'smart shopping' for low waste goods
- Investigate reuse schemes for household goods such as furniture

Over the last five years household waste in Halton has grown at a rate of nearly 2% per year on average. This is slightly higher than the national average, and the annual tonnages for Halton are shown in figure 5. Waste growth is however showing signs of slowing down.

Figure 5: Household Waste Arisings



Halton Borough Council considers waste prevention and re-use to be vital elements of the Municipal Waste Management Strategy, and is currently finalising a separate, detailed Waste Prevention Strategy and action plan to tackle this particular issue. The strategy deals with re-use initiatives and highlights the requirement for partnership working and the need for effective communications and awareness raising to facilitate a positive behaviour change.

Waste Prevention & Re-use pledges

13. We will promote actions to reduce the rate of waste growth produced per household

14. We will help minimise waste by encouraging the re-use of products where viable

6.3 Recycling & Composting

Recycling and composting services are provided by the Council to the residents of Halton using four key elements:-

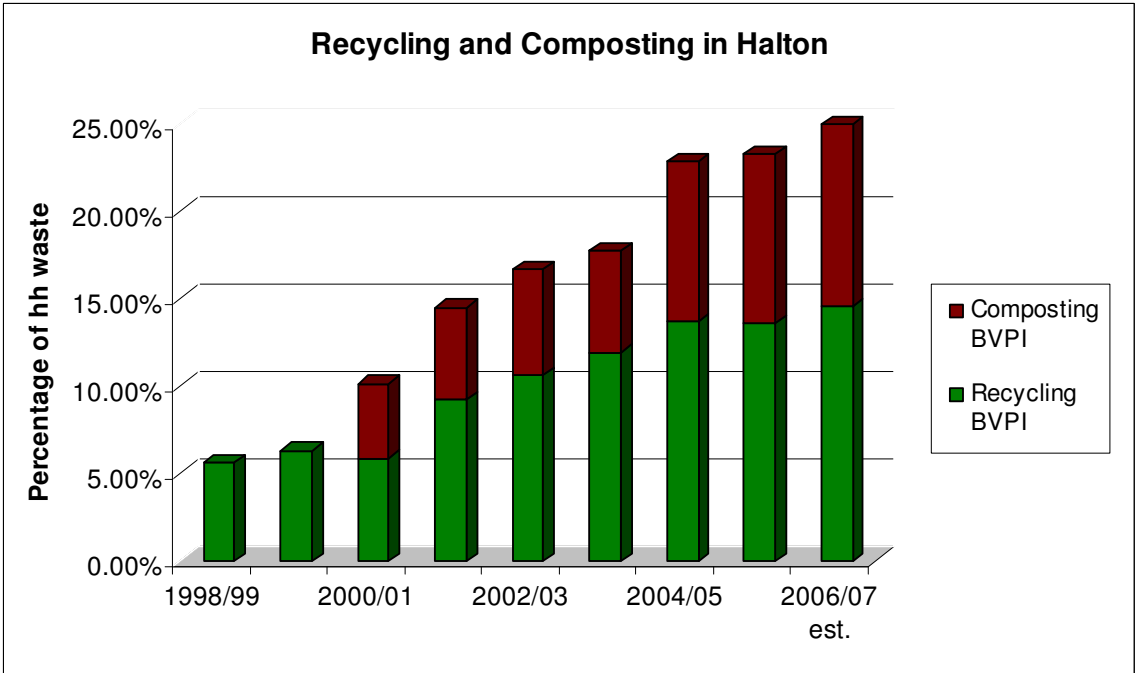
- Kerbside collection of paper and other recyclables
- Kerbside collection of garden waste
- Bring banks (e.g bottle, can banks) for deposit of other recyclables
- Recycling and Household Waste Centres
- Community Recycling Initiatives

The kerbside collection service for paper and garden waste now cover most of the properties in the authority and together make a major contribution to the recycling and composting target. The expansion of the service, combined with a greater familiarity and usage by the residents are largely responsible for the increases in recycling and composting shown by Figure 6.

The Council is currently piloting a kerbside recycling collection service to approximately 6,000 properties in Halton. This scheme has increased the materials collected from the properties in the pilot areas to include glass bottles and jars, cans, plastic bottles, and card, in addition to

paper. It is planned to expand this service to all remaining properties in Halton over the next 2-3 years.

Figure 6: Improvements in Recycling & Composting Performance



Despite these marked improvements, much more still needs to be done if we are to divert more material from landfill and meet our obligations and targets. There are several ways by which the Council can increase the recycling / composting rate further, these include:-

- Introduction of more materials to the kerbside recycling collection service
- Increased promotion and publicity for recycling

Halton Borough Council maintains an extensive provision of neighbourhood level bring sites for the deposit of other recyclable materials such as bottles and cans to supplement the collection system. These make an important contribution to the overall recycling system.

The Recycling and Household Waste Centres (RHWC) in Widnes and Runcorn, take around a quarter of household waste produced in Halton. The improvements to the sites, combined with good participation by residents and effective management by the site operators has led to increasingly effective recycling and composting. The RHWCs now recycle and compost around 55% of the waste entering the sites. This level of performance has placed the Council's sites in the top 12 of performing sites in the country, however the Council is aiming to increase performance at the sites to 60% with the introduction of new contractual arrangements in 2008.

Recycling & Composting Targets

15. We have set a target of recycling and composting a minimum of 30% of household waste by 2010, and at least 40% by 2020

16. We will implement new kerbside recycling schemes in order to ensure that 100% of households receive a service for the collection of at least two recyclable materials by 2010.

17. We will strive to improve RHCW recycling efficiency with a target of maintaining 60% recycling and composting, increase the range of materials able to be recycled at the centres, and incorporate performance targets in the new contractual arrangements for the management of our RHCW's which will be in place 2008.

18. We will continue to review collection options to achieve higher levels of recycling / composting beyond the 2010 target

19. We will deliver an awareness raising campaign to promote the improved collection services (encourage participation and reduce contamination) to all residents over the period 2008 – 2010

20. We will aim to assist in the development of recycling / refurbishing activities and seek to provide salaried training and skills development for the long term unemployed and other local people as practicable.

21. We will aim to facilitate the provision of low priced recycled / refurbished furniture and white goods to the residents of Halton

22. We will continue to make available bagged compost derived soil improver to Halton residents via a voucher scheme

23. We will engage with Market Development organisations (e.g Envirolink NW) and relevant local / regional networks to explore opportunities for secondary material usage

24. We will seek to develop high quality outputs from the recycling and composting processes and meet standards wherever practicable

25. We will increase the provision of Neighbourhood Recycling Facilities, in addition to Recycling & Household Waste Centres in order to ensure all members of the community can access and participate in recycling schemes

26. We will maximise the recovery of recyclable and biodegradable materials through kerbside collection services and bring schemes and we will promote the reduction and recycling of waste generated through the Council's own operations.

27. We will ensure facilities for the recycling of Waste Electrical and Electronic Equipment (WEEE) are made available, and for other materials, such as household batteries.

6.4 Treatment & Disposal

The only option available for managing residual (see glossary) household waste from Halton at present is landfill disposal, and, whilst the amounts sent to landfill fall each year due to successful composting and recycling schemes, more still needs to be done to divert waste from landfill. A key driver for reducing waste sent to landfill is the effect of the Landfill Directive which restricts the amount of Biodegradable Municipal Waste (BMW) permissible into Landfill to a set amount, which declines year on year. Table 1 illustrates the reducing amount and proportion of waste sent to landfill from Halton in recent years. It is important that this reduction not only is sustained, but develops further and at a significantly greater rate over the next 5 – 10 years in particular.

Modelling has shown that even if significant increases in recycling and composting take place (increasing the current level of recycling to over 40%) and intensive efforts to reduce waste (through waste prevention and reuse initiatives) there will still be insufficient diversion from landfill to meet Halton's obligations. A significant amount of BMW will also require diversion through recovery techniques, by either biodegrading the waste under controlled conditions and/ or combusting (or otherwise thermally degrading) the waste under controlled conditions.

Table 1: Landfill of Haltons waste

	Landfill, Tonnes	Landfill, %	Total Arisings*, Tonnes
2001/02	51616.96	86	60348.75
2002/03	52215.09	83	62631.32
2003/04	53082.01	82	64506.99
2004/05	50240.46	77	65083.42
2005/06	50164.8	77	65335.05
2006/07	49837.36	75	66453.09

* excl. Rubble, soil & flytipping

Recovery technologies such as Mechanical Biological Treatment (MBT) and Thermal Treatment usually take between 4 and 8 years to implement, as facilities need to be properly planned and permitted prior to commencement of construction and then commissioned prior to operation.

The landfill allowance trading scheme (LATS), the scheme by which waste disposal authorities, must manage their deposit of waste into landfill, provides a means of trading landfill permits with other authorities which are landfilling less than their permitted allowance. Table 2 shows that Halton will have excess allowances to trade with other authorities, due to the success of the recycling and composting activities, until 2008/09. From 2009/10 however the Council will need to purchase allowances from other authorities until at least 2012/13 to meet their LATS obligations and avoid fines from Government.

Table 2: Short to medium term LATS projections

Year	LATS Allowance	Estimated BMW Landfilled	Allowance Difference	Projected Allowance Balance*	Value/Cost at £20 per tonne	Value/Cost at £40 per tonne
2005/6 (actual)	41,732	37,160	4572	4572	£91,440	£182,880
2006/7 (provisional estimate)	39,403	36702	2700	7272	£145,440	£290,880
2007/8	36,298	36639	-341	6931	£138620	277,240
2008/9	32,417	34638	-2221	4710	£94,200	£188,400
2009/10	27,759	34752	-6993	-6993*	-£139,860	-£279,720
2010/11	24,669	34023	-9354	-9354*	-£187,080	-£374,160

- there is the option of banking excess allowances from previous years, although this cannot occur into or out of a national target year, of which 2009/10 is the first
- *The expected shortfall in landfill allowances in 2009/10 and 2010/11 will require the purchase of additional allowances, and values per tonne have been assumed for comparison, based on information so far.

Halton is working with the Merseyside Waste Partnership to jointly procure enough capacity to take waste from Halton. The time delay in establishing such treatment capacity, as noted previously, means that the facilities will not be operational until 2013/14. After they become available Halton will again be in a position to trade excess landfill allowances.

Government funds through the Private Finance Initiative (PFI) scheme have been granted to the Merseyside Waste Partnership to enable access to PFI credits to support the expenditure needed for the recovery infrastructure. In order to obtain funding, the Merseyside Waste Partnership needed to demonstrate its plans for a future contract, and a Reference Case¹⁵ was developed by the Partnership, which would deliver landfill diversion. The reference case in terms of the proposed Resource Recovery Contract is for two Mechanical Biological Treatment (MBT) plants each with a co-located thermal treatment facility to process part of the outputs from the MBT, and generate electricity. The final technologies proposed will largely be governed by the procurement process.

Waste Treatment & Disposal Pledges

28. All facilities, where public access is available, should be well designed for inclusive access and utilised for educational opportunities where practicable (e.g. visitor centres, display boards, open days)

29. All new facilities should be sensitively designed and preferentially considered in terms of sustainable construction and operational practice

7. Wider Wastes

¹⁵ Refer to Glossary of terms and abbreviations for definition

The business sector generates significant quantities of waste, either from commercial or industrial wastes. A small proportion of this is collected and handled on behalf of the council as trade waste amounting to approximately 4% of MSW. The vast majority however is dealt with through private arrangements for which the Council has no direct duty or responsibility. It is considered in Halton however that the Council should still have a role in providing support and encouragement to business to improve the management of their wastes, and this aspect will be also explored in the Halton Waste Prevention Strategy and action plan.

Wider Waste Pledges

30. We will encourage businesses to adopt greener practices throughout the Borough

31. We will investigate ways of increasing the proportion of commercial waste recycled in Halton

32. We will encourage green procurement practices in council purchasing to stimulate demand for recycled products

8. Enforcement

There is also an important message of responsible waste management and enforcement of illegal activity such as littering and flytipping. Halton will continue to tackle these issues and raise the profile through enforcement campaigns and publicity of prosecutions. This aspect is allied to the communications strategy and successful implementation of new collection systems.

Halton currently has limited controls with regard to preventing illegal (non household) waste entering RHC's. There are further opportunities to further improve the efficiency and performance of the sites.

Enforcement Pledges

33. We will provide up to date information and guidance on waste issues to all interested parties, with an emphasis on changing behaviour, reducing littering and flytipping and encouraging more recycling and composting

34. We will invest in stronger enforcement activity (including training of staff) to minimise waste problems and discourage unauthorised fly tipping

35. We will further improve controls for trade waste at RHC's by 2009

9. Risk Management

The main risks arising from a failure to produce and deliver a Municipal Waste Management Strategy (MWMS) for Halton are as follows:

- Failure to fulfill statutory duty
- Failure to achieve statutory recycling and diversion targets
- Failure to effect procurement of residual waste treatment facilities on time

The effects of these risks are:

- Very large potential additional costs to Halton
- Loss of reputation
- Loss of credibility
- Possible Government intervention

The Municipal Waste Management Strategy proposes to address the main risks by aiming for high household recycling and composting rates to help meet Landfill Directive targets, and avoid having to buy permits under the Landfill Allowance Trading Scheme (LATS), as well as the procurement of residual waste treatment facilities, which will divert significant quantities of waste, in particular Biodegradable Municipal Waste (BMW), away from landfill.

Halton maintains a corporate risk register to identify and monitor strategic risk and continual monitoring and periodic updating of the Strategy have been identified as the key control measures necessary to mitigate such risks to the Authority.

10. Monitoring and Review

The Halton Waste Action Plan is a document which is designed to set out annual actions to facilitate the delivery of the MWMS targets. Headline targets are broken down to an annual level to enable monitoring of achievement of the MWMS ambitions. This update of the Strategy is considered to retain the validity of the current Strategy prior to the major review planned in 2010. This major review will require a Strategic Environmental Assessment (SEA) of the Strategy and will present the option of combining the Halton Strategy and the Merseyside Waste Partnership Strategy into a common document, to strengthen partnership working to the benefit of all the authorities.

The Environment Directorate's Service Plan records the initiatives and targets planned each year.

Regular service monitoring reports are produced on a quarterly cycle and are subject to scrutiny. These report the progress on the targets set out in the waste management Service Plan, which is an internal Council document.

Monitoring and Review Pledges

36. We will continually monitor and review the Municipal Waste Management Strategy and provide periodic updates as required

Glossary of Terms and Abbreviations

(note – further additions to be made prior to publication)

Batteries Directive - The implementation of the EU Batteries Directive in the UK will be through a producer compliance scheme. The directive will provide a route for the public to dispose of waste household batteries and more collection facilities will also be available. Regulations are to be laid in the summer of 2008 and are expected to come into force in September 2008.

Best Value – places a duty on local authorities to deliver services (including waste collection and waste disposal management) to clear standards – covering both cost and quality – by the most effective, economic and efficient means available

Bring site – A localised collection point for recyclates, e.g. glass, paper and cans

Commercial waste – waste arising from premises which are used wholly or mainly for trade, business, sport, recreation or entertainment, excluding municipal and industrial waste

Community sector – including charities, campaign organisations and not-for-profit companies

Composting – an aerobic, biological process in which organic wastes, such as garden and kitchen waste are converted into a stable granular material which can be applied to land to improve soil structure and enrich the nutrient content of the soil

DEFRA – Department for the Environment, Food and Rural Affairs

Duty of Care – applies to anyone who imports, produces, carries, keeps, treats or disposes of waste. Everyone subject to the duty of care has a legal obligation to comply with it and there are severe penalties for failing to do so. The Duty of Care does not apply to waste collection from households

EC Directive – a European Community legal instruction, which is binding on all Member States, but must be implemented through the legislation of national governments within a prescribed timescale

ELV – End of Life Vehicle: a vehicle which is waste within the meaning of Article 1 of the Waste Framework Directive

Energy from waste – includes a number of established and emerging technologies, though most energy recovery is through incineration technologies. Many wastes are combustible, with relatively high calorific values – this energy can be recovered through (for instance) incineration with electricity generation

Green waste – Vegetation and plant matter from household gardens, local authority parks and gardens and commercial landscaped gardens

Home composting – compost can be made at home using a traditional compost heap, a purpose designed container, or a wormery

Household waste – this includes waste from household collection rounds, waste from services such as street sweepings, bulky waste collection, litter collection, hazardous household waste collection and separate garden waste collection, waste from civic amenity

sites and wastes separately collected for recycling or composting through bring or drop-off schemes, kerbside schemes and at civic amenity sites

Industrial waste – waste from any factory and from any premises occupied by an industry (excluding mines and quarries)

Kerbside collection – any regular collection of recyclables from premises, including collections from commercial or industrial premises as well as from households. Excludes collection services delivered on demand

Landfill sites – are areas of land in which waste is deposited. Landfill sites are often located in disused quarries or mines. In areas where there are limited, or no ready-made voids, the practice of land raising is sometimes carried out, where some or all of the waste is deposited above ground, and the landscape is contoured

Mechanical Biological Treatment (MBT) - MBT systems consist of a mechanical stage, where recyclables and rejects (batteries, tyres etc.) are separated to leave an organic fraction. This fraction is then sent, in the biological stage, for treatment using composting and digestion techniques. These systems provide a new generation of integrated waste management technology able to reduce landfill and to increase recycling and composting.

Systems have evolved from the simple combination of mechanical preparation, material separation and composting, to integrated systems with three or more waste fractions, which can be recycled, composted and from which energy can be recovered.

Minimisation – see prevention

Municipal waste or municipal solid waste (MSW) – this includes household waste and any other wastes collected by a Waste Collection Authority, or its agents, such as municipal parks and gardens waste, beach cleansing waste, commercial or industrial waste, and waste resulting from the clearance of fly-tipped materials

Prevention - achieving as much waste reduction of waste as possible is a priority action. Prevention can be accomplished within a manufacturing process involving the review of production processes to optimise utilisation of raw (and secondary) materials and recirculation processes. It can be cost effective, both in terms of lower disposal costs, reduced demand for raw materials and energy costs. It can be carried out by householders through actions such as home composting, reusing products and buying goods with reduced packaging

Producer responsibility – is about producers and others involved in the distribution and sale of goods taking greater responsibility for those goods at the end of the product's life

Proximity principle – suggests that waste should generally be disposed of as near to its place of production as possible

RHWC – Recycling and Household Waste Centres

Recycling – involves the reprocessing of wastes, either into the same product or a different one. Many non-hazardous industrial wastes such as paper, glass, cardboard, plastics and scrap metals can be recycled. Special wastes, such as solvents can also be recycled by specialist companies, or by in-house equipment

Reference Case – The option considered most appropriate in the light of the work undertaken to date

Residual Waste – Waste that remains after recycling or composting have take place.

Re-use – can be practised by the commercial sector with the use of products designed to be used a number of times, such as reusable packaging. Householders can purchase products that use refillable containers, or re-use plastic bags. The processes contribute to sustainable development and can save raw materials, energy and transport costs

Renewables Obligation – this was introduced in 2002, amended in 2006 & 2007 and creates a market in tradable renewable energy certificates for which each supplier of electricity must demonstrate compliance with increasing government targets for renewable electricity generation

Strategic Environmental Assessment (SEA) – may be required under the terms of the SEA Directive, and is the assessment of the effects of certain plans and programmes on the environment

Sustainable development – development which is sustainable is that which can meet the needs of the present without compromising the ability of future generations to meet their own needs

Sustainable waste management – means using material resources efficiently, to cut down on the amount of waste we produce. And where waste is generated, dealing with it in a way that actively contributes to the economic, social and environmental goals of sustainable development

Thermal treatment – thermal treatment is a term that covers all processes involving the use of heat to break down waste, including the technologies of gasification, energy from waste, pyrolysis, anaerobic digestion (to form a combustible gas), and autoclaving. The term “advanced thermal treatment” may also be used to describe some processes.

Trade waste – see Commercial Waste

Treatment – involves the chemical or biological processing of certain types of waste for the purposes of rendering them harmless, reducing volumes before landfilling, or recycling certain wastes

Unitary Authority – a local authority which has the responsibilities of both Waste Collection and Waste Disposal Authorities (see below)

Waste – is the wide ranging term encompassing most unwanted materials and is defined by the Environmental Protection Act 1990. Waste includes any scrap material, effluent or unwanted surplus substance or article which requires to be disposed of because it is broken, worn out, contaminated or otherwise spoiled. Explosives and radioactive wastes are excluded

Waste arisings – the amount of waste generated in a given locality over a given period of time

Waste Collection Authority – a local authority charged with the collection of waste from each household in its area on a regular basis. Can also collect, if requested, commercial and industrial wastes from the private sector

Waste Disposal Authority – a local authority charged with providing and managing waste disposal services to which it directs the Waste Collection Authorities for the disposal of their controlled waste and with providing civic amenity site facilities; or in the case of a Unitary Authority, providing the same services for the management and control of its own waste.

Waste Hierarchy – suggests that: the most effective environmental solution may often be to reduce the amount of waste generated – *reduction*; where further reduction is not practicable, products and materials can sometimes be used again, either for the same or a different purpose – *re-use*; failing that, value should be recovered from waste, through *recycling*, *composting* or *energy recovery from waste*; only if none of the above offer an appropriate solution should waste be *disposed of*

Waste management industry – the businesses (and not-for-profit organisations) involved in the collection, management and disposal of waste

Waste streams – Waste generated from different sources

WEEE – Waste electrical & electronic equipment