

Guidance on Municipal Waste Management Strategies



March 2001

Department of the Environment, Transport and the Regions: London

Department of the Environment, Transport and the Regions
Eland House
Bressenden Place
London SW1E 5DU
Telephone 020 7944 3000
Internet service www.detr.gov.uk

© Crown Copyright 2001

Copyright in the typographical arrangement and design vests in the Crown.

Extracts of this publication may be made for non-commercial in-house use, subject to the source being acknowledged.

Applications for reproduction should be made in writing to The Copyright Unit, Her Majesty's Stationery Office, St Clements House, 1-16 Colegate, Norwich NR3 1BQ.

Further copies of this report are available from:
Department of the Environment, Transport and the Regions
PO Box 236
Wetherby
West Yorkshire
LS23 7NB
Tel: 0870 1226 236
Fax: 0870 1226 237

<http://www.environment.detr.gov.uk/waste/index.htm>

Published by the Department of the Environment, Transport and the Regions. Printed in the UK, March 2001 on paper comprising 75% post-consumer waste and 25% ECF pulp.

Product code 00 EP 1391.

CONTENTS

SECTION 1	
Foreword	5
SECTION 2	
Introduction	6
SECTION 3	
The Municipal Waste Management Strategy – Outline	8
SECTION 4	
Summary	9
SECTION 5	
Policies and Plans	10
SECTION 6	
Recycling Plans	20
SECTION 7	
Landfill Directive and Strategic Plan to Reduce Landfill	21
SECTION 8	
Other Information	22
SECTION 9	
Next Steps	23

ANNEXES	26
ANNEX A	
Performance Standards for Recycling/Composting, and Definitions for 2001	26
ANNEX B	
Waste and the Duty of Best Value	42
ANNEX C	
Guidance on the Waste Minimisation Act 1998	44
ANNEX D	
The Local Government Act 2000 and Community Leadership	49
ANNEX E	
Freight Facilities Grant	51
ANNEX F	
Selected Useful Contacts	53

SECTION 1

Foreword

Waste Strategy 2000, published in May last year, sets out a vision for sustainable waste management, and the steps by which it can be achieved. It requires concerted action by many different players – local authorities, the waste industry, the business sector more generally, the community sector and individual citizens. But local authorities have a central role in making this happen, in planning for and delivering a more sustainable future.

Central Government has set challenging targets for local authority recycling under Best Value. Best Value also requires authorities to fundamentally review their services in consultation with their citizens and other stakeholders.

Waste Strategy 2000 underlines the importance of moving to a fully integrated waste management system, based on active partnerships between local authorities. The framework for each of these partnerships is the Municipal Waste Management (MWM) Strategy.

MWM Strategies should be prepared within the context of the wider agenda for modernising local government. In particular, the Local Government Act 2000 strengthened the position of local authorities as leaders of their communities. This will open up wider opportunities for effective partnership working across a range of functions, including waste management. The establishment of local strategic partnerships will provide for better co-ordination and integration of partnership arrangements. Annex D sets out the community leadership initiative including partnership working.

Elected members are also being given new roles. Strong leadership will be required of them – a role which welcomes the opportunities which partnership working offers. With their executive and scrutiny roles, they will want to ensure that Best Value Reviews challenge the status quo and genuinely deliver the best value option. In July last year guidance on Best Value in Waste was published entitled ‘Waste Strategy Guidance – Best Value and Waste Management’.

This guidance applies to all local authorities in England.

SECTION 2

Introduction

The MWM Strategy will set out a strategic framework for the management of municipal waste, jointly developed and subscribed to by the waste collection authorities (WCAs) and waste disposal authority (WDA) in an area. Typically there should be a single MWM Strategy for each WDA area, but smaller WDAs or unitary authorities may wish to prepare joint strategies with neighbouring authorities.

The MWM Strategy should:

- Clearly set out the authorities' objectives and standards for the service
- Include policies and plans on how to achieve these objectives and standards
- Provide a framework for monitoring and evaluating progress
- Communicate these plans to Government, key stakeholders, partners and the wider community.

Authorities also need to work in partnership with others concerned with waste management, for example waste planning authorities, community groups carrying out kerbside recycling and other projects, packaging compliance schemes on projects to expand kerbside collection of packaging waste, and reprocessors. The MWM Strategy should address all these wider partnerships.

The Government has set statutory performance standards for each WCA and WDA, in an Order laid before Parliament in March 2001. These have been set at a level to ensure that each authority contributes proportionately to the achievement of the national target in Waste Strategy 2000. The Government will monitor performance carefully and will intervene in certain circumstances to ensure authorities are on track to achieve these targets. Annex A describes the intervention process, and lists the statutory performance standards and the 1998/99 recycling rates on which they are based (Table A-2).

The MWM Strategy should also incorporate the statutory Recycling Plans prepared by Waste Collection Authorities – this is discussed in Section 6 of this guidance.

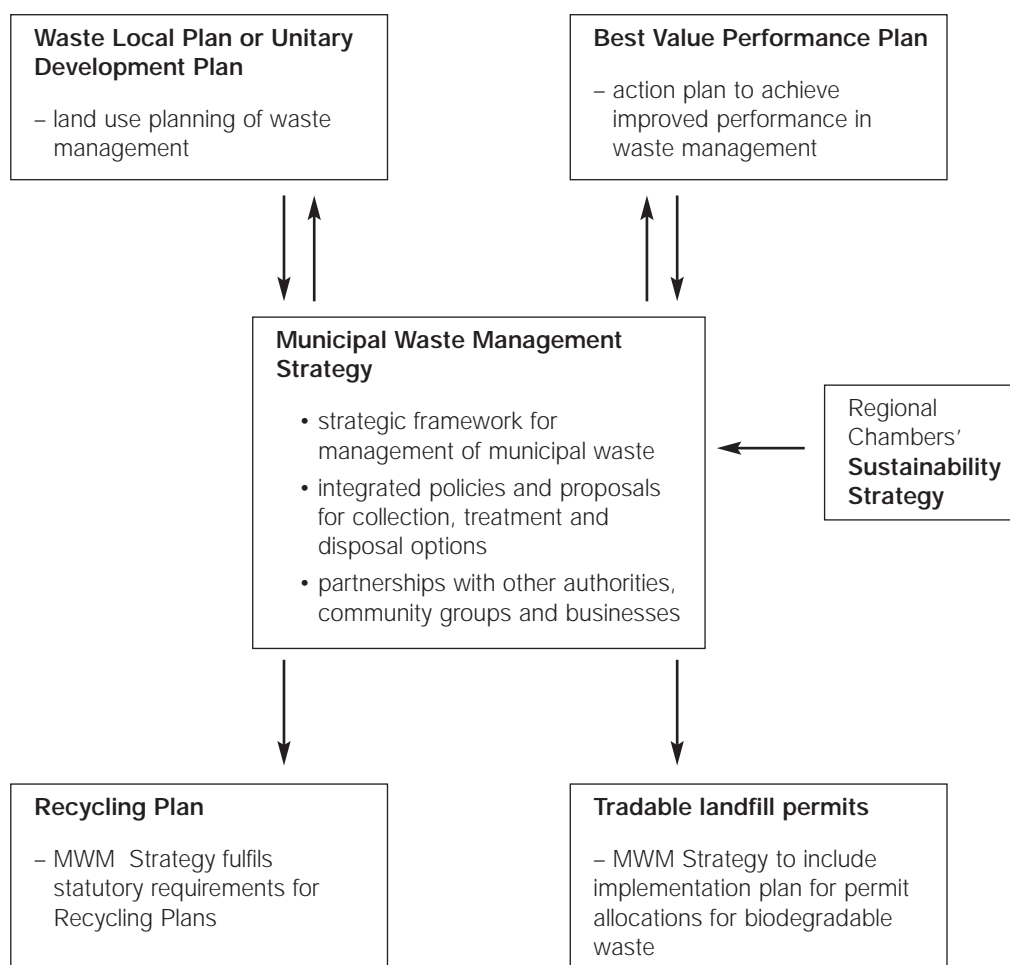
Waste Strategy 2000 announced that tradable permits are to be introduced for local authorities to restrict the amount of biodegradable municipal waste landfilled. Once these permits are in place, the MWM Strategy is likely to include the implementation plan showing how the authorities will meet their permit allocations.

The Strategy needs to address all the wastes collected by the authorities that come under the heading of municipal waste. Municipal waste consists of household waste as defined in Annex A, Table A-1, together with any other wastes collected by a waste collection authority or its agents, such as waste from municipal parks and gardens, beach cleansing waste, commercial and industrial waste, and waste resulting from the clearance of flytipped materials.

Waste planning authorities should also assess the BPEO for the different waste streams that will need to be managed in their areas, and should allocate sites for any new or extended waste management facilities required in their waste development plans. Authorities should ensure that these plans are prepared in accordance with the National Waste Strategy and PPG10 'Planning and Waste Management'.

As yet, there is no statutory duty for authorities to produce Municipal Waste Management Strategies. However, many authorities have already started work on their Strategies, and *Waste Strategy 2000* announced the intention to make them mandatory. The Government expects every authority in England to have a MWM Strategy, and this document provides guidance on what they should contain. Guidance on the Waste Minimisation Act 1998 is also incorporated, in Section 5.3 and Annex C.

The chart shows how the MWM Strategy relates to local authorities' other plans and functions.



SECTION 3

The Municipal Waste Management Strategy – Outline

The Government does not wish to set out a rigid structure for the contents of a municipal waste management strategy. Each group of authorities faces a different situation, although there are common issues, problems and constraints that apply both nationally and regionally. Authorities may wish to reflect this diversity in the style and content of their own strategy. However we would expect the following to be covered:

1. A summary of key policies, targets and accomplishments (see section 4);
2. Policies and plans – the main part of the Strategy, that should include the detailed policies and proposals for the various collection, treatment and disposal options that the participating authorities are working to (see section 5);
3. Recycling information: as required for each participating WCA under EPA 1990 (see section 6);
4. Landfill Directive permits information: Strategic Plan showing how the authorities will meet their permit allocations (see section 7).

We would suggest that the four sections above are included as distinct Parts 1-4 within the MWM Strategy document. Other material which authorities might wish to include could be information on broader aspirations and the historical and legislative background. Any such material might best appear in a series of annexes.

The MWM Strategy as published should be clear, straightforward, and informative. In preparing MWM Strategy documents, authorities need to keep in mind the different audiences: local elected members, officers within the participating authorities, residents and the wider public, businesses, and those wishing to compare authorities and seek out best practice.

SECTION 4

Summary

Assumptions including key policies, targets (statutory performance standards and indicators), and accomplishments against previous targets would help make the strategy accessible to the variety of groups who have an interest. In particular, the summary should set out:

1. An outline of current and planned arrangements for waste collection, recycling/composting and other treatments;
2. An outline of current and planned waste disposal arrangements and future pressures;
3. Headline targets, Best Value performance indicators and statutory performance standards, and comparison against Waste Strategy 2000 longer term national targets;
4. Performance and achievements against previous targets;
5. Key proposals, such as building of new facilities and their timings, major consultations, and changes in charging practices to local residents;
6. Other actions, such as trials, new developments of interest to the local community, possibilities being explored but still at an early stage;
7. The period covered by the Strategy, the name and date of the documents it supersedes, and the next date it will be reviewed.

SECTION 5

Policies and Plans

The main purpose of a MWM Strategy is to set out the framework within which authorities will manage their municipal waste. No two MWM Strategies will be the same. All MWM Strategies, however, will need to demonstrate how the authorities will meet the objectives and targets in the *Waste Strategy 2000*, in particular the statutory obligations to increase recycling and composting. A strategy should therefore contain:

- High level objectives for the service including statutory performance standards, and a time scale for achieving these;
- A review of outcomes against previous targets or plans, and factors which have caused divergence;
- Identification and analysis of available options.

The paragraphs below describe how the MWM Strategy could address partnership and consultation arrangements (section 5.1), targets (section 5.2), the levels of the waste hierarchy (sections 5.3 – 5.7), awareness campaigns (section 5.8), particular waste streams (sections 5.9 – 5.14), Waste Local Plan (section 5.15) and transportation of waste (section 5.16). Authorities will need to consider the best practical environmental option for each option (see Part II, Chapter 3 of *Waste Strategy 2000*).

5.1 Partnerships

The MWM Strategy should set out a programme agreed by both the collection and disposal authorities, and should demonstrate how they will work together to deliver the targets. It needs to address wider links with authorities outside the area covered by the MWM Strategy, and the regional perspective. It should cover the partnerships with local community groups, the waste management industry, reprocessors and others, such as packaging compliance schemes, and what these partnerships are intended to achieve, and how they relate to the local strategic partnership.

The Strategy should be open to meaningful and wide-ranging consultation. Local authorities will determine how this should be done in the light of their local circumstances. The MWM Strategy should include a summary of consultations carried out with residents and other interested parties including the Environment Agency, and their results.

The development of a MWM Strategy may highlight areas of difference between local authorities. The final Strategy should reflect an agreed position. The Government therefore expects authorities to work together and overcome their differences. If, despite best efforts, a specific disagreement remains, a public statement should appear in the Strategy of the point at issue and how it shall be resolved.

5.2 Targets

The EC Landfill Directive (99/31/EC) sets mandatory targets for the reduction of biodegradable municipal waste sent to landfill. The UK national targets are:

- By 2010 to reduce biodegradable municipal waste landfilled to 75% of that produced in 1995;
- By 2013 to reduce biodegradable municipal waste landfilled to 50% of that produced in 1995;
- By 2020 to reduce biodegradable municipal waste landfilled to 35% of that produced in 1995.

To comply with the Landfill Directive, the Government has established national targets for recovery of municipal waste, and recycling/composting of household waste. These national targets are supported by statutory performance standards for household recycling/composting, and tradable permits for local authorities to restrict the amount of biodegradable municipal waste landfilled.

National recycling/composting targets:

- To recycle or compost at least 25% of household waste by 2005;
- To recycle or compost at least 30% of household waste by 2010;
- To recycle or compost at least 33% of household waste by 2015.

National recovery targets:

- To recover value from 40% of municipal waste by 2005;
- To recover value from 45% of municipal waste by 2010;
- To recover value from 67% of municipal waste by 2015.

'Recover' means to obtain value from waste through recycling, composting, other forms of material recovery, or recovery of energy.

All WCAs and WDAs now have statutory performance standards for recycling and composting. Any household packaging waste collected by a local authority for a packaging compliance scheme or an individually obligated business, and then reprocessed, can also count towards the local authority's own standard. Annex A to this guidance lists the statutory performance standards for WCAs and WDAs, together with the 1998/99 recycling rates, and the definitions of all the waste performance indicators.

The MWM Strategy will need to:

- Include proposals on limiting the growth in waste as required under Best Value;
- Demonstrate how the authorities' statutory performance standards for recycling and composting household waste will be met;
- Indicate longer term local targets for recycling and explain how the authorities will move towards them;
- Include the authorities' plans for limiting landfill flowing from the national obligations under the Landfill Directive.

We encourage authorities to meet their recycling performance standards jointly where appropriate. The MWM Strategy should include a statement on such consortia.

5.3 Waste Reduction

This section, together with Annex C which also gives case studies, provides guidance on implementing the Waste Minimisation Act 1998.

Waste Strategy 2000 stresses the importance of tackling the growth in waste – currently around 3% per year. Under Best Value, local authorities must set targets for waste reduction, separate from recycling targets, taking account of the *Waste Strategy 2000* and recognising that waste reduction will be a priority wherever practicable. The MWM Strategy should include the authorities' proposals to meet waste reduction targets (sometimes called waste minimisation targets). Targets should be challenging and authorities should show continuous improvement in performance.

In the business sector the concept of waste reduction has for some time been well established and the potential for reducing costs by reducing waste continues to be demonstrated by the Government's Envirowise and Construction Best Practice Programmes.

That concept however is not so well established in the household sector. Local authorities have powers to carry out initiatives to reduce the amount of waste generated in their areas under the Waste Minimisation Act 1998. The Act does not place any compulsion on authorities to carry out such initiatives nor does it allow councils to impose any requirements on businesses or householders in their area. Existing legislation does however allow authorities to determine both the form of collection and the receptacle from which rubbish is collected.

Local authorities should consider an internal policy of waste reduction for their own activities. Authorities should also consider how wider partnerships with local commercial and related organisations such as supermarkets, packaging compliance schemes, and with the community sector, can help them achieve waste reduction targets.

Authorities will need to consult other authorities affected by their initiatives, as required by the Environmental Protection Act 1990. The Department also expects authorities to consult other organisations affected, using existing networks where possible. Such networks could include Agenda 21, local residents' groups, and chambers of commerce. It is therefore desirable for these issues to be tackled as part of the MWM Strategy.

5.4 Recycling

Increased recycling (and composting – see Section 5.5) is central to the *Waste Strategy 2000*, and we expect this to be reflected in local authorities' MWM Strategies. The place of Recycling Plans in MWM Strategies was noted in Section 3. Authorities will need to include proposals both to meet the statutory performance standards set under Best Value, and to contribute to the longer term national targets for recycling of the household and other waste streams. These proposals should also cover arrangements which the authorities make for the recycled material they collect, and their own purchasing policy.

In addition to the statutory performance standards, other measures are already in place nationally which will help boost local authority recycling. These measures should also be addressed in the MWM Strategy:

- The Landfill Tax, introduced in October 1996, aims to raise the cost of disposing of waste to landfill to reflect its environmental impact, and to make other options, such as recycling, economically more attractive;
- Packaging Regulations, which came into force in March 1997, require increasing levels of packaging waste recovery and recycling;
- The Waste and Resources Action Programme (WRAP) has been set up to develop new and stronger markets for recycled materials. WRAP will change the economics of recycling and re-use and promote an integrated approach to resource use.

Future developments include: the introduction of tradable permits for local authorities to restrict the amount of biodegradable municipal waste going to landfill, confirmed in the *Waste Strategy 2000*; the European Waste Electrical and Electronic Equipment (WEEE) Directive which will require increased collection and recycling of waste electrical and electronic equipment; and a Batteries Directive.

The Government is clear that increased recycling is necessary. It wants to see authorities and businesses pushing the boundaries of what is achievable, and the Waste and Resources Action Programme is a key element in this process. But what happens locally is determined on the basis of the Best Practical Environmental Option (BPEO) and will therefore vary from place to place. The MWM Strategy should set out the approach which authorities have adopted and the policies through which they have agreed to deliver the targets.

The community and not for profit sector has shown its ability for innovation and provision of recycling services on a wide scale, and has a valuable part to play in motivating public involvement and increasing participation in recycling schemes. The MWM Strategy should set out policies on partnerships with community groups. Such policies might include consultation of local environment forums, and working with local and national umbrella organisations in the sector.

The MWM Strategy should also set out what local authorities can do to support markets for recycled materials – from specific local initiatives through to the councils' own purchasing policies. Authorities should also set out their policies on payment of recycling credits to third parties.

5.5 Composting

Composting ranks alongside recycling in meeting the performance standards set under Best Value. An increasing number of local authorities are setting up centralised composting schemes to compost waste from their own operations, from separate household collections and from civic amenity sites. And there is a growing trend towards encouraging individual householders to compost their own biodegradable waste. Some local authorities are providing householders with compost bins either free of charge or at subsidised rates. Home composting does not count towards local authorities' performance standards because of difficulties in reliable measurement. However, the impact of successful home composting schemes should be reflected in lower waste arisings than would otherwise be the case and this should be caught by the amount of household waste per head indicator.

Composting is an activity in which community-based schemes, collecting and composting organic material on a co-operative basis, have been particularly significant, and may represent good value for money from a local authority perspective. The MWM Strategy should include the authorities' policies towards such schemes and partnerships with community groups. Where appropriate, opportunities for on-farm composting should also be addressed. Authorities should also set out their policy on using compost in their own activities, for example in municipal parks and gardens.

5.6 Recovery

Waste Strategy 2000 notes that energy recovery will need to play a part in local and regional solutions developed over the next few years. This could include incineration with energy recovery, as well as other technologies such as anaerobic digestion, pyrolysis and gasification. Where energy from waste solutions are considered, the MWM Strategy should demonstrate that all opportunities for waste reduction, reuse, recycling and composting have been considered first. The potential for incorporating heat and power (CHP) technology should always be considered. Care must be taken to ensure that energy recovery plants are appropriately sized to avoid crowding out recycling. MWM Strategies for areas which are considering energy from waste plants should set out how these issues have been addressed.

Where authorities have plans to explore different or innovative recovery methods, these should be described in the MWM Strategy. In the coming years, such new methods are likely to become increasingly important where they are proved safe, reliable, competitive and acceptable on environmental and public health grounds.

5.7 Waste Disposal

The MWM Strategy will need also to set out the future role of landfill for municipal waste in the light of the diversion away from landfill required by the landfill permits systems and the performance standards for recycling, both of which shall have statutory force. This analysis, and that of the other waste streams locally, will inform the local waste plan and the policies of the planning authorities on the granting of permission for developments of waste facilities of different types.

5.8 Awareness Campaigns

Public awareness campaigns encourage individual consumers and householders to help achieve sustainable waste management through producing less waste, buying products made from recycled materials, separating waste for recycling and home composting, and taking part in local debates on waste management. The 'Are you doing your Bit?' campaign and the National Waste Awareness Initiative (Nwai) are two key efforts to raise public awareness of waste and recycling issues.

The Nwai is a nation-wide awareness campaign. Targeted predominantly at the general public, the programme aims to encourage and maintain positive change in public awareness, attitudes and behaviour towards waste production and management. The initiative aims to encourage people to adopt more responsible attitudes towards waste and to deal with it in ways that are more sustainable, such as reduce it (at source), reuse it, recycle it, or dispose of it safely if no other alternative exists.

Local authorities will want to consider the role of awareness and information campaigns in supporting sustainable waste management. Research conducted on behalf of Nwai concluded that local waste awareness campaigns should:

- Use all forms of media;
- Challenge a belief, misconception or complacency;
- Be thought provoking;
- Make the campaign personal, highlighting individual actions;
- Use simple, focussed messages;
- Avoid individual blame or allocation of guilt;
- Use comprehensive yet easily understood messages.

The Government encourages local authorities to work alongside the Nwai. Authorities wishing to join the Nwai should contact Waste Watch on 0207 253 6266; email nwai@wastewatch.org.uk

The MWM Strategy should address issues such as:

- The reason for the campaign;
- How it supports recycling and composting initiatives;
- Audiences at which the campaign is directed;
- Anticipated/desired behaviour change.

5.9 Non-Household Municipal Waste

The MWM Strategy should set out authorities' policies on non-household municipal waste, for example on acceptance of commercial and industrial waste, charging schemes and links with reprocessors.

Abandoned Vehicles: Abandoned vehicles are an increasing problem in many areas. The Local Government Association has set up a working group to suggest improvements to the current system and disseminate examples of good practice. In drafting their MWM Strategies local authorities may wish to consider their current arrangements for dealing with abandoned vehicles, and whether they can take advantage of best practice elsewhere. For example, some local authorities offer a free collection service for owners' vehicles to be collected.

Local authorities should be aware that the EC Directive on End of Life Vehicles will be implemented in the UK during 2002. It is intended, as far as possible, to take account of the issue of abandoned vehicles in the Government's development of options for implementation of the Directive.

Illegal Waste Disposal and Fly-tipping. Under the Environmental Protection Act 1990, local authorities, along with the Environment Agency, have powers to remove fly-tipped waste in certain circumstances. The protocol agreed between the Agency and the Local Government Association (the "Fly-tipping Protocol") determines which organisation will respond to incidents of fly-tipping taking account of factors such as the type, quantity and location of waste. Local authorities should consult the protocol for guidance on when they should respond. Guidance and further information is available from the Environment Agency's web-site: www.environment-agency.gov.uk/epns/flytip.html

5.10 Clinical Waste

Waste Collection Authorities have a duty to collect clinical waste on request. MWM Strategies should set out how such waste would be handled, including:

- How the particular hazards that may be posed by this waste stream will be addressed;
- Options for partnership with the local health authority on joint collection arrangements;
- Details of any charges for the collection of this waste.

5.11 Hazardous Waste

The MWM Strategy should provide details of any procedures the authorities have in place to deal with wastes that pose a threat to the environment over and above that posed by normal household waste. Examples of such wastes could include engine oils, old refrigerators (containing CFCs), thermometers, barometers, batteries and asbestos sheeting.

5.12 Equipment Which Contains Low Volumes of PCBs

Holders of equipment containing more than 5 dm³ (litres) of polychlorinated biphenyls (PCBs) were required to dispose of them by 31 December 2000. However, there is still equipment in use, sold before the 1986 PCB ban, which contains PCBs in volumes less than 5 dm³. The majority of these items are small electrical capacitors that are found, for example, in old domestic appliances such as washing machines. Where reasonably practicable, the items should be separated from other wastes, collected separately and disposed of at suitably equipped facilities. The MWM strategy should detail the authorities' plans to deal with these materials.

5.13 Packaging

The Producer Responsibility Obligations (Packaging Waste) Regulations (as amended), encourage re-use and set targets for recovery and recycling of packaging waste. Most businesses which handle packaging have an obligation to recover and recycle certain tonnages of packaging waste each year, so that the targets in the EC Directive on Packaging and Packaging Waste 94/62/EC can be met.

Packaging can reduce product wastage and save resources between the point of production and final consumption. Nevertheless, recovery and recycling of packaging waste can contribute to sustainable development and tough climate change targets. Targets to be met in 2001 are:

- To recover between 50% and 65% of packaging waste;
- To recycle between 25% and 45% of packaging waste;
- To recycle at least 15% of each material.

The UK has recently announced that the domestic recovery and recycling targets for 2001 under the packaging Regulations are 56% for recovery and 18% for material-specific recycling of packaging waste.

The Environment Agency has a duty to monitor compliance with the Regulations in England and Wales and, where appropriate, to take enforcement action. The Agency also operates a voluntary accreditation scheme for reprocessors who, once accredited, issue evidence of compliance with recovery and recycling obligations in the form of Packaging Waste Recovery Notes (PRNs). Such evidence is used by obligated producers as evidence that recovery of packaging waste has been undertaken.

Local authorities can have a role in the implementation of the Packaging Regulations through partnerships and cooperation with compliance schemes and obligated companies. This might take the form of agreed protocols for the handling of packaging waste and its recycling. The MWM Strategy should set out the authorities' policies in this area.

5.14 Proposed Waste Electrical and Electronic Equipment Directive

In June 2000 the European Commission published a proposal for a Directive on Waste Electrical and Electronic Equipment (WEEE). The proposal sets collection targets for WEEE from private households (currently 4kg per inhabitant per annum on average), specifies selective treatment requirements and sets recovery and reuse/recycling targets.

The Directive may finally be adopted during 2002, with collection and recovery targets set possibly for 2005/6. A copy of the proposal is available at www.dti.gov.uk/support/consultations.htm

In developing plans, local authorities should consider working with producers (i.e. manufacturers and importers of electrical and electronic equipment) who will be responsible for treatment and recovery, and for meeting reuse/recycling targets. The community sector may also have a part to play in providing kerbside collection schemes.

5.15 Waste Local Plan

The broad framework for the land use planning of waste management is provided at the local level in a Waste Local Plan (WLP) or in Part II of a Unitary Development Plan (UDP). The development of an MWM Strategy must therefore take account of the WLP or UDP, and vice versa.

Planning Policy Guidance Note 10: Planning and Waste Management provides advice on the contribution which land use planning makes to sustainable waste management through the provision of the required waste management facilities, and explains how this provision is regulated under the statutory planning and waste management systems. The guidance is available on the DETR website at: <http://www.planning.detr.gov.uk/ppg10/index.htm>

Land use planning for waste management will be most effectively achieved through close working relationships and a full exchange of information between authorities in a region. The MWM Strategy should set out how such co-ordination is carried out. It will also be a useful source of information for Regional Technical Advisory Bodies and Regional Planning Bodies in preparing regional planning guidance for waste, and vice versa.

5.16 Transportation of Waste

There may be significant environmental and economic advantages when rail or water are used for transporting waste instead of road vehicles. *Planning Policy Guidance Note 10* recommends that opportunities for using forms of transport other than road haulage should be considered actively and seriously by planning authorities when preparing waste development plans, and by prospective developers when putting forward proposals.

MWM Strategies will need to demonstrate that authorities have thought laterally about how they transport waste and have given full weight to the environmental benefits of rail and water transportation as alternatives to road haulage when practical.

Authorities may wish to be aware of the Freight Grant schemes, which are designed to help pay for the capital costs of freight handling facilities used exclusively by rail and waterborne transport and, in the case of rail, to defray the costs to freight operators of access to the rail network. The scheme is to be extended to offer other forms of grant to encourage water transport. Further details are given in Annex E.

SECTION 6

Recycling Plans

Under current legislation, each individual waste collection authority is required to prepare a Recycling Plan (Section 49 of the Environmental Protection Act 1990). This plan sets out the authority's proposals to increase recycling in its own area. The plan must contain specified information, including:

1. The kinds and quantities of controlled waste which the authority expects to collect or purchase during the period specified in the plan;
2. The kinds and quantities of controlled waste which the authority expects to deal with for the purposes of recycling;
3. The arrangements which the authority expects to make during that period with waste disposal contractors.

Waste collection and disposal authorities working together will have joint policies and plans for recycling set out in their MWM Strategy. The specific information above which is required by statute for each WCA should be placed together in a separate chapter to the Strategy. Together, the separate statutory information and the joint policies and plans for recycling will allow WCAs to fulfil their obligations under Section 49 through their MWM Strategy. As previously with Recycling Plans, the Government's Regional Offices will approve draft Strategies to ensure that each WCA fulfils these requirements. When MWM Strategies are made statutory, it is intended that the statutory duty will incorporate the duty to prepare Recycling Plans.

SECTION 7

Landfill Directive: Strategic Plan to Reduce Landfill

The Landfill Directive comes into force on 16 July 2001. The main aim of the Directive is to prevent, or reduce as far as possible, the negative effects of landfilling waste on the environment and on human health. As well as strict regulatory controls over landfilling, the Directive requires the amount of biodegradable municipal waste (BMW) going to landfill to be reduced, in three successive stages, to 35% of the 1995 total of BMW by 2020.

In *Waste Strategy 2000* the Government announced that it would introduce tradable permits for Waste Disposal Authorities to restrict the amount of biodegradable municipal waste landfilled, in line with the targets set under the Landfill Directive (see section 5.2). The introduction of tradable permits will depend on when Parliamentary time for the necessary legislation becomes available. However, the Government will be consulting on the design and operation of the permits early in 2001. Although permits will only be allocated to disposal authorities, co-operation between collection and disposal authorities will be vital to achieving the Directive targets.

Authorities will therefore need to set out in their MWM Strategy a clear, strategic plan to reduce their dependence on landfill, including the alternatives they propose to use, and how and when they will introduce those alternatives. Such a plan is a vital tool to ensure that demand for landfill matches the permitted limits.

Waste disposal authorities need to be aware that there will be financial penalties for breaching the limits on landfilling biodegradable municipal waste.

SECTION 8

Other Information

This relates to information which may be contained in any part of the MWM Strategy.

8.1 Assumptions

Assumptions used in formulating the MWM Strategy should be made clear. For example, growth rates used to project waste volumes should be given, and any difference from the national assumptions explained. We would encourage using a range of options when assessing assumptions, and using for instance the regional Strategic Waste Management Assessment, RTAB advice and WISARD as appropriate.

8.2 Statistics

The MWM Strategy should bring existing waste data for the participant authorities together, in a format that is consistent and easily understood by the intelligent layperson and enables comparison with other areas to be easily made. Statistics that could usefully be included for each authority, and in aggregate, are:

- Waste Performance Indicators as required under Best Value;
- Key information provided to DETR as part of the annual Municipal Waste Survey;
- Number and location of civic amenity/recycling sites;
- Treatment and disposal capacity, on a site by site basis;
- Basic background data: population, number of households, area;
- Waste volumes and composition, particularly local arisings.

One obvious point is to quote source and date of any data and to distinguish between actuals and estimates. Where information is presented in a table, any abbreviations used should be explained in a footnote to the table.

8.3 Maps

Include a map, at least in outline form, of the area covered by the Strategy, noting neighbouring authorities, and indicating major waste facilities (actual and planned) would make the strategy much more accessible. Data on current facilities is provided in Environment Agency Strategic Waste Management Assessments, which were published at the end of 2000. Relevant key information from the Waste Local Plan (section 5.15) may also be helpful.

SECTION 9

Next Steps

9.1 Building on Existing Plans and Strategies for Waste

Many authorities have started work on their MWM Strategy. Some may already be in place. These strategies cannot be static documents. A regularly-reviewed Strategy is essential for the efficient delivery of the service and the development of effective plans. Some changes to existing strategies may already be necessary as a result of this guidance, the publication of the *Waste Strategy 2000*, or changes in local circumstances.

9.2 Case Study: Example of Process

In the shaded area below is how one MWM Strategy was produced. The process might look very different in other areas or circumstances.

The local authorities in Cambridgeshire and Peterborough joined together in late 1999 in a joint initiative to develop a Municipal Waste Management Strategy.

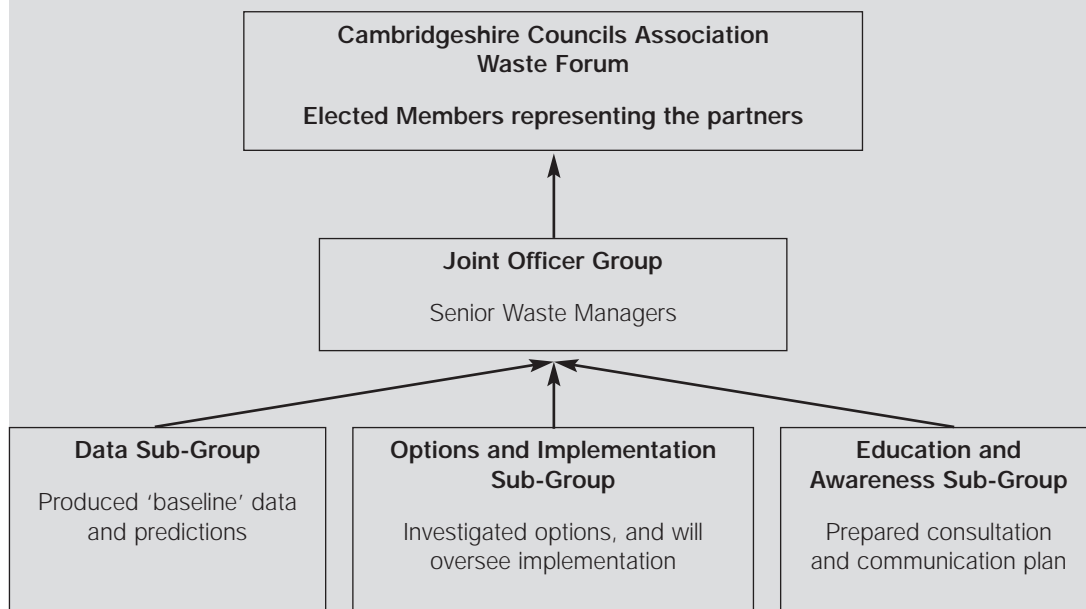
The objective of this joint approach was to develop ways of working more closely together to solve the problems that must be faced over the next 20 years.

The strategy partners took the view that there was considerable waste management expertise and local knowledge amongst their own officers and elected members. They felt that, with professional co-ordination, a long-term strategy could be 'grown from within' without total reliance on external consultants.

The local authority partners in this project are:

- Cambridge City Council
- Cambridgeshire County Council
- East Cambridgeshire District Council
- Fenland District Council
- Huntingdonshire District Council
- Peterborough City Council
- South Cambridgeshire District Council

In November 1999 the strategy partners set up a member and officer structure to develop the strategy project as follows:



Whilst the member forum lacks any executive role it does make powerful recommendations to the partner authorities all of whom have agreed the necessary action.

- In May 2000 the strategy partners appointed a strategy co-ordinator to oversee the development of the strategy.
- In June 2000 the CCA Waste Forum accepted a set of strategic principles and key issues to guide the strategy preparation and recommended them for approval to the partner authorities. All authorities have formally approved the document.
- In November 2000 the Forum agreed a baseline data document prepared by the Data Sub-group.
- In December 2000 the Forum agreed a communication and consultation plan prepared by the Education and Awareness Sub-group.
- In February 2001 the Forum agreed the main strategy consultation document (prepared by the Options and Implementation Sub-group) which will form the basis of the consultation and communication plan.
- This plan envisages presentations to all elected members in the seven authorities during March and April 2001; communication with all 250 parish councils by means of an informative booklet in April; a travelling exhibition 'Roadshow' in each of the six District Council areas during May and June; a series of six interactive workshops in the same areas during late June and early July and finally work with the existing 'citizens' panels' in September.
- Throughout all of this period answers will be sought to a series of questions that will determine stakeholder preferences and dislikes.

- The 20-year Waste Management Strategy will be prepared at the end of 2001 and launched at a high-profile seminar.
- Implementation of the strategy will begin in 2002 with a procurement exercise.

9.3 Approval of the statutory contents of the MWM Strategy

9.3.1 APPROVAL

As noted in Section 6, individual WCA recycling information is statutory, and a copy should be sent to the regional Government Office, which is responsible for confirming that it complies with the requirements of EPA 1990. An approval letter is required before that part of the Strategy is finalised. A dated copy of the finalised Strategy should be sent to Waste Strategy Division, DETR, Zone 7/D11 Ashdown House, 123 Victoria Street, London SW1E 6DE.

Arrangements will be reviewed when MWM Strategies are made statutory.

9.3.2 REVISION OF THE MWM STRATEGY

Because the Strategy is a long term document, it needs to be adaptable and flexible, and subject to regular reviews. Authorities may wish to incorporate such reviews into their Best Value service reviews (see Annex B). Where possible, it would be sensible to coordinate Best Value service reviews by collection and disposal authorities, or ideally to have joint reviews. As in other service areas, authorities are expected to involve a wide range of stakeholders. Reviews may be programmed after a set period, or be linked a major event, such as completion of a consultation on future plans for new waste infrastructure, approaching completion of an existing contract, or to take account of newly implemented EC Directives.

Strategy documents should be dated, show the period they cover, and indicate when the next version or update is due to be published. After review, or when other substantial revisions are made to the MWM Strategy, these should be sent to the regional Government Office and copied to the Waste Strategy Division at the address in 9.3.1 above.

ANNEX A:

Statutory Performance Standards for household waste recycling and composting

As announced in *Waste Strategy 2000*, the Government has set statutory performance standards for household waste recycling and composting for 2003/04 and 2005/06. The Local Government (Best Value) Performance Indicators and Performance Standards Order 2001 (referred to here as 'The Best Value Order') will be laid before parliament in March 2001.

These standards apply to the total of indicators BV82a (total tonnage of household waste – percentage sent for recycling) and BV82b (total tonnage of household waste – percentage sent for composting). The overall impact of these standards will be to raise national recycling rates to at least 17% in 2003/04 and at least 25% in 2005/06.

Statutory targets will apply to both waste collection authorities and waste disposal authorities. We would strongly encourage authorities in each WDA area, including relevant unitary authorities, to pool these targets and work together to achieve them. Other authorities, for example neighbouring unitary authorities, may also feel it is in their interest to work together and may wish to pool targets.

Some amendments to the interpretation of these indicators have been made since they were published in *Best Value Performance Indicators 2001/2002*, December 2000, and a correction to BV82c (total tonnage of household waste – percentage used to recover heat and power) has been necessary. The waste performance indicators are set out in full below in Table A-1, and supersede those published in *Best Value Performance Indicators 2001/2002*.

Standards are based on the recycling rates calculated from returns to the 1998/99 Municipal Waste Survey. The list of 1998/99 recycling rates for each waste collection and waste disposal authority, and their statutory targets, are set out below (Table A-2).

Where a waste authority has failed to supply adequate information, then under The Best Value Order they are required to attain the top target for recycling and composting.

Intervention

The Secretary of State has powers under Section 15 of the Local Government Act 1999 to act where authorities are failing to deliver best value. The Government has made clear that it will work with authorities to ensure that such failures are minimised, and that intervention will be the exception. The powers would be used predominantly to achieve improvements in service delivery, as opposed to tackling procedural failures.

As well as using statutory intervention powers, Ministers may raise issues informally with authorities, for example by asking the authority to explain how it intends to deliver its recycling standard.

Before a decision to intervene is taken, the authority will have the opportunity to make representations about any Audit Commission report that provides the basis for a proposed intervention. Where the Secretary of State decides that intervention is justified, action can take many forms. There are three broad categories in rising order of severity:

- relating to process (for example requiring an authority to carry out a review of a specific function such as waste management)
- relating to the way a service is delivered (for example specifying priorities, such as a greater emphasis on recycling)
- to completely remove functions from an authority (for example, to the Secretary of State, in which case they would become his responsibility to discharge, although he would be able to appoint a nominee to act on his behalf).

The nature and severity of the intervention will vary, and need to reflect several factors, including:

- the amount by which the standard is missed
- the steps an authority had taken to achieve the standard
- external factors (for example problems with a market for a particular material, or unusual occurrences such as the recent fuel crisis)
- the likelihood of the authority meeting the standard in the immediate future.

A protocol has been agreed with the Local Government Association setting out the principles under which these powers will be used. The starting point would be to invite the authority to submit an action plan setting out how it proposed to meet the statutory recycling targets by a given deadline.

If the authority's plan were considered unsatisfactory, management consultants (using framework contracts established to support Ministerial intervention) would be invited to advise on the range of alternative steps available. These might include

- providing advice to the authority
- working alongside the authority to help them carry out the function
- the operating contractor taking over all or part of the service delivery
- the Secretary of State taking over the duties of the authority, which would then in practice be carried out by someone nominated by him.

The Secretary of State may also order a local inquiry into the way an authority exercises specific functions, such as waste management, or simply direct the authority to ensure that the standard be met by a certain date. Such a direction could be enforceable through the courts.

Table A-1: Waste Performance Indicators for 2001/02

QUALITY

BV Code	Indicator	Target	Definition
BV 82a	Percentage of the total tonnage of household waste arisings which have been sent for recycling.	Table A-2	<p>To be completed by Waste Collection Authorities and Waste Disposal Authorities</p> <p>CATEGORIES ARE EXCLUSIVE</p> <p>“Recycled” means reprocessed in a production process for the original purpose, or for other purposes, but excluding energy recovery. Waste recycled to form compost should only be included under BV 82b.</p> <p>“Household Waste” means all waste collected by Waste Collection Authorities (WCAs) under section 45(1) of the Environmental Protection Act 1990, plus all waste arisings from Civic Amenity (CA) Sites, and waste collected by third parties for which collection or disposal recycling credits are paid under Section 52 of the Environmental Protection Act 1990.</p> <p>For the avoidance of doubt household waste shall include:</p> <ul style="list-style-type: none"> • waste collection rounds (including separate rounds for collection for recyclables); • street cleansing and litter collection; • bulky waste collections; • hazardous household waste collections; • household clinical waste collections; • garden waste collections; • drop-off/bring systems; • any other household waste collected by the authority. <p>Community recycling programmes of household waste can be included in the recycling rate.</p> <p>Note, the following is excluded:</p> <ul style="list-style-type: none"> • incinerator residues; • beach cleansing wastes; • rubble; • home composted waste; • clearance of fly-tipped wastes; • abandoned vehicles; • re-used waste material. <p>“Civic Amenity Site” means places provided by the WDA at which persons resident in the area may deposit their household waste (services provided under Section 51(1)(b) of the Environmental Protection Act).</p> <p>Calculation of recycling rate</p> <p>For Waste Collection Authorities, calculate as:</p> <p>$X/Y \times 100$, where:</p> <p>X = Tonnage of household waste collected by the WCA which is sent for recycling (including private/voluntary collections of household waste for recycling)</p> <p>Y = Total tonnage of household waste collected by the WCA (including private/voluntary collections of household waste for recycling)</p> <p>For Waste Disposal Authorities, calculate as:</p> <p>$X/Y \times 100$, where:</p> <p>X = Tonnage of household waste collected by the WDA which is sent for recycling plus tonnage of household waste which is sent for recycling by the constituent WCAs (including private/voluntary collections of household waste for recycling)</p>

Table A-1: Waste Performance Indicators for 2001/02 (cont)

QUALITY

BV Code	Indicator	Target	Definition
			<p>Y = Total tonnage of household waste collected at Civic Amenity sites by the WDA plus total tonnage of household waste collected by constituent WCAs (including private/voluntary collections of household waste for recycling)</p> <p>For Unitary Authorities, calculate as:</p> <p>$X/Y \times 100$, where:</p> <p>X = Tonnage of household waste collected by the authority which is sent for recycling (including private/voluntary collections of household waste for recycling)</p> <p>Y = Total tonnage of household waste collected by the authority (including private/voluntary collections of household waste for recycling)</p>
BV 82b	Percentage of the total tonnage of household waste arisings which have been sent for composting.	Table A-2	<p>To be completed by Waste Collection and Waste Disposal Authorities</p> <p>CATEGORIES ARE EXCLUSIVE</p> <p>"Composted" means, the controlled biological decomposition and stabilisation of organic substrates, under conditions that are predominantly aerobic and that allow the development of thermophilic temperatures as a result of biologically produced heat. It results in a final product that has been sanitised and stabilised, is high in humic substances and can be used as a soil improver, as an ingredient in growing media, or blended to produce a top soil that will meet British Standard BS 3882, incorporating amendment No 1. In the case of vermicomposting these thermophilic temperatures can be foregone at the point the worms are introduced.</p> <p>Calculation of this indicator includes composting undertaken at a central, or community, composting facility. Home composting is not to be included. The tonnage to be used in calculation is the material sent for composting to these facilities.</p> <p>Please see the full definition in BV 82a for total household waste arisings.</p>
BV 82c	Percentage of the total tonnage of household waste arisings which have been used to recover heat, power and other energy sources.	Local	<p>To be completed by Waste Disposal Authorities</p> <p>CATEGORIES ARE EXCLUSIVE</p> <p>"Used to recover heat, power and other energy sources" means:</p> <ul style="list-style-type: none"> • the controlled combustion of waste in specialised plant specifically to generate power and/or heat from the waste feedstock • the controlled combustion of reuse derived fuel (RDF) in specialised plant specifically to generate power and/or heat from the waste feedstock • the production of gaseous fuels by reacting hot carbonaceous waste with air, steam or oxygen (gasification) • the thermal decomposition of organic waste to produce gaseous, liquid and solid products by pyrolysis • the biological degradation of organic wastes by anaerobic digestion <p>The following shall not be included</p> <ul style="list-style-type: none"> • methane recovery from landfill <p>Please see the full definition in BV 82a for total household waste arisings.</p>

Table A-1: Waste Performance Indicators for 2001/02 (cont)

QUALITY			
BV Code	Indicator	Target	Definition
BV 82d	Percentage of the total tonnage of household waste arisings which have been landfilled.	Local	<p>To be completed by Waste Disposal Authorities</p> <p>CATEGORIES ARE EXCLUSIVE</p> <p>“Landfilled” means waste deposited on, or on a structure set into, the surface of the land; or under the surface of the land (land includes land covered by water which is above the low water mark or ordinary spring tides)</p> <p>Please see the full definition in BV 82a for total household waste arisings.</p>
BV 84	Number of kilograms of household waste collected per head.	Local	<p>To be completed by Waste Collection Authorities and Waste Disposal Authorities</p> <p>Household waste: as defined in s.75 of the Environmental Protection Act 1990 and Schedules 1 & 2 of the Controlled Waste Regulations 1992.</p> <p>For Waste Collection Authorities, calculate as: X/Y, where: X = Total tonnage of household waste collected by the WCA (including private/voluntary collections of household waste for recycling) Y = Population in the waste collection authority area using ONS mid-year projections</p> <p>For Waste Disposal Authorities, calculate as: X/Y, where X = Total tonnage of household waste arising from places provided by the WDA at which persons resident in the area may deposit their household waste (Services provided under Section 51(1)(b) of the Environmental Protection Act) plus total tonnage of household waste collected by the constituent WCAs (including private/voluntary collections of household waste for recycling) Y = Population in the waste disposal authority area using ONS mid-year projections</p> <p>For a Unitary Authority, calculate as: X/Y, where: X = Total household waste arisings collected by the authority (including private/voluntary collections of household waste for recycling) plus total tonnage of household waste arising from CA Sites Y = Population in the authority area using ONS mid-year projections</p> <p>“Civic Amenity Site” means places provided by the WDA at which persons resident in the area may deposit their household waste (services provided under Section 51(1)(b) of the Environmental Protection Act).</p>

Table A-1: Waste Performance Indicators for 2001/02 (cont)

COST/EFFICIENCY

BV Code	Indicator	Target	Definition
BV 85	The cost per square kilometre of keeping relevant land and relevant highways for which the authority is responsible, clear of litter and refuse.	Local	<p>To be completed by Waste Collection Authorities and Waste Disposal Authorities</p> <p>The net cost of street cleansing and keeping relevant land, as defined by Section 86 of the Environmental Protection Act, clear of litter and refuse (as identified on RO Form 6, line 5 column 7 less specific grants outside AEF) divided by km² of any relevant land.</p> <p>In calculating the area of highways it is acceptable to take samples to provide an average figure for the width of carriageways for use in this indicator. When re-averaging, authorities are encouraged to use the same sample.</p>
BV 86	Cost of waste collection per household.	Local	<p>To be completed by Waste Collection Authorities</p> <p>Net cost of waste collection: calculate as: RO6, Col 7, Line 1 plus, for authorities that are not disposal authorities, Line 2, less specific grants outside AEF for those lines divided by the number of households.</p> <p>Number of households: Valuation Office's Schedule of Alterations, page entitled 'Statement of Numbers and Bands of All Properties Shown in the Valuation List for the Billing Authority Area', 'Grand Total Line'. Use last statement received before 1 April 2002.</p>
BV 87	Cost of waste disposal per tonne for municipal waste.	Local	<p>To be completed by Waste Disposal Authorities</p> <p>Net cost of waste management: calculate as: Direct expenditure as RO6, Line 2, Col 7 less specific grants outside AEF plus joint disposal authority levy as RS, Line 25, less net cost of the management of old landfill sites, divided by the total tonnes of municipal waste covered by that expenditure.</p> <p>"Net cost of the management of old landfill sites" means any costs (including staff, central support services, revenue and capital charges) associated with the management, monitoring and pollution control of old landfill sites formerly operated by the council as WDA.</p>

SERVICE DELIVERY OUTCOME

BV 88	Number of collections missed per 100,000 collections of household waste.	Local	<p>To be completed by Waste Collection Authorities</p> <p>"Missed collection" means:</p> <ul style="list-style-type: none"> • any collection reported by a resident where the resident was not informed in writing of a change in the arrangements • any collection which is known by the authority not to have taken place on the prescribed day due to a failure of the authority or its contractor including those missed due to weather conditions or industrial action • any collection which did not take place on the prescribed day where residents were not informed in writing of the changed arrangements <p>"Prescribed day" means the day of the week on which collections would normally take place</p> <p>"Informed in writing" means by printed refuse sacks, leaflets, newspapers or any other written communication provided to all relevant households/businesses by the authority or its contractors.</p> <p>Calculate as $[X/(Y \times Z)] \times 100,000$, where: X = number of missed collections (including separate collections of recyclables)</p>
-------	--	-------	--

Table A-1: Waste Performance Indicators for 2001/02 (cont)

SERVICE DELIVERY OUTCOME			
BV Code	Indicator	Target	Definition
			<p>Y = the number of properties as listed in the Valuation Office's Schedule of Alterations, page entitled 'Statement of Numbers and Bands of All Properties Shown in the Valuation List for the Billing authority Area', 'Grand Total Line'. Use the last statement received before 1 April 2001.</p> <p>Z = the number of scheduled times bins are collected in the period</p>
QUALITY FAIR ACCESS			
BV 91	Percentage of the population resident in the authority's area which are served by a kerbside collection of recyclables or are within 1 kilometre radius of a recycling centre.	Local	<p>To be completed by Waste Collection Authorities</p> <p>"Population" means population in the authority area using latest ONS mid-year projections.</p> <p>"1 kilometre" means 1 km radius (as the crow flies).</p> <p>"Recyclables" includes all dwellings on round, not just where recyclables are put out.</p> <p>"Recycling centre" means:</p> <ul style="list-style-type: none"> • drop-off/bring banks in one location where one or more material may be deposited • places provided by the WDA at which persons resident in the area may deposit their household waste (Services provided under Section 51(1)(b) of the Environmental Protection Act 1990), at which bring banks are provided for recyclable waste • any materials reclamation facility (MRF) provided by the WCA or the WDA, at which members of the public may deposit their recyclable waste.

Table A-2: 1998/99 recycling/composting rates for waste collection and waste disposal authorities, and statutory performance standards*

Authority	1998-99 Recycling rate %	2003-04 Standard %	2005-06 Standard %
Adur District Council	17	33	36
Allerdale Borough Council	4	10	18
Alnwick District Council	3	10	18
Amber Valley Borough Council	2	10	18
Arun District Council	14	28	36
Ashfield District Council	1	10	18
Ashford Borough Council	7	14	21
Aylesbury Vale District Council	13	26	36
Babergh District Council	7	14	21
Barnsley MBC	2	10	18
Barrow-in-Furness Borough Council	6	12	18
Basildon District Council	10	20	30
Basingstoke and Deane Borough Council	10	20	30
Bassetlaw District Council	7	14	21
Bath and North East Somerset Council	17	33	36
Bedford Borough Council	4	10	18
Bedfordshire County Council	6	12	18
Berwick-upon-Tweed Borough Council	4	10	18
Birmingham City Council	5	10	18
Blaby District Council	10	20	30
Blackburn with Darwen Borough Council	4	10	18
Blackpool Borough Council	5	10	18
Blyth Valley Borough Council	2	10	18
Bolsover District Council	2	10	18
Bolton MBC	5	10	18
Boston Borough Council	2	10	18
Bournemouth Borough Council	24	33	40
Bracknell Forest Borough Council	9	18	27
Braintree District Council	7	14	21
Breckland Borough Council	14	28	36
Brentwood Borough Council	14	28	36
Bridgnorth District Council	9	18	27
Brighton and Hove Council	10	20	30
Bristol City Council	9	18	27
Broadland District Council	9	18	27
Bromsgrove District Council	5	10	18
Broxbourne Borough Council	7	14	21
Broxtowe Brough Council	3	10	18
Buckinghamshire County Council	16	33	36
Burnley Borough Council	3	10	18
Bury Metropolitan Borough Council	3	10	18
Calderdale MBC	3	10	18
Cambridge City Council	14	28	36
Cambridgeshire County Council	16	33	36
Cannock Chase Council	2	10	18
Canterbury City Council	10	20	30

* These figures replace those previously published in Annex A of the Best Value and Audit Commission Performance Indicators for 2001/2002 consultation document published in September 2000. The figures in columns 2 & 3 represent the sum of BV 82a and BV 82b.

Table A-2: 1998/99 recycling/composting rates for waste collection and waste disposal authorities, and statutory performance standards* (cont)

Authority	1998-99 Recycling rate %	2003-04 Standard %	2005-06 Standard %
Caradon District Council	2	10	18
Carlisle City Council	11	22	33
Carrick District Council	7	14	21
Castle Morpeth Borough Council	**	33	40
Castle Point Borough Council	8	16	24
Charnwood Borough Council	17	33	36
Chelmsford Borough Council	3	10	18
Cheltenham Borough Council	8	16	24
Cherwell District Council	6	12	18
Cheshire County Council	11	22	33
Chester City Council	12	24	36
Chesterfield Borough Council	8	16	24
Chester-le-Street District Council	2	10	18
Chichester District Council	12	24	36
Chiltern District Council	24	33	40
Chorley Borough Council	4	10	18
Christchurch Borough Council	11	22	33
City of Bradford MDC (MBC)	8	16	24
City of Wakefield MDC (MBC)	3	10	18
City of York Council	6	12	18
Colchester Borough Council	14	28	36
Congleton Borough Council	7	14	21
Copeland Borough Council	5	10	18
Corby Borough Council	1	10	18
Cornwall County Council	6	12	18
Corporation of London	0	10	18
Cotswold District Council	19	33	40
Council of the Isles of Scilly	8	16	24
Coventry City Council	6	12	18
Craven District Council	9	18	27
Crawley Borough Council	10	20	30
Crewe and Nantwich Borough Council	5	10	18
Cumbria County Council	7	14	21
Dacorum Borough Council	6	12	18
Darlington Borough Council	5	10	18
Dartford Borough Council	7	14	21
Daventry District Council	15	30	36
Derby City Council	11	22	33
Derbyshire County Council	6	12	18
Derbyshire Dales District Council	9	18	27
Derwentside District Council	2	10	18
Devon County Council	17	33	36
Doncaster MBC	4	10	18
Dorset County Council	31	33	40
Dover District Council	4	10	18
Dudley MBC	5	10	18

** Due to ongoing investigations, adequate details of Castle Morpeth's recycling and composting rate for 1998/99 have not been supplied. The standards for 2003/04 and 2005/06 are those required under the Best Value Order.

Table A-2: 1998/99 recycling/composting rates for waste collection and waste disposal authorities, and statutory performance standards*(cont)

Authority	1998-99 Recycling rate %	2003-04 Standard %	2005-06 Standard %
Durham City Council	4	10	18
Durham County Council	3	10	18
Easington District Council	5	10	18
East Cambridgeshire District Council	11	22	33
East Devon District Council	9	18	27
East Dorset District Council	19	33	40
East Hampshire District Council	8	16	24
East Hertfordshire District Council	6	12	18
East Lindsey District Council	6	12	18
East London Waste Authority	4	10	18
East Northamptonshire Council	14	28	36
East Riding of Yorkshire Council	9	18	27
East Staffordshire Borough Council	5	10	18
East Sussex County Council	9	18	27
Eastbourne Borough Council	6	12	18
Eastleigh Borough Council	26	33	40
Eden District Council	8	16	24
Ellesmere Port and Neston Borough Council	8	16	24
Elmbridge Borough Council	8	16	24
Epping Forest Borough Council	14	28	36
Epsom and Ewell Borough Council	5	10	18
Erewash Borough Council	10	20	30
Essex County Council	11	22	33
Exeter City Council	10	20	30
Fareham Borough Council	20	33	40
Fenland District Council	4	10	18
Forest Heath District Council	23	33	40
Forest of Dean District Council	11	22	33
Fylde Borough Council	7	14	21
Gateshead MBC	2	10	18
Gedling Borough Council	7	14	21
Gloucester City Council	6	12	18
Gloucestershire County Council	12	24	36
Gosport Borough Council	9	18	27
Gravesham Borough Council	11	22	33
Great Yarmouth Borough Council	4	10	18
Greater Manchester WDA (MBC)	5	10	18
Guildford Borough Council	7	14	21
Halton Borough Council	4	10	18
Hambleton District Council	8	16	24
Hampshire County Council	23	33	40
Harborough District Council	5	10	18
Harlow District Council	4	10	18
Harrogate Borough Council	7	14	21
Hart District Council	11	22	33
Hartlepool Borough Council	4	10	18

Table A-2: 1998/99 recycling/composting rates for waste collection and waste disposal authorities, and statutory performance standards* (cont)

Authority	1998-99 Recycling rate %	2003-04 Standard %	2005-06 Standard %
Hastings Borough Council	6	12	18
Havant Borough Council	17	33	36
Herefordshire Council	7	14	21
Hertfordshire County Council	10	20	30
Hertsmere Borough Council	7	14	21
High Peak Borough Council	4	10	18
Hinckley and Bosworth Borough Council	9	18	27
Horsham District Council	13	26	36
Huntingdonshire District Council	7	14	21
Hyndburn Borough Council	6	12	18
Ipswich Borough Council	5	10	18
Isle of Wight Council	13	26	36
Kennet District Council	13	26	36
Kent County Council	10	20	30
Kerrier District Council	6	12	18
Kettering Borough Council	3	10	18
Kings Lynn and West Norfolk Borough Council	9	18	27
Kingston-upon-Hull City Council	7	14	21
Kirklees MBC	7	14	21
Knowsley Metropolitan Borough Council	2	10	18
Lancashire County Council	10	20	30
Lancaster City Council	6	12	18
Leeds City Council (MBC)	7	14	21
Leicester City Council	9	18	27
Leicestershire County Council	11	22	33
Lewes District Council	9	18	27
Lichfield District Council	13	26	36
Lincoln City Council	12	24	36
Lincolnshire County Council	10	20	30
Liverpool City Council	2	10	18
London Borough of Barking and Dagenham	3	10	18
London Borough of Barnet	9	18	27
London Borough of Bexley	18	33	36
London Borough of Brent	5	10	18
London Borough of Bromley	7	14	21
London Borough of Camden	11	22	33
London Borough of Croydon	14	28	36
London Borough of Ealing	10	20	30
London Borough of Enfield	9	18	27
London Borough of Greenwich	4	10	18
London Borough of Hackney	2	10	18
London Borough of Hammersmith and Fulham	8	16	24
London Borough of Haringey	5	10	18
London Borough of Harrow	8	16	24
London Borough of Havering	9	18	27
London Borough of Hillingdon	7	14	21

Table A-2: 1998/99 recycling/composting rates for waste collection and waste disposal authorities, and statutory performance standards* (cont)

Authority	1998-99 Recycling rate %	2003-04 Standard %	2005-06 Standard %
London Borough of Hounslow	14	28	36
London Borough of Islington	3	10	18
London Borough of Kensington and Chelsea	11	22	33
London Borough of Kingston-upon-Thames	15	30	36
London Borough of Lambeth	7	14	21
London Borough of Lewisham	4	10	18
London Borough of Merton	9	18	27
London Borough of Newham	2	10	18
London Borough of Redbridge	7	14	21
London Borough of Richmond upon Thames	14	28	36
London Borough of Southwark	3	10	18
London Borough of Sutton	16	33	36
London Borough of Tower Hamlets	3	10	18
London Borough of Waltham Forest	6	12	18
London Borough of Wandsworth	8	16	24
Luton Borough Council	8	16	24
Macclesfield Borough Council	8	16	24
Maidstone Borough Council	6	12	18
Maldon District Council	11	22	33
Malvern Hills District Council	5	10	18
Manchester City Council (MBC)	3	10	18
Mansfield District Council	1	10	18
Medway Borough Council	12	24	36
Melton Borough Council	19	33	40
Mendip District Council	8	16	24
Merseyside WDA (MBC)	4	10	18
Mid Bedfordshire District Council	5	10	18
Mid Devon District Council	11	22	33
Mid Suffolk District Council	8	16	24
Mid Sussex District Council	18	33	36
Middlesbrough Borough Council	3	10	18
Milton Keynes Council	16	33	36
Mole Valley District Council	12	24	36
New Forest District Council	22	33	40
Newark and Sherwood District Council	5	10	18
Newcastle-under-Lyme Borough Council	3	10	18
Newcastle-upon-Tyne City Council (MBC)	5	10	18
Norfolk County Council	14	28	36
North Cornwall District Council	7	14	21
North Devon District Council	10	20	30
North Dorset District Council	18	33	36
North East Derbyshire District Council	2	10	18
North East Lincolnshire Council	7	14	21
North Hertfordshire District Council	8	16	24
North Kesteven District Council	4	10	18
North Lincolnshire Council	8	16	24

Table A-2: 1998/99 recycling/composting rates for waste collection and waste disposal authorities, and statutory performance standards* (cont)

Authority	1998-99 Recycling rate %	2003-04 Standard %	2005-06 Standard %
North London Waste Authority	6	12	18
North Norfolk District Council	14	28	36
North Shropshire District Council	5	10	18
North Somerset Council	7	14	21
North Tyneside Council	4	10	18
North Warwickshire Borough Council	5	10	18
North West Leicestershire District Council	8	16	24
North Wiltshire District Council	5	10	18
North Yorkshire County Council	7	14	21
Northampton Borough Council	12	24	36
Northamptonshire County Council	9	18	27
Northumberland County Council†	4	10	18
Norwich City Council	6	12	18
Nottingham City Council	4	10	18
Nottinghamshire County Council	8	16	24
Nuneaton and Bedworth Borough Council	8	16	24
Oadby and Wigston Borough Council	16	33	36
Oldham MBC	3	10	18
Oswestry Borough Council	6	12	18
Oxford City Council	7	14	21
Oxfordshire County Council	10	20	30
Pendle Borough Council	4	10	18
Penwith District Council	3	10	18
Peterborough City Council	17	33	36
Plymouth City Council	8	16	24
Poole Borough Council	22	33	40
Portsmouth City Council	12	24	36
Preston Borough Council	3	10	18
Purbeck District Council	16	33	36
Reading Borough Council	8	16	24
Redcar and Cleveland Borough Council	2	10	18
Redditch Borough Council	4	10	18
Reigate and Banstead Borough Council	19	33	40
Restormel Borough Council	8	16	24
Ribble Valley Borough Council	6	12	18
Richmondshire District Council	4	10	18
Rochdale MBC	5	10	18
Rochford District Council	4	10	18
Rossendale Borough Council	5	10	18
Rother District Council	8	16	24
Rotherham MBC	5	10	18
Rugby Borough Council	4	10	18
Runnymede Borough Council	5	10	18
Rushcliffe Borough Council	6	12	18
Rushmoor Borough Council	8	16	24
Rutland County Council	11	22	33

† The recycling and composting rate for Northumberland County Council has been calculated excluding data for Castle Morpeth.

Table A-2: 1998/99 recycling/composting rates for waste collection and waste disposal authorities, and statutory performance standards* (cont)

Authority	1998-99 Recycling rate %	2003-04 Standard %	2005-06 Standard %
Ryedale District Council	11	22	33
Salford City Council (MBC)	2	10	18
Salisbury District Council	16	33	36
Sandwell MBC	4	10	18
Scarborough Borough Council	6	12	18
Sedgefield Borough Council	1	10	18
Sedgemoor District Council	6	12	18
Sefton MBC	8	16	24
Selby District Council	3	10	18
Sevenoaks District Council	10	20	30
Sheffield City Council	5	10	18
Shepway District Council	12	24	36
Shrewsbury and Atcham Borough Council	9	18	27
Shropshire County Council	7	14	21
Slough Borough Council	8	16	24
Solihull MBC	5	10	18
Somerset County Council	14	28	36
South Bedfordshire District Council	7	14	21
South Bucks District Council	20	33	40
South Cambridgeshire District Council	8	16	24
South Derbyshire District Council	7	14	21
South Gloucestershire Council	7	14	21
South Hams District Council	14	28	36
South Holland District Council	8	16	24
South Kesteven District Council	6	12	18
South Lakeland District Council	7	14	21
South Norfolk Council	10	20	30
South Northamptonshire District Council	5	10	18
South Oxfordshire District Council	17	33	36
South Ribble Borough Council	7	14	21
South Shropshire District Council	10	20	30
South Somerset District Council	11	22	33
South Staffordshire Council	6	12	18
South Tyneside MBC	4	10	18
Southampton City Council	8	16	24
Southend-on-Sea Borough Council	9	18	27
Spelthorne Borough Council	11	22	33
St Albans City and District Council	14	28	36
St Edmundsbury Borough Council	21	33	40
St Helens MBC	1	10	18
Stafford Borough Council	3	10	18
Staffordshire County Council	9	18	27
Staffordshire Moorlands District Council	5	10	18
Stevenage Borough Council	8	16	24
Stockport MBC	11	22	33
Stockton-on-Tees Borough Council	4	10	18

Table A-2: 1998/99 recycling/composting rates for waste collection and waste disposal authorities, and statutory performance standards* (cont)

Authority	1998-99 Recycling rate %	2003-04 Standard %	2005-06 Standard %
Stoke-on-Trent City Council	9	18	27
Stratford-on-Avon District Council	12	24	36
Stroud District Council	13	26	36
Suffolk Coastal District Council	12	24	36
Suffolk County Council	14	28	36
Sunderland City Council	1	10	18
Surrey County Council	15	30	36
Surrey Heath Borough Council	19	33	40
Swale Borough Council	8	16	24
Swindon Borough Council	15	30	36
Tameside MBC	5	10	18
Tamworth Borough Council	5	10	18
Tandridge District Council	20	33	40
Taunton Deane Borough Council	12	24	36
Teesdale District Council	3	10	18
Teignbridge District Council	12	24	36
Telford and Wrekin Council	4	10	18
Tendring District Council	8	16	24
Test Valley Borough Council	16	33	36
Tewkesbury Borough Council	7	14	21
Thanet District Council	7	14	21
Three Rivers District Council	11	22	33
Thurrock Council	4	10	18
Tonbridge and Malling Borough Council	10	20	30
Torbay Council	10	20	30
Torridge District Council	11	22	33
Trafford MBC	2	10	18
Tunbridge Wells Borough Council	10	20	30
Tynedale District Council	6	12	18
Uttlesford District Council	12	24	36
Vale of White Horse District Council	11	22	33
Vale Royal Borough Council	4	10	18
Walsall MBC	8	16	24
Wansbeck Borough Council	1	10	18
Warrington Borough Council	10	20	30
Warwick District Council	9	18	27
Warwickshire County Council	8	16	24
Watford Borough Council	10	20	30
Waveney District Council	4	10	18
Waverley Borough Council	12	24	36
Wealden District Council	8	16	24
Wear Valley District Council	1	10	18
Wellingborough Borough Council	6	12	18
Welwyn Hatfield Council	12	24	36
West Berkshire District Council	10	20	30
West Devon Borough Council	15	30	36

Table A-2: 1998/99 recycling/composting rates for waste collection and waste disposal authorities, and statutory performance standards* (cont)

Authority	1998-99 Recycling rate %	2003-04 Standard %	2005-06 Standard %
West Dorset District Council	9	18	27
West Lancashire District Council	9	18	27
West Lindsey District Council	4	10	18
West London Waste Authority	9	18	27
West Oxfordshire District Council	5	10	18
West Somerset District Council	8	16	24
West Sussex County Council	12	24	36
West Wiltshire District Council	7	14	21
Western Riverside Waste Authority	8	16	24
Westminster City Council	6	12	18
Weymouth and Portland Borough Council	15	30	36
Wigan MBC	2	10	18
Wiltshire County Council	10	20	30
Winchester City Council	15	30	36
Windsor and Maidenhead Borough Council	15	30	36
Wirral MBC	7	14	21
Woking Borough Council	13	26	36
Wokingham Council	11	22	33
Wolverhampton MBC	4	10	18
Worcester City Council	8	16	24
Worcestershire County Council	10	20	30
Worthing Borough Council	12	24	36
Wychavon District Council	7	14	21
Wycombe District Council	10	20	30
Wyre Borough Council	7	14	21
Wyre Forest District Council	3	10	18

ANNEX B:

Waste and the Duty of Best Value

Best Value

All local authorities with responsibility for waste management have been designated Best Value authorities under the Local Government Act 1999, and are subject to the duty of Best Value. Best Value also applies to the six statutory joint waste disposal authorities established under Section 10 of the Local Government Act 1985.

Under the Best Value duty, local authorities are expected to deliver services to clear standards – covering both cost and quality – by the most effective, economic and efficient means. Authorities will also have to ensure that they secure continuous improvement in the way in which they exercise their functions.

The main mechanism for securing Best Value will be the review process, which each function must undergo at least once every five years. The aim of the review is to set improved performance targets for the function in respect of economy, efficiency and effectiveness, and to draw up an action plan showing how they are to be achieved. In waste, integration is likely to be vital to achieving Best Value. Unitary authorities may therefore wish to review their collection and disposal functions at the same time. A key element in the process is the translation of an authority's vision of the future into actual practical improvements. In particular authorities will be expected to:

- **Challenge** why and how the service is provided
- **Compare** performance with other bodies across a range of relevant indicators
- **Consult** with local residents and stakeholders
- **Compete** in the sense of demonstrating that the preferred means of delivering the service is competitive.

The application of Best Value to the waste function is covered in the Best Value Guidance, the full title for which is 'Waste Strategy Guidance – Best Value and Waste Management'.

As part of the Best Value initiative, the Government has prescribed a number of Best Value Performance Indicators covering key aspects of the waste management function. Councils will have to report on their performance against these in their annual Best Value Performance Plans. A number of the indicators, including for waste, require authorities to work together. The Best Value Inspectorate (the Audit Commission) will also be looking at performance against the indicators and a failure to meet targets associated with the indicators will be one factor in identifying 'failing services' with the consequent option for intervention by central government.

Beacon Councils

The Beacon Council scheme was established to select a number of councils to act as pace-setters and centres of excellence to disseminate good practice to other authorities. Waste management was one of seven service areas on which the scheme focussed in its first year and the following councils were awarded Beacon status for their waste management services:

Bath and North East Somerset Council
 London Borough of Bexley
 Hampshire County Council *with:*
 Basingstoke District Council
 East Hampshire District Council
 Fareham District Council
 Gosport District Council
 Hart District Council
 Havant District Council
 New Forest District Council
 Portsmouth City Council
 Rushmoor District Council
 Southampton City Council
 Test Valley District Council
 Winchester City Council
 London Borough of Hounslow
 St Edmundsbury Borough Council
 Stockport Metropolitan Borough Council
 Wealden District Council

These councils retain Beacon status until March 2001. All the Beacons have demonstrated innovative partnerships with other local authorities or the private and voluntary sectors and have valuable experience to offer authorities which are in the process of developing their MWM Strategy.

ANNEX C:

Guidance on the Waste Minimisation Act 1998

The Waste Minimisation Act, which became law in November 1998, allows a local authority to “do or arrange for the doing of, anything which in its opinion is necessary or expedient for the purpose of minimising the quantities of controlled waste, or controlled waste of any description, generated in its area”.

The intention behind the Act, which was promoted by the Women’s Environmental Network, was to clear up any legislative uncertainty about whether councils could actually carry out initiatives to reduce the amount of waste (as opposed to recycle it).

The Act does not place any obligation on authorities to carry out such initiatives, nor does it allow councils to impose any requirements on businesses or householders in their area. Existing legislation does however allow authorities to determine both the form of collection and the receptacle from which rubbish is collected.

Authorities may wish to consider what simple measures they could take. These can be straightforward such as:

- Raising awareness about how to stop direct mail (for example through the Mailing Preference Service). The Government is also working on a direct mail and promotions initiative which will also look at reduction;
- Promoting the use of refill schemes and encouraging the use of organic box schemes, farm shops, farmers markets, ordinary markets and smaller markets which all help to reduce packaging;
- Publicising local community schemes that recycle/reuse furniture and household goods, bicycles, computers and tools;
- Working with those who have consumer information obligations under the Packaging Regulations (e.g. large retailers and schemes on behalf of retailers) to develop information on reduction, reuse and recycling for consumers.

DETR commissioned research from Babbie into pilot schemes on incentives for householders to reduce and recycle waste. As a result four workbooks have been produced which set out guidance for authorities interested in running such schemes. The areas covered are:

- *performance rewards* – the householder receives some sort of financial payback or voucher proportional to the reduction in waste;
- *supermarket reward scheme* – customers receive points on their loyalty cards or vouchers for products in exchange for recycling materials in the bring back schemes;

- *prizes for recycling* – a competition is held where participating householders have the chance to win a prize;
- *intensive education* – an intensive education programme to promote participation in waste reduction and recycling schemes.

The Department will be publishing the workbooks on its web-site during summer 2001.

See also Section 5.3.

The following case studies highlight initiatives that some local authorities are already undertaking. Not all of these initiatives have taken place directly because of the Act, but they highlight what can be done.

Case Study 1:

Emersons Green Waste Reduction Project

Since April 1998 South Gloucestershire Council, in partnership with South Gloucestershire Recycling Ltd, The Recycling Consortium and SITA (GB) Ltd have been running a waste reduction project in Emersons Green, a new development comprising 3,100 households. The waste reduction part of the initiative comprises:

- Allocating smaller wheeled bins (140 litre instead of 240 litre – the 400 houses occupied when the scheme started in April 1998 were asked to exchange their 240lt bins for the smaller size);
- The opportunity for residents to order a free home composting bin and buy a second one at the price of £12.50
- An information pack sent to new householders which includes: an introductory letter, a poster detailing the scheme, other useful information such as the Real Nappy Campaign and Mailing Preference Service details, stickers for their green box and wheeled bin, a compost bin order form and a kerbside collection leaflet.

The initiative also includes a weekly recycling collection using a green box for glass bottles and jars, newspapers and magazines, aluminium cans and foil, steel cans, textiles, shoes, used engine oil and old car batteries.

Eighteen months into the scheme, results so far (based on 1,310 households occupied) are:

- The scheme won the Waste Minimisation Project of the Year from the National Recycling Awards 1999;
- 72% of residents agreed when asked to change their 240 litre wheeled bin for a smaller one;
- 37% of households have a free home composting bin and nearly 10% of those have ordered a second bin;
- Recycling rate for the area is now nearly 20%;
- But 11% of new residents have chosen to exchange their 140 litre bin to a 240 litre.

Further details – Alison Belshaw, Waste Reduction and Recycling Officer, South Gloucestershire Council Tel: 01454 863588.

Case Study 2:

Nottinghamshire County Council

This project aims to raise the awareness of schools about the issues surrounding waste generation and disposal. It encourages children, school teachers, parents, parent governors and others to take responsibility for the waste they produce and to minimise waste through reduction, reuse and recycling. Benefits to the County Council include:

- Reduced waste to landfill/incineration;
- The payment of recycling credits to schools which are then used for improving the educational environment for children;
- The collection of recyclable materials on school premises helps to avoid unnecessary journeys by parents to recycling centres and therefore reduce car emissions.

Benefits for the school include:

- Reducing the amount of waste produced from the school – therefore the school needs fewer bins and/or collections – and in cost savings;
- Generation of income through recycling credits from the County Council for materials such as paper and textiles, and payments from recycling merchants for certain materials such as aluminium and textiles;
- Schools can demonstrate to pupils that as an organisation they are committed to doing their bit for the environment;
- A good opportunity for the whole issue of waste disposal to be introduced to children in a very visual and practical way. Children can then be educated at an early age about the importance of good waste management.

Further information is available from Chris Drew on 0115 977 4383.

Case Study 3: Nappies

Since the Act was passed some local authorities have been subsidising nappy services. Councils see such schemes as a way of reducing the rising costs of disposing of waste. In including this case study DETR is not making any claims about the environmental impacts of re-usable or disposable nappies. Nor does the Department support the use of one type of nappy over another. Decisions about which type of nappy to use are purely for the parents.

West Sussex County Council's scheme. West Sussex County Council have estimated that the cost of disposing of disposable nappies is between £280,000 and £430,000 per annum. This will rise as the cost of disposal increases. In an effort to reduce this the Council have provided subsidies to a local nappy laundering service in West Sussex called Cotton Bottoms. The financial incentive is payable on three occasions:

- Initially to offset part of the Registration Fee for joining the nappy laundering service;
- Secondly after three months when additional wraps need to be purchased; and
- Finally at six months when a further set of wraps are needed.

The payments are not made to the parents but retrospectively to the nappy laundry service, who then deduct the incentive payments from the charges incurred by parents.

This scheme has received a Green Apple award.

A review will be undertaken after 12 months to assess the effectiveness of the scheme. For further information contact Julie Wilkinson, West Sussex County Council on 01243 777100.

Crawley Borough Council (in West Sussex) have had links with Cotton Bottoms for a number of years and provided subsidies to parents who use the service. For further information please ring Steve Jeffrey on 01293 438456.

ANNEX D:

Local Government Act 2000, Community Leadership and Local Strategic Partnerships

The Local Government Act 2000 is part of a local authority reform programme, linked to wider changes in public services. These aim to ensure that the activities of the various bodies who provide services to the public:

- Are better co-ordinated;
- Are responsive to the concerns of local communities;
- Are delivered in ways that suit people who depend on them; and
- Take account of the needs of future generations.

It is the Government's view that community leadership should be at the heart of the role of modern local government. The Government wants to see outward-looking councils, working in partnership with the local community and other bodies to identify and act on local priorities, thereby improving local communities and their quality of life.

Part I of the Local Government Act 2000, which came into force for England on 18 October 2000, sets out to achieve this by giving principal local authorities in England and Wales:

- A broad new power to promote or improve the economic, social or environmental well-being of their local area and its inhabitants; and
- A duty to prepare a community strategy to improve local well-being and contribute to the establishment of sustainable development in the UK.

These two aspects combined will give the initiative back to local authorities, enabling them to take new action to respond to the specific needs of their communities.

The new well-being power has no spending limit and will be a strong tool in allowing authorities to address the needs of their communities, without having to rely on specific statutory powers. The power will also strengthen partnership working by allowing authorities to:

- Take action outside of their area;
- Spend money or use resources to facilitate the work of other bodies;
- Carry out the functions of other statutory bodies – if they agree.

The power to promote well-being is complemented by a duty to prepare a community strategy which should set out how authorities and their partners will promote or improve the economic, social and environmental well-being of their area and its inhabitants and contribute to the achievement of sustainable development in the UK.

Community strategies must be holistic and should address all the needs of local communities – jobs, social conditions, health, neighbourhood renewal etc. They must plan to build sustainable, inclusive communities, integrating economic, social and environmental aims which lead to a better quality of life for all. There should be a strong link with Best Value which will act as a key tool in ensuring that the aspirations identified in the community strategy, and which are the responsibility of the authority, are turned into effective action on the ground.

To be effective community strategies must:

- Connect with local communities and fully engage and involve local people from the beginning.
- Demonstrate clear and co-ordinated partnership working with all the bodies that provide local services, who work with local communities and whose actions affect people's everyday lives.
- Demonstrate genuine leadership by local authorities.

Preparation of community strategies by the local strategic partnership should result in:

- An agreed long term vision for the area;
- Focused achievable shorter term priorities for action; and
- An agreed action plan for achieving those priorities.

It is expected that a community strategy will be prepared by a local strategic partnership. There is no definitive approach to the way in which such partnerships should be structured, the bodies that should be represented, or the way in which the partnership should operate. That is a matter for authorities and their partners to decide. It will be important, however, that the representatives of the member organisations have the necessary authority to speak for their organisation, to sign up to the long term vision and to commit resources to implementing an action plan. The membership and size of the local strategic partnership should reflect both its aims and the breadth of issues that might fall within the scope of a community strategy. It should also provide an overriding framework within which other, more specific partnerships can operate.

The final version of the preparing community strategies guidance was published in December 2000, alongside draft guidance for consultation on the new power for local authorities to promote or improve community well-being. The final version of the local strategic partnerships guidance is expected to be issued during the spring.

ANNEX E:

Freight Facilities Grant

Freight Facilities Grants, which are made under section 272 of the Transport Act 2000, are available to encourage the use of inland waterways and maritime freight and are designed to tip the balance in favour of using water transport where it would otherwise be more expensive than the road option.

The grants are administered by the Freight Grants Unit at the Department of Environment, Transport and the Regions (DETR) for England and by the Scottish Executive Development Department and the National Assembly of Wales.

The Freight Facilities Grant (FFG) is designed to help pay for the capital costs of freight handling facilities used exclusively by waterborne transport. The grant is only paid where a capital investment is to be made and where the applicant can demonstrate that without it the freight concerned would be moved by road. In some limited cases grants may be available for leased equipment as well. Any company can apply for an FFG.

FFG is available for new facilities as well as for the improvement of existing ones and the reopening of those that are dormant. Most facilities needed to handle or carry freight are eligible.

There are several important factors to bear in mind when applying for FFG. Firstly, the grant will only be paid where freight would otherwise be carried by road, which means that the applicant must be able to demonstrate with certainty the type and quantity of goods that will be using the facility. The grant is also paid in the expectation that it will facilitate the removal of freight from specific roads for a certain number of years; which in practice means that companies receiving grant need to give a commitment to using the grant-funded facility and therefore also to using inland waterway or maritime transport.

The amount of FFG that is obtained depends on the value of the environmental benefits of the inland waterways or maritime option being used and the extent to which the project needs financial support. In the first case, this will be calculated from the number of lorry miles avoided by using water and in the second case the applicant's financial case will be scrutinised and the water cost compared with the road alternative.

Tendering

Although the grants were not devised with this in mind, companies approach the Unit with schemes that involve tendering for a contract.

In many cases the tender timetable does not allow enough time for the Unit to fully assess an application. However, upon request, the Unit will provide an indication of the level of grant which may be payable based upon a preliminary assessment of the environmental benefits and an outline financial case. This will be given entirely without prejudice and will not commit the Secretary of State to making a formal offer of grant at some later date.

If there is sufficient time between the receipt of the invitation to tender and the date when bids must be submitted, the Unit will determine a full application. Many companies will be submitting a rail or water only bid which will mean that the road alternative to their scheme is unclear. In such cases the Unit may:

- Ask for a full costed road option to enable a realistic road or water comparison to be made;
- Assume that the true road option is the “winning” road bid – this means that the Municipal Waste Authority would be asked to divulge confidential information from its preferred road tender to the Unit. Experience suggests that Authorities will need to consider the legal implications of so doing.

ANNEX F:

Selected Useful Contacts

Alcan Aluminium Can Recycling, 3rd Floor, Eldon House, Regent Centre, Gosforth, Newcastle upon Tyne, NE3 3PW. Tel: 0670 813811

Aluminium Can Recycling Association, 5 Gatsby Court, 176 Holliday St, Birmingham, West Midlands, B1 1TJ. Tel: 0121 633 4656

Aluminium Federation, Broadway House, Calthorpe, Five Ways, Birmingham, B15 1TN
Tel: 0121 456 1103

Aluminium Foil Recycling Campaign, 53 High St, Bidford-on-Avon, Worcs, M50 4BG.
Tel: 01789 490609

Association of British Reclaimed Rubber Manufacturers, First Avenue, Trafford Park, Manchester, M17 1DT. Tel: 0161 872 1424

Association of London Government, 36 Old Queen Street, London SW1H 9JF
Tel: 0207 222 7799

British Carton Association, 11 Bedford Row, London WC1R 4DX. Tel: 0207 242 6904

British Glass Manufacturers Confederation, Northumberland Rd, Sheffield, S10 2UA.
Tel: 0114 268 6201

British Metals Federation, 16 High St, Brampton, Huntingdon, Cambs, PE18 8TU.
Tel: 01480 455249

British Newsprint Manufacturers Association (BNMA), c/o Paper Federation of Great Britain, (for address see Paper Federation of Great Britain). Tel: 01793 889600

British Plastics Federation, 6 Bath Place, Rivington Street, London, EC2A 3JE.
Tel: 0207 457 5000

British Secondary Metals Association, Sandford Court, 21 Sandford Street, Lichfield, Staffordshire, WS13 6QA. Tel: 01543 255450

British Steel Packaging Recycling Unit, PO Box 18, Ebbw Vale, Gwent, Wales, NP3 6YL.
Tel: 01495 334 521

British Waste Paper Association, Paper Makers House, Riven Hall Rd, West Lea, Swindon, SN5 7BD. Tel: 01793 886086

Chemical Industries Association, Kings Buildings, Smith Square, London SW1P 3JJ.
Tel: 0207 834 3399

Chemical Recovery Association, Or Divedd, Parc Luned, Kinmel Bay, Rhyl, Clwyd, LL18 5JG. Tel: 01745 332427

Community Recycling Network, Trelawny House, Surrey Street, Bristol, BS2 8PS.
Tel: 0117 942 0142

Composting Association, Avon House, Tith Bain Road, Wellingborough,
Northamptonshire, NN8 1DH. Tel:01933 227777

Countryside Agency, John Dower House, Crescent Place, Cheltenham, GL50 3RA.
Tel: 01242 521381 or 01242 321381

Create Charitable Trust, Speke Hall Road, Speke, Liverpool, Merseyside, L24 9HA
Tel: 0151 448 1748

Eco Composting Ltd, Chapel Lane, Parley, Christchurch, Dorset, BH23 6BG.
Tel: 01202 593601

Energy from Waste Association, 26 Spring St, London, W2 1JA. Tel: 0207 402 7110

Environment Agency, Rio House, Waterside Drive, Aztec West, Almondsbury, Bristol,
BS32 4UD. Tel: 01454 624400

The Environment Council, 212 High Holborn, London WC1V 7VW. Tel: 0207 836 2626

Environment Resource Group, Centre for Human Ecology, Edinburgh University,
15 Buccleuch Place, Edinburgh, EH8 9LN. Tel: 0131 650 3463

Environment Services Association, 154 Buckingham Palace Rd, London, SW1W 9TR.
Tel: 0207 824 8882

European Metal Recycling Ltd., (EMR), Transport Avenue, Brentford, Middx, TW8 9HA.
Tel: 0208 847 3637

European Recovery & Recycling Association (ERRA), 83 Avenue E Mounier, Boite 14,
1200 Brussels, (international companies concerned with multi-materials recycling).
Tel: 00 32 2772 5252

European Tyre Recycling Association, CLR Ltd., Brunel House, Jessop Way, Newark,
Notts., N924 2ER. Tel: 01636 610680

Forestry Commission for England, Great Eastern House, Tension Road, Cambridge.
Tel: 01223 314546

Friends of the Earth, UK2000 Projects Unit, 26-28 Underwood St, London, N1 7JQ.
Tel: 0207 490 1555

Friends of the Earth Scotland, 72 Newhaven Rd, Edinburgh, EH6 5QG.
Tel: 0131 554 9977

Global Action Plan, 8 Fulwood Place, Gray's Inn, London, WC1V 6HG.
Tel: 0207 405 5633

Going for Green, Elizabeth House, The Pier, Wigan, WN3 4EX .Tel: 0194 2612621

Groundwork, 85-87 Cornwall Street, Birmingham, West Midlands, B3 3BY.
Tel: 0121 2368565

Horticultural Trade Association (HTA), 9 High Street, Theale, Reading, RG7 5AH.
Tel:0118 9303132

Independent Waste Paper Processors Association, 19 High St, Daventry, Northants,
NN11 4BG. Tel: 03272 703223

Industry Council for Packaging and the Environment (INCPEN), Tenterden House,
3 Tenterden St, London, W1R 9AH. Tel: 0171 409 0949

Institute of Wastes Management, 9 Saxon Court, St Peters Gardens, Northampton,
NN1 1SX. Tel: 0604 20426

Lighting Federation Ltd., Swan House, 207 Balham High Road, London, SW17 7BG.
Tel: 0208 675 5432

Local Authority Recycling Advisory Committee (LARAC), West Sussex County Council,
Waste Management Section, Surveyors Dept., County Hall, Chichester, West Sussex,
PO19 1RH. Tel: 01243 777046

Local Government Association, Local Government House, Smith Square, London,
SW1P 3HZ Tel: 020 7664 3000 LGA <http://www.lga.gov.uk/>

Mailing Preference Service, Freepost 22, London W1E 7EZ, Tel 020 7766 4410

National Council for Voluntary Organisations, Regents Wharf, 8 All Saints Street,
London, WC2H 8HL. Tel: 0207 713 6161 or 0207 331 7632

National Waste Awareness Campaign, c/o Waste Watch (for address see Waste Watch).
Tel: 020 7253 6266

Organic & Resource Recovery Technology, Maude House, Burton, Lincoln, LN1 2RD.
Tel: 01522 530 503

Oxfam Wastesaver (textiles), Units 4-6, Ringway Industrial Centre, Beck Road,
Huddersfield, West Yorkshire, HD1 5DG. Tel: 01484 539175 or 01484 542 021

Paper Back, Bow Triangle Business Centre, Unit 2, Eleanor St, London E3 4NP.
Tel: 0208 980 2233

Paper Federation of Great Britain, Papermakers House,
Rivenhall Rd, Swindon, SN5 7BD (includes the Pulp and Paper Information Centre).
Tel: 01793 889600

RECOUP – Recycling of Used Plastic Containers, 9 Metro Centre, Welbeck Way,
Woodston, Peterborough, PE2 7WH. Tel: 01733 390 021

Recycling Industries Alliance (RIA), 11 Barrier Point Road, London, E16 2SB.
Tel: 07710 206845

Retread Manufacturers Association (tyres), 2nd Floor, Federation House, Station Rd,
Stoke-on-Trent, ST4 2TJ. Tel: 01782 577 050

Scope Recycling, Carolyn House, 22-26 Dingwall Rd, Croydon, CRO 9XF.
Tel: 0208 680 1730

Solvents Industry Association, Magnolia House, Bromley Road, Frating, Colchester,
CO7 7DR. Tel: 01206 252268

Steel Can Recycling Information Bureau, 69 Monmouth St, London, WC2H 9DG.
Tel: 0171 379 1306

Textiles Recycling Association, 5 High St, Box Worth, Cambridge, CB3 8LY.
Tel: 01954 268 000

Tidy Britain Group, The Pier, Wigan, WN3 4EX. Tel: 01942 824620

Valpak, 3rd Floor, Savannah House, 11-12 Charles Street, SW1Y 4QU.
Tel: 0207 321 3528 or 3500

Waste & Resources Action Programme (WRAP), 8th Floor, Romney House,
Marsham Street, London, SW1P 3PY. Tel: 0207 944 8861

Waste Watch, Europa House, Ground Floor, 13-17 Ironmonger Road, London,
EC1N 3QN. Tel: 0207 2536266

Women's Environmental Network (especially advice on waste reduction),
87 Worship Street, London EC2A 2BE, Tel: 020 7247 9924

Wood Recycling Association, Lumm Farm, Lumb Lane, Littlemoss, Droylsden,
Manchester, M43 7LB. Tel: 0161 370 2360

World Resource Foundation, Bridge House, High St, Tonbridge, Kent, TN9 1DP.
Tel: 01732 368 333