

An opportunity not to be wasted

Doncaster Waste
Strategy 2009
Headline Strategy &
Action Plan



Report for:

Doncaster Metropolitan Borough Council

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Glossary of Terms

Term	Description
Anaerobic digestion	A waste treatment process that degrades waste in the absence of oxygen. A methane rich 'biogas' is produced.
Autoclave	A waste treatment process that sterilises waste through use of a high (over 100oC) temperature.
Biodegradable waste	This is waste that is able to decompose through the action of bacteria or other microbes, including materials such as paper, cardboard, food waste and garden waste.
Bring site	A bring site or bring bank is a localised collection point for recyclables such as glass, paper, cans, etc.
Bulky waste	Waste is considered 'bulky' if it weighs more than 25kg or any item that does not fit into the householder's bin; (or if no container is provided, a cylindrical receptacle of 750mm in diameter and 1m high.)
Commercial waste	Commercial waste arises from premises used for trade, business, sport, recreation or entertainment, but excluding municipal and industrial waste.
Composting	The degradation of organic wastes in the presence of oxygen to produce a fertiliser or soil conditioner. This can either be an enclosed process (in-vessel) or operated as an open windrow process.
Dry recyclables	Materials such as paper, glass, textiles and cans that can be collected through kerbside schemes or bring banks.
Department of the Environment, Food & Rural Affairs (Defra)	<p>Government Department responsible for the environment.</p> <p>Defra works for the essentials of life: water, food, air, land, people, animals and plants.</p> <p>They are the main department responsible for waste management including strategy, policy and practice.</p>
Fly-tipping	The illegal deposit of waste on land.
Food waste	All types of cooked and uncooked waste food. Also referred to as kitchen waste.
Garden waste	Vegetation and plant waste from household gardens and public parks and gardens.
Greenhouse gas	Gases that have a greenhouse effect in the earth's atmosphere. Carbon dioxide and methane are the most well known.

Household waste	Waste from domestic properties including waste from residual refuse collections, material collected for recycling and composting, plus waste from educational establishments, nursing and residential homes and street cleansing waste.
Household Waste Recycling Centre (HWRC)	Site operated by either the Waste Disposal Authority (under the Environmental Protection Act 1990) or the local waste authority (under the Refuse Disposal (Amenity) Act 1978) where residents within a specified area can dispose of their household waste, in particular bulky items, free of charge.
Kerbside collection	Any regular collection of recyclables from households or from commercial or industrial premises. Excludes collection services requested on demand.
Landfill	Landfills are areas of land in which waste is deposited, which often consist of disused quarries. In areas where there are limited, or no, ready-made voids, the waste is deposited above ground and the landscape is contoured, which is named landraising.
Municipal Solid Waste (MSW)	Also referred to as municipal waste. This includes all waste collected by a Waste Collection Authority, or its agents, such as waste from households, municipal parks and gardens, beach cleansing, commercial or industrial premises, and fly-tipping.
Organic waste	Waste originating from living things, e.g. food, plants, paper, cotton.
Recycling	Recycling involves the reprocessing of waste material, either into the same product or a different one. Many non-hazardous wastes such as paper, glass, cardboard, plastics and scrap metals can be recycled.
Reuse	The commercial sector can reuse products designed to be used a number of times, such as reusable packaging. Householders can buy refillable containers, or re-use plastic bags. Reuse contributes to sustainable development and can save raw materials, energy and transport costs.
Separate collection	Kerbside collection schemes where recyclables are collected separately to the ordinary household waste collection - by a different vehicle/part of the vehicle or at a different time.
Strategic Environmental Assessment (SEA)	SEA is a process by which the environmental impacts of certain plans or programmes (which include waste strategies) are assessed. The process requirements are set out in law under an EU Directive which has been transposed into UK law through "The Assessment of Plans and Programmes Regulations 2004", otherwise known as the SEA Regulations.
Treatment	This involves the processing of certain types of waste

	<p>through techniques that may be;</p> <ul style="list-style-type: none"> • Chemical • Biological • Mechanical <p>or a combination of these; in order to render them harmless, to reduce their volume before landfilling, or to recycle certain materials.</p>
Waste arisings	This is the amount of waste produced in a given area during a given period of time.
Waste Collection Authority (WCA)	A local authority with a responsibility for the collection of waste from households. In England this is normally either a district/borough council or a unitary authority.
Waste Disposal Authority (WDA)	A local authority with a responsibility for the disposal of waste collected from households. In England this is normally either a county council or a unitary authority.
Waste Development Plan Document	A planning document for an area; the part of the Local Development Framework which sets out locations and criteria for the development of waste management facilities.
Waste hierarchy	<p>The waste hierarchy, introduced by the EU Waste Framework Directive, is an abstract framework that prioritises the options for waste management. It represents a sliding scale starting with the most sustainable option and ending with the least sustainable option: Reduction; Re-use; Recovery; Disposal.</p> <p>A variety of different interpretations and representations of this principle can be found, the one included in Government Guidance on Municipal Waste Management Strategies will be adhered to. It is:</p> <p>Reduction; Reuse; Recycling & Composting; Energy Recovery; Disposal.</p> <p>Waste prevention is, however, considered to be a more descriptive term for reduction and so will be used instead.</p>
Waste prevention	Measures to either prevent waste from arising in the first place and/or to prevent it from entering the municipal waste stream (as a result of being collected by a WCA or WDA).
Waste streams	Waste produced by similar sources.

Abbreviations

Defra	Department for Environment, Food and Rural Affairs
DMBC	Doncaster Municipal Borough Council
DWS	Doncaster Waste Strategy
LATS	Landfill Allowances Trading Scheme
MSW	Municipal Solid Waste
SEA	Strategic Environmental Assessment

Definitions

Terms used in this Strategy have the following meanings:

‘The Strategy’ / ‘Doncaster Waste Strategy’

Shorthand for the Doncaster Waste Strategy (DWS).

‘The 2002 Strategy’

A strategic plan produced internally within DMBC but never formally published.

‘Zero Waste Strategy’

Refers to a strategy prepared for DMBC in 2004 which aimed to reduce to as close to zero as possible the landfilling of Doncaster’s municipal waste.

‘The hierarchy’

Refers to the hierarchy of approaches to waste management;

Preventing waste is the first priority, then reusing it, then recycling or composting it, then recovering energy from it and considering disposal as the final option.

Each approach may be described as a ‘tier’. The hierarchy is illustrated in Figure 2 of the Strategy.

‘Driving waste up the hierarchy’

Refers to increasing the amount of waste that is managed through approaches in higher tiers of the hierarchy.

‘We’

Refers to DMBC.

1.0 Introduction

As a Unitary Authority, Doncaster has responsibility for both the collection and disposal of waste. Two previous documents (the 2002 Strategy and the Mayor's Zero Waste Strategy) have served to guide the development of waste management in the Borough. The aim of this Draft Strategy is to build on these to propose a long-term direction of travel for the management of waste in Doncaster, to subject this to public scrutiny and so develop a final Strategy for adoption by the Authority.

Due to the long-term nature of policies relating to municipal waste (see section 2.1), as well as the need to manage waste and resources in a way that does not compromise the potential for future generations to meet their own needs, this Strategy takes a long term view – to 2025 and beyond. Between them, this Headline Strategy and the associated Action Plan seek to answer the following fundamental strategic questions:

- Where are we now?
- Where do we want to get to? and
- How are we going to get there?

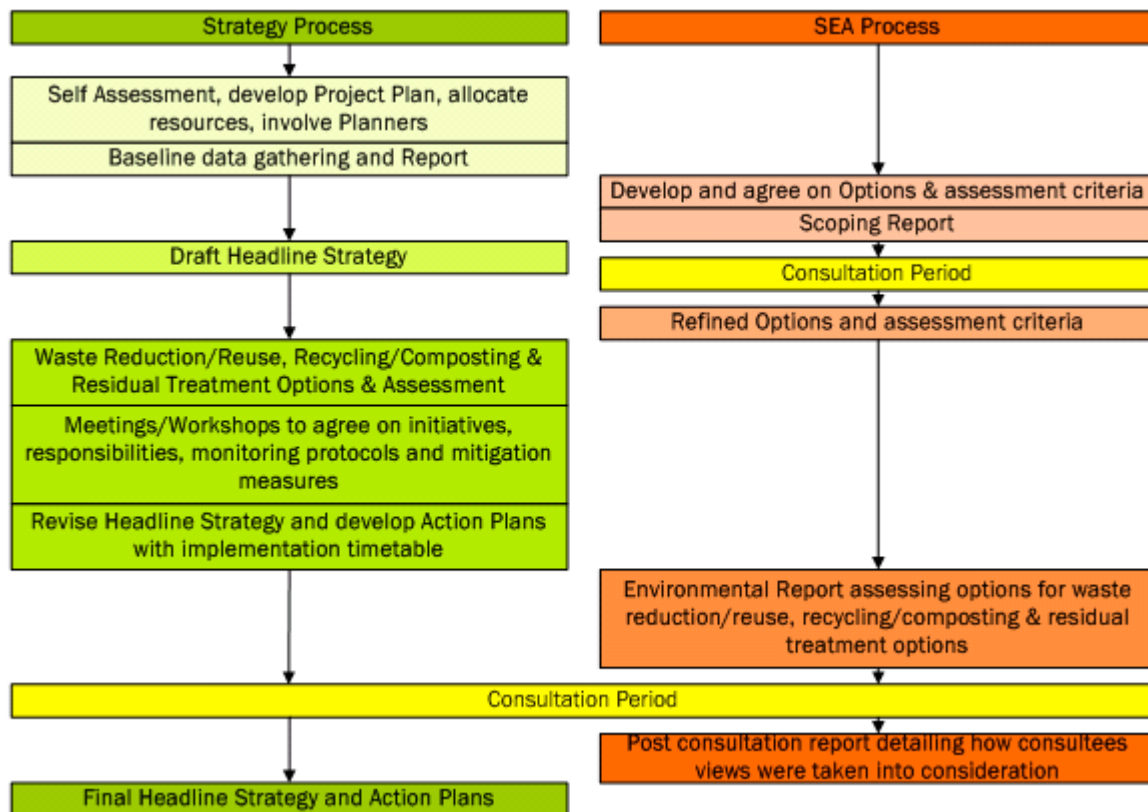
The Doncaster Waste Strategy addresses all of the waste arisings within Doncaster that come under the definition of 'municipal solid waste' (MSW). This includes 'household waste' (waste produced by residents – including street sweepings and litter and waste collected at Household Waste Recycling Centres (HWRCs)), as well as some commercial wastes, waste from municipal buildings and waste from clearing up fly-tipping.

1.1 The Strategy Development Process

The development of the Doncaster Waste Strategy has entailed the preparation of a series of key documents based on guidance¹ issued by the Department for Environment, Food and Rural Affairs (Defra). A number of consultation exercises have also been undertaken, to ensure that the Strategy takes account of the views of key stakeholders and the public. A Strategic Environmental Assessment (SEA) has been undertaken, which has evaluated the options that have been considered in formulating the Strategy against key sustainability objectives identified by a Community Panel. The stages of the Strategy development process are outlined in Figure 1.

¹ Defra (2005) *A Practice Guide for the Development of Municipal Waste Management Strategies*. November 2005.

Figure 1: Strategy Development and SEA Process



1.2 Consultation on the Strategy

The options considered in the SEA process utilised objectives and criteria established by a Community Panel² – a group of 20 independently selected Doncaster residents designed to be broadly representative of the Borough’s population.

This Draft Strategy and the accompanying Draft Action Plan set out our proposals. They are the basis for a consultation process, responses to which will be taken into account in finalising the Strategy.

1.3 The Strategy and Supporting Documents

The structure of the Doncaster Waste Strategy (DWS) follows guidance from Defra on the production of such strategies. The Strategy itself comprises:

- a Headline Strategy document which sets the long term direction and policies for the Borough. The intention is that this will need only occasional revision; and
- an Action Plan which sets a detailed plan of action for achieving the Strategy’s objectives. It is anticipated that this will be regularly (annually) updated and form the basis for an annual waste workplan for the Authority.

The Strategy is supported by a number of other documents that help to explain how it was developed and provide the evidence base supporting its conclusions. Table 1 lists the eight key documents.

² Detailed in the Community Panel Report. The way in which these were applied in the assessment process is detailed in the Environmental Report. Both documents form part of the Strategy

Table 1: Documents Comprising the DWS

Document No.	Document Name	Available During Consultation?
Headline Strategy & Action Plan		
1	Headline Strategy	Yes (Draft)
2	Action Plan	Yes (Draft)
Technical Reports		
3	Baseline Review	Yes
Process Reports		
4	How This Strategy Was Produced	No – awaits end of public consultation
5	Community Panel Report	Yes
6	Public Consultation Report	No – awaits end of public consultation
Strategic Environmental Assessment		
7	SEA Scoping Report	No – superseded by the Environmental Report
8	Environmental Report	Yes (Draft)

2.0 Scope and Context

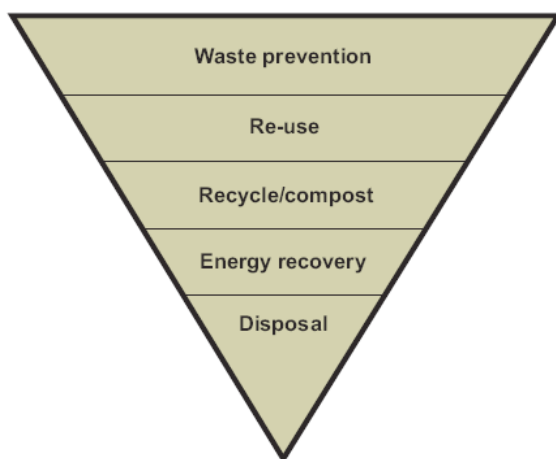
The issue of climate change is perceived, increasingly, as a major threat to the environment. Waste is, simply put, material which is no longer wanted by its owner. Yet energy is required to make these materials, and simply discarding them implies a loss both of the materials and of the energy embodied them - they are better thought of as resources to be managed³.

Reducing waste in the first place, or re-using materials, reduces the contribution to climate change because the energy needed to make new materials is reduced.

Similarly, recycling materials and using these as the basis for manufacturing new products usually requires less energy than where products are made from primary materials. Hence, recycling contributes to reducing the climate change impacts of our activity. In addition, reducing and re-using waste, as well as the recycling and composting or anaerobic digestion of material, can conserve resources, and avoid pollution associated with extracting and transporting primary raw materials.

Waste that cannot be reused, recycled or composted can have value recovered from it through energy recovery and any residues requiring final disposal can be pre-treated to minimise the environmental impact of landfilling. To illustrate these features of different waste management techniques, the Waste Management Hierarchy (see Figure 2 below) has been developed and the objective of driving waste up the hierarchy is at the heart of both Government policy and this Strategy.

Figure 2: The Waste Management Hierarchy



2.1 Key Policy Drivers

A number of strategies and regulations at European, national and regional levels contribute to the context of this Strategy. In the interest of keeping this document succinct those considered the main drivers are summarised here. The Environmental Report provides a more comprehensive summary.

³ In recognition of this DMBC has a Resource Recovery team who are responsible for waste management.

2.1.1 The Mayor's Zero Waste Strategy

The Mayor's Zero Waste Strategy was developed by DMBC in 2004; the process involved a significant amount of public consultation and engagement with different stakeholder groups. The approach was significantly wider than just municipal waste and aimed at combining resource efficiency actions with those for economic development and employment in Doncaster.

A number of Zero Waste goals are included, those of particular significance to this Draft Strategy include:

- that no ward in the borough is recycling less than 50% by the end of 2008 and 85% by the end of 2020;
- that 75% of Doncaster households are actively participating in recycling activities by the end of 2008; and
- that at least 500 jobs will have been created/protected by the implementation of the strategy by the end of 2010.

2.1.2 Waste Strategy 2007

In May 2007, the Government published its revised Waste Strategy ('Waste Strategy 2007').⁴ This reaffirmed the waste management hierarchy as the appropriate prioritisation for waste management options and included higher targets for household waste recycling than was previously the case. In 2007/8, Doncaster recycled around 34% of household waste. The new targets are:

- 40% in 2010;
- 45% by 2015; and
- 50% by 2020.

It seems likely that these recycling targets will be increased further when the strategy is next reviewed. In addition, Waste Strategy 2007 set new targets for the quantity of residual household waste produced per person across the UK. The target is to move from a current national average of around 370 kg/person (in 2005) to 310 kg in 2010, 270 kg in 2015 and 225 kg/person in 2020. Doncaster currently produces around 410Kg/person.

2.1.3 National Indicators for Local Authorities

Government has also recently introduced a rationalised set of 198 National Indicators⁵ against which local authorities are required to report their performance. These replace the Best Value Performance Indicators (BVPI) against which performance was previously measured and for which local authorities had recycling targets set.⁶ The national indicators of relevance to the Strategy are shown in Table 2. It is worth noting that NI 192 includes material sent for reuse, something which the previous indicator (BVPI 82a) did not do.

⁴ Defra (2007) *Waste Strategy for England 2007*, May 2007, www.defra.gov.uk

⁵ DCLG 2007 National Indicators for Local Authorities and Local Authority Partnerships.

⁶ The last recycling performance target was for all authorities in England to achieve a minimum performance of 20% recycling and composting in 2007/08. DMBC comfortably met this target, achieving 34%.

The other significant change is that, whilst local authorities have to report their performance against all indicators where they are able to do so, 35 of the national indicators are incorporated into the Local Area Agreement (LAA) for each council as top priority 'local improvement targets'.

Doncaster's LAA includes a performance target against NI 192 of 46% recycling by 2011.

Table 2: National Indicators Relevant to this Strategy

Indicator	Description	DMBC Local Improvement Target?
NI 186	Per capita reduction in CO2 emissions in the LA area	Yes
NI 191	Residual household waste per household	No
NI 192	Percentage of household waste reused/recycled/composted	Yes
NI 193	Percentage of municipal waste landfilled	No

2.1.4 Landfill Tax

Landfill Tax is payable on every tonne of waste sent to landfill. The tax originated as a driver for change, as making landfill more expensive makes alternatives such as recycling more financially attractive. The rate of landfill tax has increased significantly since it was first introduced in 1996 and it has proved to be an effective means of encouraging increased waste prevention and recycling. The current (2008/9) rate is £32 per tonne and Government has committed to increasing this by £8 per tonne each year until it reaches £48 per tonne in 2010/11. There are indications that the tax may increase further⁷ and so increasing the diversion of waste from landfill is an important prerequisite of this Strategy.

2.1.5 LATS and the Waste and Emissions Trading Act

The Landfill Allowance Trading Scheme (LATS) is intended as a tool to enable the UK to meet European targets set by Article 5 of the Landfill Directive for the amounts of biodegradable waste sent to landfill. Each local authority in England has been given an allocation for the amount of biodegradable waste they can send to landfill (a landfill allowance allows an authority to landfill one tonne of biodegradable waste). The individual allocations decrease annually so that collectively England will meet the targets set in the Landfill Directive.

Under the Waste and Emissions Trading (WET) Act, each Authority can trade allowances (by buying, selling or, in certain years, banking them or borrowing from future years) in order to stay within their allocation. Those failing to stay within their allocation face the possibility of incurring large fines. Doncaster has, to date, worked within its LATS allocation as a result of increasing its diversion of biodegradable waste through recycling and composting, but is expected to exceed its allocation in 2009/10. Reducing the amount of biodegradable waste sent to landfill is therefore a further requirement of this Strategy.

⁷ The 2008 Budget statement indicated that: 'The Government expects the standard rate to continue to increase beyond 2010-11.'

2.1.6 Household Waste Recycling Act

This Act requires English waste collection authorities to provide a collection service for at least two types of recyclable waste to all households by 31st December 2010 unless the cost of doing this would be unreasonably high or comparable alternative arrangements are available.

DMBC exceeds this requirement in terms of the number of recyclable materials collected but does not generally provide recycling services to flats and households in multiple occupation. These comprise the 2% of households in the borough which do not receive kerbside collections; improving services to these households is important in order to meet the target in this Act.

2.1.7 Local Development Framework

Doncaster, along with Barnsley and Rotherham Metropolitan Borough Councils, is currently preparing a Joint Strategic Waste Development Plan Document (the Waste DPD) as part of the Local Development Framework (LDF). This will set out an approach to spatial planning for all types of waste management facilities. The public engagement in the development of the Waste DPD is ongoing, with a series of workshops and public meetings anticipated to be taking place concurrently with that for this Draft Strategy.⁸

This Strategy is linked to the Waste DPD, in that this Strategy sets out **how** municipal waste will be managed and the Waste DPD establishes locations **where** waste management facilities can be located.

⁸ Documents are available from www.doncaster.gov.uk/wastedpd

3.0 Where Are We Now?

3.1 Waste Arisings

Doncaster produced 178,300 tonnes of 'Municipal Waste' (MSW) in 2007/8. MSW includes waste generated from households (including that which is collected at the kerbside or taken to HWRCs), street sweepings and litter as well as some collected commercial waste, waste from municipal buildings and fly-tipping. The breakdown of this waste by stream is shown in Table 3.

Table 3: Waste Arisings in Doncaster (2007/8)

Waste Type	Arisings (tonnes)	% of total MSW
Kerbside waste	121,000	68%
HWRCs	25,800	14%
Bring Sites	900	1%
Street Sweepings/ litter	3,900	2%
Skip Waste	2,100	1%
Other (including non-household waste)	24,300	14%
Total Municipal Waste	178,000	

3.2 Waste Management Services

DMBC provides kerbside collections of dry recyclables, garden and residual wastes, six HWRCs and a network of bring sites for recyclable materials. In addition they collect commercial waste from some local businesses, provide a street sweeping and litter service, collect bulky wastes from domestic residents for a set charge, and provide a street gully cleaning service. DMBC are also responsible for the disposal of all materials collected and have contracts with composting facilities and, since August 2008, an autoclave facility for treating some of the residual waste. The remaining residual waste is disposed of through contracts with landfill sites.

3.2.1 Collection Services

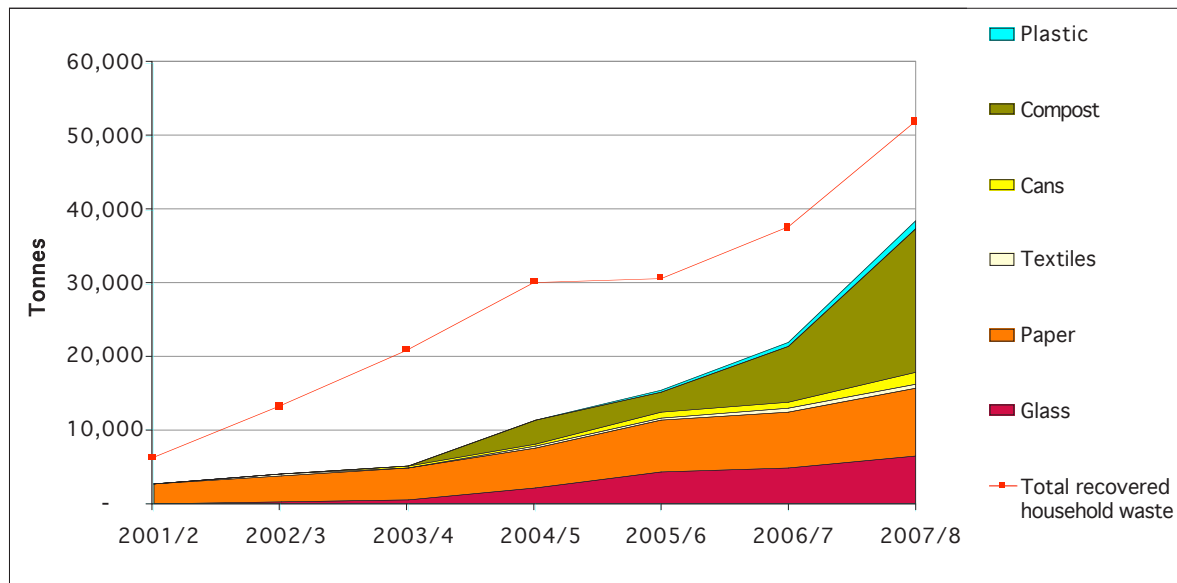
The kerbside recycling service provides a weekly collection from a box and plastic sack. Materials collected are: metal cans and tins, paper, pamphlets, newspapers and magazines, plastic bottles, glass bottles and jars, inkjet cartridges, mobile phones and all textiles including shoes.

Garden waste collections (garden waste and thin card) are made fortnightly from wheeled bins. The service was piloted in 2004 and rolled-out to all households in 2006/7 combined with a move to alternating weekly collections of residual and garden wastes.

Residual waste collections are made fortnightly from wheeled bins. The collections alternate with the garden waste collections.

The combined effect of the development of these services on the amounts of material collected is shown in Figure 3.

Figure 3: Materials Collected from the Kerbside for Recycling & Composting (2001/2 to 2007/8)



3.2.2 Household Waste Recycling Centres

DMBC provides six Household Waste Recycling Centres (HWRC's), each of which has facilities for the separation of various recyclable and compostable materials as well as for residual waste; 63% of the waste received at the sites was recycled or composted in 2007/8.

All of Doncaster's HWRC's are currently registered as Designated Collection Facilities (DCF's), which means that waste electrical and electronic equipment (WEEE) e.g. large appliances such as fridges and small appliances such as kettles are stored separately on site for collection under the Producer Compliance Scheme for recycling. This scheme places the cost of this recycling with the manufacturers and retailers of the WEEE items.

3.2.3 Recycling Performance

In 2007/8⁹ DMBC achieved a recycling rate of 18.4% and a composting rate of 15.2%, giving an overall recycling rate of 33.6%. This can be considered strong (top quartile) performance in relation to other metropolitan areas in England.

3.3 Waste Growth

In common with most authorities in England, Doncaster experienced a period of year-on-year growth in the arisings of household waste (on a per household basis) up to 2004/5. Since then the arisings have declined. The causes of this are not fully understood, but are likely to be a combination of the changes in service provision described above, changes in management practices (for instance at Household Waste Recycling Centres) and some socio-economic factors.

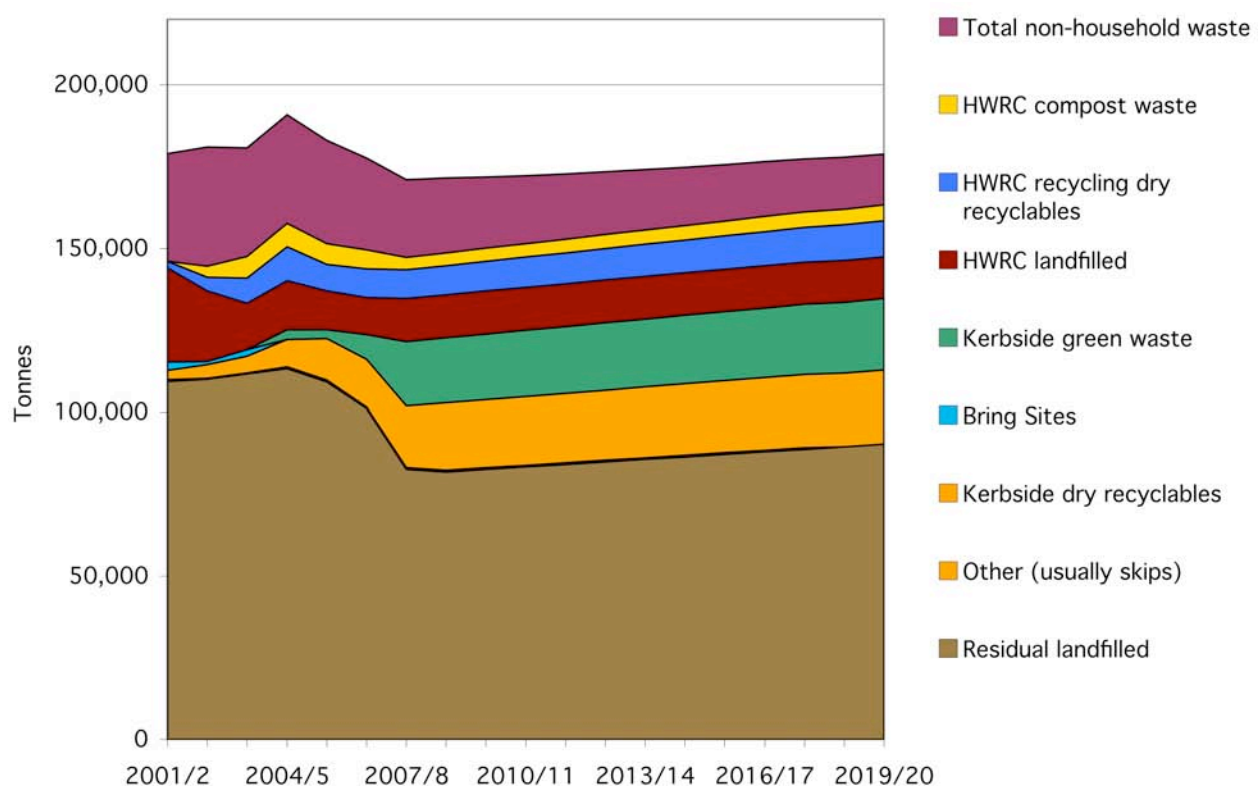
This makes it difficult to establish trends on which to base projections for the amounts of household waste requiring management in Doncaster during the timeframe of this

⁹ These figures are based on figures for the full year but have not yet been audited.

Strategy. It has been agreed that the most appropriate basis for these is to assume that the amount of waste produced per household will remain constant – so increases in the amount of waste are the result of increases in the numbers of households.

Projections for future growth in household numbers were obtained from DMBC's Planning Department and used to establish projections for future waste arisings. These are shown graphically in Figure 4. It should be noted that, if the numbers of households in Doncaster increase more slowly – or more quickly – than this, then the amounts of waste arising are likely to be similarly affected. This is particularly relevant in Doncaster due to the proposal for an Eco Town at Rossington as well the proposal that Doncaster should be a growth node in the Yorkshire and Humberside Region. Neither of these factors are accounted for in the projections used as they are currently only at the proposal stage.

Figure 4: Past and Projected Future Municipal Waste Arisings in Doncaster (2001/2 to 2019/20)



4.0 Where Do We Want to Get To?

4.1 Principles

Doncaster's Waste Strategy is shaped by 5 broad principles, which are intended to guide thinking about waste management in Doncaster in the coming years. These are set out below.

Principle 1: Waste as a Resource

We will approach and promote waste as part of the wider resources and climate change agendas, including the environmental and financial implications at household, neighbourhood and global levels.

The world has limited resources of many essential materials, of fresh water and of fossil fuels. With limited supply and increasing demand this is resulting in financial pressures for individual households as well as for businesses and the Authority.

In addition many aspects of current lifestyles are contributing to the problem of climate change. Waste is one of these and offers an opportunity for individuals and organisations to make a contribution to addressing the problem.

We will take a lead in promoting these linkages in the community and in taking action towards more sustainable use of resources.

We will also continue to seek opportunities to realise value from waste by treating it not as a problem, but as an opportunity to create more wealth and jobs and opportunities for the people of Doncaster.

Principle 2: Following the Waste Hierarchy

We will follow the established hierarchy of waste management options, except where there is no demonstrable benefit to the environment or costs are prohibitive.

The waste hierarchy was set out in Figure 2 and brings more specific detail to treating waste as a resource. It is generally accepted that waste should be managed in the following order of preference:

- preventing waste; then
- reusing waste; then
- recycling or composting waste; then
- recovering energy from waste; then
- disposing of waste (the option of last resort).

The hierarchy is an important guiding principle to decision making, but it should be used in conjunction with more sophisticated decision making tools and processes to ensure that decisions are consistent with overall sustainable development. We intend to follow the hierarchy unless compelling reasons to do otherwise are presented. These may be to do with cost or situations where an overall environmental benefit from moving up the hierarchy cannot be demonstrated.

Principle 3: Class Leading Performance

We are proud of Doncaster's performance in recycling and waste management and seek to maintain our position as a high performing metropolitan authority.

When compared to similar authorities, and by most measures, Doncaster achieves high levels of performance in waste management. This results from our commitment to the environment, from investing in services and from the participation of residents in those services. We aim to continue with, and increase, all of these.

Principle 4: Best Value

We will deliver quality services which offer value for money overall.

This Strategy has been prepared with a view to providing best value to taxpayers in Doncaster. When considering changes to existing practices we have taken into account likely future as well as current costs. Environmental considerations have been set against those of cost in order to ensure best value for taxpayers.

Principle 5: Flexibility

We will ensure that services are flexible enough to accommodate change, both in legislation and performance, without compromising these principles.

If insufficient care is exercised, it is possible for the way in which waste is managed to become 'locked in' to a particular approach. This would be a particular concern if this approach is 'low in the hierarchy'. In order to ensure adherence to Principle 2 over the longer term, it is essential that the procurement of capacity for treatment facilities which are low in the waste hierarchy does not compromise future efforts to increase waste prevention, reuse and recycling (which are high in the hierarchy). In addition, some flexibility in the technologies used to deal with residual waste is desirable so that they may take advantage of changing market situations as sustainable resource management becomes the norm.

5.0 How Are We Going to Get There?

Delivery of the principles will be through the Policies set out below. The Policies will be implemented through corresponding initiatives detailed in the accompanying Draft Action Plan.

5.1 Waste Prevention and Behavioural Change Policies

Policy 1:
We will invest in a programme of communications on waste and resources to support this Strategy.

The priorities at the top of the waste hierarchy that underpin this Strategy (“reduce, reuse, recycle”) require continued promotion to ensure that, over time, they become part of people’s thinking – and their behaviour – at home, at work and at leisure.

Behavioural change in relation to waste management is a theme that underpins all aspects of this Strategy; policies and actions in each tier of the hierarchy have been developed under the assumption that the sustainable waste management message will continue to be promoted and acted upon.

The significant increases in the recycling and composting of waste achieved in Doncaster over the past five years would not have been possible without the active participation of residents in the services provided for them by the Authority. This demonstrates a significant enthusiasm on the part of many residents to ‘do their bit’ for the environment. However, feedback from collection staff as well as analysis of data indicates that there are still significant numbers of residents not participating in the recycling collections as well as large amounts of recyclable/compostable material not ‘recognised’ and separated for collection by households who do participate.

Policy 2:
We will implement a programme of waste prevention initiatives.

Certain actions by residents can decrease the amount of waste that they generate (for instance taking action to prevent junk mail), whilst others (such as home composting) reduce the amount that is presented for collection and management by the Authority. Such activities are at the top of the waste management hierarchy and can result in cost savings which justify investing in their promotion and implementation. We plan to recruit a team of waste prevention officers who will work with communities in Doncaster on waste prevention and other related activities (such as communications and waste collection initiatives).

5.2 Waste Collection Policies

Policy 3:
We will provide regular, convenient collection services so as to maximise the opportunities for separate collection of recyclable and compostable wastes.

Policy 4:
We will extend the coverage of recycling services so that all households have

either a regular collection service or a convenient alternative arrangement.

The results of a programme of waste analysis indicate that there is significant additional potential for recycling and composting performance as a result of:

- extending services to cover all flats and households in multiple occupation;
- improving the participation in collections;
- increasing the capture of materials which are already targeted by collection schemes; and
- introducing collections of additional materials, in particular food waste.

Practical actions on service delivery and enforcement of the no side waste policy will be combined with the communications work in order to address these.

Policy 5:

We will complete the current programme of improvements at Household Waste and Recycling Centres and work with the contractor for the sites in order to:
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- | |
|--|
| <ul style="list-style-type: none"><input type="checkbox"/> reduce the illegal use of sites by traders;<input type="checkbox"/> increase the range of materials separated for reuse/recycling; and.<input type="checkbox"/> further increase the amount of material received at the sites that is reused, recycled or composted. |
|--|

Household Waste Recycling Centres (HWRC's) account for 14% of the total arisings of municipal waste in Doncaster and are an important component of the waste management infrastructure provided by the Authority. A programme of improvements at the sites is underway and due to be completed in 2009 to improve their usability and capacity.

Monitoring has indicated that illegal use of the sites by traders continues to be a problem; this will be addressed by improvements to the current permit scheme backed up by an automatic number plate recognition system.

There are also opportunities to increase the range of materials separately collected for reuse and recycling at the sites, though some sites are more space constrained than others and at these the potential will be limited by this. A new contractor commenced operating the sites in autumn 2008 and has contractual obligations and incentives to increase the performance at the sites. We will work with them to explore and implement options.

Policy 6:

We will explore the opportunities to increase the levels of reuse, recycling and composting achievable for other waste streams, in particular:

- | |
|---|
| <ul style="list-style-type: none"><input type="checkbox"/> litter bin waste;<input type="checkbox"/> commercial waste<input type="checkbox"/> items collected through bulky collections; and<input type="checkbox"/> waste from municipal buildings. |
|---|

Although more minor in terms of the proportion of total municipal waste they represent each of these waste streams offers the potential to improve resource efficiency and reduce the amounts of waste requiring treatment/disposal.

We are committed to leading by example and recognise that there are many opportunities to improve the management of wastes from our own buildings and activities. We plan to focus on exploring and implementing these and expect that this will also provide experience that can be passed on to businesses in Doncaster who wish to reduce waste and increase recycling.

Policy 7:

We will keep under review the range of mechanisms available to us to incentivise:

- ☐ **waste prevention / re-use; and**
- ☐ **greater participation by households in separate collection services.**

These levels of recycling will, as indicated above, require continued improvements in participation by residents, and in the capture of targeted materials. It is important to keep such mechanisms under review. For example, accompanying Waste Strategy 2007, the Government launched a consultation on incentives for recycling by households. Such new mechanisms, potentially made possible by changes in legislation, may help to achieve the objectives set out in this Strategy and, as a result, need to be kept under review.

5.3 Waste Treatment and Disposal Policies

Policy 8:

We will seek a residual waste management solution which respects our desire to move waste up the hierarchy, is flexible, reliable, represents value for money and which achieves at least 10% recycling performance by separating materials for recycling or composting from the waste it receives.

At present the majority of Doncaster's residual waste is sent to landfill for disposal. Our allocation of landfill allowances and the increasing landfill tax are forcing us to reappraise our reliance on this means of disposal.

It is not only drivers from central government which are pushing the Authority to consider different ways of managing its residual waste. There is a growing appreciation that simply landfilling untreated waste is neither prudent nor a sustainable way of managing resources. Furthermore, availability of landfill void within the region cannot be guaranteed indefinitely and government policy effectively requires that waste that is sent for disposal is dealt with as close to the point where it is generated as is possible.

Some residual waste will, for the foreseeable future, continue to be landfilled without any form of pre-treatment. This is unavoidable since it takes several years to procure, obtain consents for, and build new residual waste treatment facilities.

As far as residual waste treatments are concerned, we will examine the options, taking into account matters of cost and environmental performance, as well as the views of communities. Within our consideration of costs, we will take into account the potential implications of the landfill tax and LATs.

Residual waste treatment facilities provide financial efficiencies at larger capacities. Working with Barnsley and Rotherham councils we have recently let an interim contract for the treatment and disposal of residual waste from 2008/9 to 2015/16.

With the same partners, through the government's Private Finance Initiative, we are in the process of procuring residual waste treatment and disposal capacity which we expect to start becoming available in 2012/13.

All residual waste treatments generate residues which have to be dealt with. Usually, some landfilling of these results, so that even if every tonne of residual waste was fed into a treatment facility, there would still be some residues to be landfilled.

Whilst landfill lacks strong environmental credentials, it is inherently more flexible than other waste treatment routes. Other waste treatment routes treat relatively fixed annual amounts, but with landfills, there is scope to vary the quantities accepted from one year to the next without any financial penalty. For this reason, landfill can complement other techniques in an integrated strategy.

The practice of setting percentage based recycling targets has received some criticism in recent years. It is possible to have a high performance in terms of the percentage of material sent for recycling and composting, but to be generating large quantities of waste overall. Is a local authority which collects 800kg of waste per household and recycles 35% of it performing better or worse than one which collects 1,200kg of waste per household and recycles 50% of it? In the authority with the lower recycling and composting rate, waste sent for disposal is 13% lower.

5.4 Other Policies

Policy 9:
We will seek opportunities to work in partnership with others in the pursuit of this Strategy.

Doncaster already works collaboratively with the neighbouring authorities of Barnsley and Rotherham to deliver waste management services and facilities. This approach has demonstrated the financial savings possible as a result of economies of scale and purchasing power as well as benefits from a more co-ordinated approach to waste management infrastructure. We are currently developing a joint approach to the procurement of residual waste treatment facilities with these authorities through the government's Private Finance Initiative.

In addition Doncaster has been supportive of third sector partners who have played a key role in developing our waste management services at the kerbside and through bulky waste collections.

We remain open to the development of partnerships with organisations in the public, private or voluntary sectors which deliver benefits for Doncaster.

Policy 10:
We will lobby government departments and agencies, as well as other organisations, for the introduction of policies and financial arrangements which support the delivery of this Strategy and its principles.

Policy 11:
In implementing the Strategy We will have regard to relevant national, regional and local guidance, policies, strategies and plans.

Government legislation and policies have influenced the development of this Strategy and future decisions on policies and financial arrangements will significantly impact on our ability to deliver the targets. In addition, decisions by many other organisations will impact on the nature and amount of waste that needs to be managed.

5.5 Targets

By implementing these Policies we aim to achieve the following Targets:

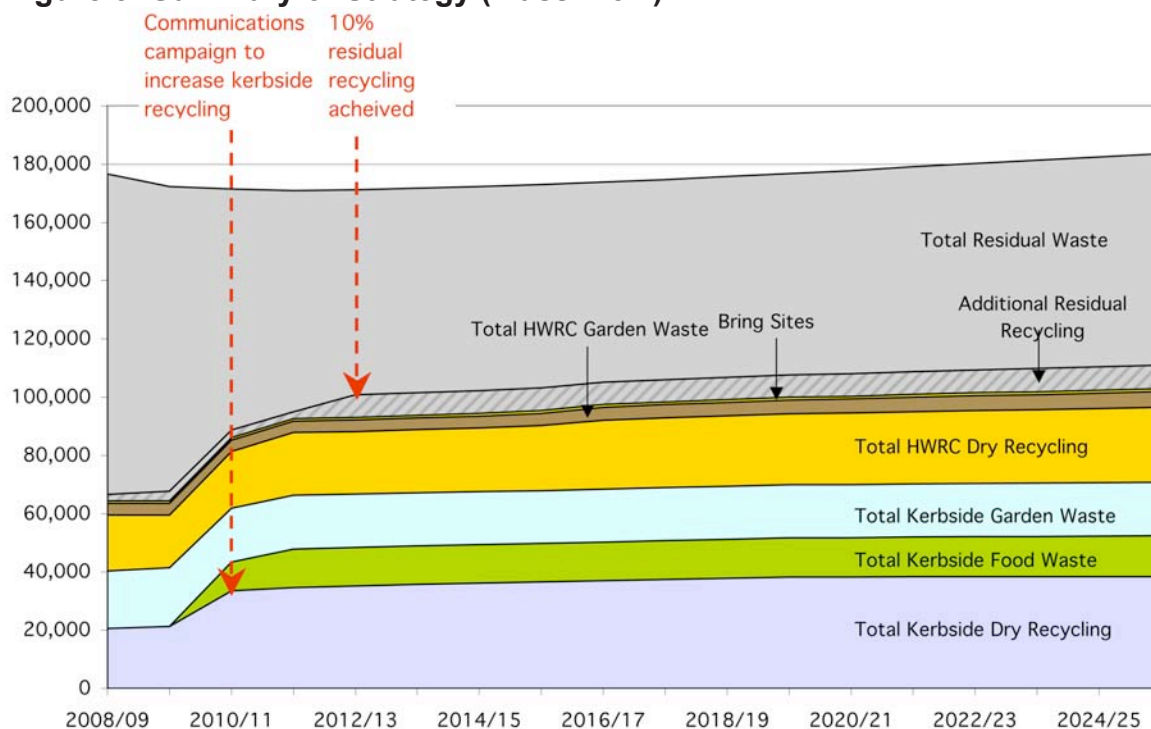
Target 1: Waste Reduction
Reduce the amount of household waste produced per inhabitant so as to achieve performance for this measure which is amongst the best 50% in England.
Target 2: Participation
Increase participation in kerbside recycling collections to at least 80% in 2011.
Target 3: Recycling at HWRCs
Reuse, recycle or compost 50% of the waste received at the sites in 2008/9 and 75% in 2011/12.
Target 4: Recycling of Residual Waste
Recycle or compost 10% of residual waste.
Target 5: Overall Recycling
Achieve a reuse, recycling and composting rate for household waste of: 46% by 2011/12, 50% by 2012/13 and 60% by 2015/16.

5.6 Turning Policies into Action

These Policies and Targets are expected to drive forward our performance for the foreseeable future. The Policies are given greater substance in the Action Plan accompanying this Strategy.

The combined impact of the policies and actions in the strategy is shown in Figure 5.

Figure 5: Summary of Strategy (Mass Flow)



6.0 Doncaster's Response to the Landfill Allowances Trading Scheme (LATS)

As indicated in 2.1.5, Doncaster has so far performed within its allocation of Landfill Allowances as a result of increasing its diversion of biodegradable waste through recycling and composting. This is expected to continue for 2008/9 but in 2009/10 (when allowances cannot be banked or borrowed) the current performance of recycling and composting collections appears unlikely to divert sufficient biodegradable waste from landfill.

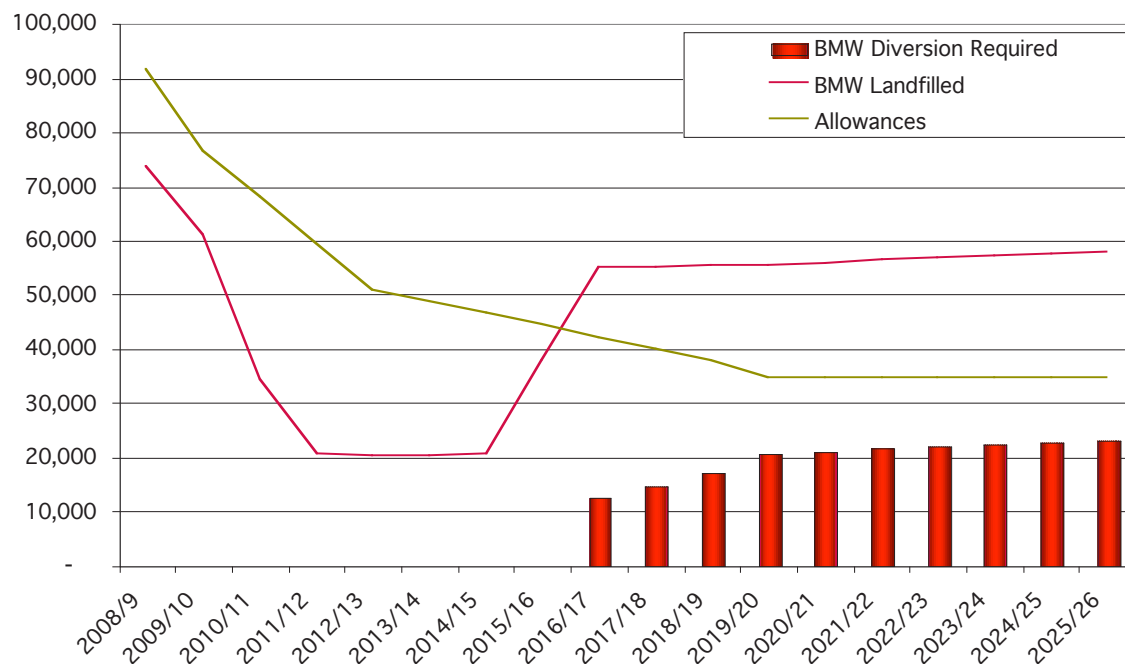
Solutions to this include:

- reducing the amount of municipal waste collected;
- increasing recycling and composting – particularly of biodegradable materials;
- sending some residual waste to non-landfill treatment facilities; and
- purchasing allowances from another authority.

The actions within this Strategy address the predicted shortfall through a combination of the first three options above. Doncaster aims to remain self-sufficient in landfill allowances but will, if necessary undertake some trading at the margin to ensure it remains within its allocation.

The impact of the initiatives proposed under the Strategy on the amount of biodegradable waste landfilled relative to Doncaster's allocation of allowances is shown in Figure 6. This demonstrates that the prevention and collection initiatives combined with the interim residual waste treatment and disposal contract will prevent shortfalls in allowances until the end of the interim contract in 2015/16 (although there is provision for a 3 year extension to this contract). As the nature of the long-term treatment and disposal arrangements are not determined (being subject to an ongoing procurement process) the graph indicates the amount of BMW diversion that would be required from this contract in order to work within Doncaster's allocation of allowances.

Figure 6: Landfilling of Biodegradable Waste



7.0 Monitoring and Implementing the Strategy

7.1 Implementing the Strategy

The accompanying Action Plan contains details of specific actions that are planned to implement the Strategy. The Action Plan will provide the basis for the annual workplan for waste management in DMBC.

7.2 Monitoring Progress and Review of the Strategy

This Strategy is intended to be a living document and a practical management tool. DMBC's commitment is to regularly monitor the implementation of the Strategy and to review and update the Action Plan each year as a minimum. Key targets – for reuse, recycling and composting, and for waste quantities per inhabitant – will be monitored quarterly. If the Action Plan becomes substantially inconsistent with the Headline Strategy, or if targets are clearly not being met, then if this cannot be rectified through the process of updating the Action Plan, a full review of the Strategy may be triggered.

At the latest, the Strategy will be reviewed in 2014/15. Thereafter, reviews will take place at least every five years, or as required by developments in its implementation. The Action Plan provides details as to how progress in delivering the Strategy will be measured.

This image shows a full page of white paper with horizontal blue lines, typical of notebook paper. The lines are evenly spaced and run across the width of the page. In the top-left corner, the word "Notes" is written in a bold, dark red font.

This image shows a full page of white paper with horizontal blue ruling lines. The lines are evenly spaced and run across the width of the page. In the top-left corner, the word "Notes" is written in a bold, dark red font.

An opportunity

not to be wasted

Doncaster Waste
Strategy 2009
Action Plan



Report for:

Doncaster Metropolitan Borough Council

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Disclaimer

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1.0 Introduction

This Draft Action Plan forms part of the Doncaster Waste Strategy (DWS). The purpose of the Action Plan is to provide a route map for the delivery of the principles and policies set out in the accompanying Headline Strategy. The Action Plan will guide the implementation of the Strategy and will be subject to annual monitoring and review. Changes may be made to the Action Plan in response to:

- accelerated or delayed implementation of actions;
- variance from predicted performance of actions;
- changes in Government policy, legislation or regulation; or
- other changes in circumstances

Significant changes that render the Action Plan inconsistent with the Strategy may necessitate revision of the Strategy.

1.1 Other Documents Comprising the Strategy

The structure of the DWS follows guidance from Defra on the production of such strategies. The Strategy itself comprises:

- a Headline Strategy document which sets the long term direction and policies for the Borough. The intention is that this will need only occasional revision; and
- this Action Plan

The Strategy is supported by a number of other documents that help to explain how it was developed and provide the evidence base supporting its conclusions. Table 1 lists the eight key documents.

Table 1: Documents Comprising the DWS

Document No.	Document Name
Headline Strategy & Action Plan	
1	Headline Strategy
2	Action Plan
Technical Reports	
3	Baseline Review
Process Reports	
4	How This Strategy Was Produced
5	Community Panel Report
6	Public Consultation Report
Strategic Environmental Assessment	
7	SEA Scoping Report
8	Environmental Report

1.2 Key Challenges for the Action Plan

Key waste management objectives for Doncaster addressed by the Strategy are:

- reducing waste generation and increasing participation in recycling services – by encouraging behavioural change by residents;
- maximising the separation of materials for recycling and composting – by further improving waste management services and facilities at the kerbside and Household Waste Recycling Centres (HWRC's); and
- reducing the landfilling of residual waste – by establishing new facilities for the treatment of residual waste.

Actions to achieve these objectives require a co-ordinated approach over a number of years and involve action by residents, by DMBC itself and by external partners, in particular the neighbouring authorities of Barnsley and Rotherham with whom we are working closely on a number of initiatives.

The Action Plan seeks to draw all of these together; for convenience it has been divided into the following individual plans:

- Waste Prevention and Culture Change;
- Waste Collection;
- Waste Treatment and Disposal; and
- Supporting Actions.

Each action plan details **what** action is to be taken, by **whom** and **when**. Links to the policies in the Headline Strategy, targets and monitoring arrangements are also summarised.

2.0 Waste Prevention and Culture Change

Prevention of waste is the highest tier in the waste management hierarchy – and is intimately connected with changing the culture around resources and waste.

The importance of such actions are increasingly frequently voiced by the public, businesses and elected representatives when waste management is discussed. Yet actions to achieve this change are not well understood, their impacts are inherently difficult to monitor and as a result such actions tend to have difficulty in attracting the level and continuity of investment that would allow them to be successful.

Many of the initiatives in this Action Plan can be seen as cross-cutting themes within the Strategy, which will support actions and performance at all levels of the hierarchy.

2.1 Basis in the Headline Strategy

The initiatives in this Action Plan will contribute to the delivery of the Strategy policies and Strategy targets listed below.

Policy 1:
We will invest in a programme of communications on waste and resources to support this Strategy.
Policy 2:
We will implement a programme of waste prevention initiatives.
Policy 7:
We will keep under review the range of mechanisms available to us to incentivise: <ul style="list-style-type: none">• waste prevention / re-use; and• greater participation by households in separate collection services.

Target 1: Waste Reduction
Reduce the amount of household waste produced per inhabitant so as to achieve performance for this measure, which is amongst the best 50% in England.
Target 2: Participation
Increase participation in kerbside recycling collections to at least 80% in 2011.
Target 5: Overall Recycling
Achieve a reuse, recycling and composting rate for household waste of: 46% by 2011/12, 50% by 2012/13 and 60% by 2015/16.

2.2 Initiatives & Targets

These actions are expected to play a key part in achieving the following targets in the Headline Strategy:

- increasing participation in kerbside recycling to at least 80% in 2011;
- increasing the rates of recognition of key recyclable materials; and
- reducing the amount of household waste per inhabitant.

It is worth emphasising that the performance assumptions for the kerbside collections from 2012, which are a major part of this Strategy, are reliant on the above increases being achieved.

2.2.1 Communications Plan

An annual plan for communications in relation to waste management will be prepared which includes both:

- general promotional activities on waste and resource management; and
- specific campaigns in support of other actions planned for the year.

Wherever possible these will be tied (in terms of timing, messages or branding) into national campaigns or initiatives and have specific targets set for the impact they expect to achieve.

An example is to focus on paper and textiles in the blue bag collections in the last quarter of 2008/9 with the aim to increase their capture by 10%.

2.2.2 Schools Education

Educational work with schools is the responsibility of the neighbourhood teams. Resource Recovery will work with them as well as Children & Young People to develop a specific programme of activities for schools.

2.2.3 Waste Prevention Team

A team of waste prevention officers will be recruited in summer 2010 to deliver a programme of waste prevention initiatives (see below) as well as assisting in wider promotional activities on waste.

2.2.4 Waste Prevention Initiatives

A programme of waste prevention initiatives will be undertaken. Details of those considered are included within the Environmental Report, it is anticipated that by 2025 around 65,000 tonnes of waste will be prevented from entering the waste stream.

Home composting will be supported and promoted through an intensive programme which will include the provision of home compost bins at subsidised rates and support for individual households to ensure that they get the most appropriate bin and use it effectively. Our target is that 35% of households in Doncaster will be actively home composting by March 2015, preventing 9,500 tonnes of waste.

We will actively promote measures, such as the mailing preference service to reduce **junk mail**.

Initiatives such as **SMART shopping** and encouraging households to sign up to a **zero waste challenge** will be promoted, by the team, on a periodic basis.

2.3 Financing the Action Plan

The majority of the costs associated with this action plan result from:

- the employment of waste prevention officers; and

- the costs of leaflets, advertisements and other activities that may be required for the annual communication plan.

Both of these will be the subject of bids for resources in 2009/10, these will be made on the following basis:

- waste prevention - the business case for the combined programme of initiatives proposed; and
- communications – on the need to deliver increased recycling performance through increases in participation and capture rates in order to achieve the targets within the Strategy. WRAP indicates that an annual budget of £2 per household may be required to achieve this.

2.4 Monitoring

Monitoring the impact of waste minimisation initiatives is notoriously difficult. Without monitoring, however, it will be impossible to assess the value of initiatives individually or the programme as a whole. Appropriate measurement methodologies will need to be developed for each initiative.

3.0 Waste Collection

Doncaster residents have responded well to the recycling and composting collection services provided for them by DMBC, giving Doncaster a recycling performance of 34% in 2007/8 – a good performance for a metropolitan authority. This Strategy builds on that track record and aims to achieve a recycling rate of 60% by 2020/21. This rate is:

- above that in the National Waste Strategy; and
- represents a significant step towards that in the Mayor's Zero Waste Strategy.

The Strategy expects to achieve these rates through a combination of:

- actions specific to waste that can be separated at source for reuse, recycling and composting, either through collection systems or by providing facilities at HWRC's (detailed in this action plan); and
- the separation of materials during the treatment of residual waste (included within the treatment and disposal action plan).

3.1 Basis in the Headline Strategy

The initiatives in this action plan will contribute to the delivery of the Strategy policies and Strategy targets listed below.

Policy 3:
We will provide regular, convenient collection services so as to maximise the opportunities for separate collection of recyclable and compostable wastes.
Policy 4:
We will extend the coverage of recycling services so that all households have either a regular collection service or a convenient alternative arrangement.
Policy 5:
We will complete the current programme of improvements at Household Waste and Recycling Centres and work with the contractor for the sites in order to: <ul style="list-style-type: none">• reduce the illegal use of sites by traders;• increase the range of materials separated for reuse/recycling; and• further increase the amount of material received at the sites that is reused, recycled or composted.
Policy 6:
We will explore the opportunities to increase the levels of reuse, recycling and composting achievable for other waste streams, in particular: <ul style="list-style-type: none">• litter bin waste;• commercial waste;• items collected through bulky collections; and• waste from municipal buildings.

Policy 7:
<p>We will keep under review the range of mechanisms available to us to incentivise:</p> <ul style="list-style-type: none"> • waste prevention / re-use; and • greater participation by households in separate collection services.

Target 2: Participation
Increase participation in kerbside recycling collections to at least 80% in 2011.
Target 3: Recycling at HWRC's
Reuse, recycle or compost 50% of the waste received at the sites in 2008/9 and 75% in 2011/12.
Target 5: Overall Recycling
Achieve a reuse, recycling and composting rate for household waste of: 46% by 2011/12, 50% by 2012/13 and 60% by 2015/16.

3.2 Initiatives & Targets

3.2.1 Household Waste Recycling Centres

A new contract for the management of our six Household Waste Recycling Centres (HWRC's) started in August 2008; this is let jointly with Barnsley and Rotherham Councils. The contract term is 7 years with an optional 3 year extension so actions in the first half of the Strategy period (which is the main focus of the Action Plan) will be within the context of this contract. Of particular relevance to the Strategy are:

- achieving a minimum diversion level of 50% of waste received throughout the period. This performance is already being achieved but changes in collection arrangements (such as garden waste) have impacted on this and others (such as waste electrical and electronic equipment and batteries) may do so in the future;
- a recycling premium which increases in bands for performance above the minimum diversion level;
- a commitment to introduce reuse initiatives at certain sites;
- completion by DMBC of a programme of infrastructure improvements; and
- the intention of DMBC to support the enforcement of restrictions on access by traders through the implementation of an automatic number plate recognition system.

A programme of **infrastructure improvements** at the HWRC's in Doncaster is underway in order to provide improved usability, security and capacity at each site. Improvements at the two remaining sites will be completed by summer 2009.

Abuse of the sites (which are exclusively for use by residents for disposing of household waste) is known to be a continuing issue. A **permit system** is in operation – and when introduced significantly reduced the amount of material received at the sites. This system will be revised and improved and will be complemented by the introduction of an **automatic number plate recognition** system in spring 2009. We aim to reduce the total amount of waste collected at the sites by 10% through these measures.

There is the potential to separate some of the items taken to HWRC's for reuse – and from 2008/09 this counts towards the 'recycling performance' indicator NI 192. The potential for **separation and reuse** of a variety of materials, including **furniture** and **paint**, will be explored with the HWRC contractor and external partners such as Refurnish – a local furniture reuse organisation. This will require additional storage space/containers on the sites and in practice the size of several of the HWRC's in Doncaster is likely to preclude this. We aim to have reuse collections from at least 2 sites by winter 2010.

In the longer term we would like to convert at least two of the sites into '**Zero waste HWRCs**' at which there will be no residual waste container - all materials being separated for reuse, composting or recycling. We will develop this concept towards the end of the current contract with the aim of introducing it in 2015/16.

3.2.2 Kerbside Waste Collections

Waste collected from households at the kerbside is the largest single stream of waste managed by DMBC. Changing the way in which collections take place has been the major contributor to Doncaster's increased recycling performance over the past 5 years. Collections are currently undertaken by four different contractors¹. We are in the process of letting a single integrated waste collection contract. The duration of this will be 6 years with an optional 3-year extension; so much of the first half of the Strategy period (which is the main focus of the Action Plan) will be within the context of this contract.

We expect operations under the **integrated waste collection contract** to commence in summer 2009.

Analysis of the waste remaining after recycling and garden waste collections have taken place (residual waste) indicates that the greatest single component is food waste. Collection of food waste – either separately or with garden waste – is becoming more common in the UK; we will draw on experience elsewhere to explore the practicalities and benefits of introducing **food waste collections** in Doncaster. If the decision is made to introduce collections they will not be able to start until there is a facility available to accept the material (see 4.2.2).

A number of changes to the kerbside **collection arrangements** are planned to coincide with the start of operations under the integrated waste collection contract:

- thin card is currently collected for composting with garden waste. This is proving impractical during the winter months when little garden waste is put out for collection so we intend to **collect thin card with other dry recyclable materials** from summer 2009; and
- the current policy of '**no side waste**' being allowed alongside the residual waste bin is not well observed – and in some areas the problem is significant. We will establish and implement a programme of enforcing this policy, working with households and collection crews and targeting neighbourhoods in a systematic way. We expect to eradicate this problem by the end of 2011/12; this will contribute significantly to changing culture and increasing participation and capture rates through the recycling and garden waste collections.

¹ SITA for residual waste, garden waste and non-reusable bulky waste, Dawn Environmental and Doncaster Community Recycling Partnership for recycling and Refurnish for reusable bulky waste.

The great majority (98%) of households in Doncaster receive our kerbside recycling services; those that do not are predominantly **flats and houses in multiple occupation**. Providing services to these properties requires a site-by-site approach, discussions with residents and owners/managers and may require more specialist containers or equipment. We are committed to progressing this in co-operation with the new collection contractor with the aim of meeting the targets in the Household Waste Recycling Act for 'all households to have a collection service unless the costs of doing this would be unreasonably high or comparable alternative arrangements are available' by 31st December 2010.

3.2.3 Other Waste Collection Services

With the main roll out of recycling collection services now completed we propose to turn our attention to opportunities to improve resource management within other waste streams, for example:

- reviewing the arrangements for the collection of **clinical waste** - the Primary Care Trust took over the responsibility for collections of this material from surgeries in summer 2008;
- we expect to be able to revise the arrangements for **waste from litter bins** when our planned new depot becomes operational in spring 2010 (see 5.2.1) – most likely by bulking up the material and sending it for treatment where materials can be separated for recycling/composting rather than landfill disposal;
- our **bulky waste** collection arrangements currently reuse/recycle around 45% of the material that is collected through a partnership with local charity Refurnish. The arrangements will change as a result of the new collection contract, however, we expect Refurnish to remain involved and for the new arrangements to increase the reuse/recycling rate to 50% by spring 2010;
- phasing out the use of **skips provided by DMBC** to various departments of the authority for disposal of their waste. Managers will be encouraged to make alternative arrangements, particularly those where materials can be recovered for reuse, recycling or composting; and
- developing a zero waste approach to the management of **waste from council buildings and services**. This work will be part of the remit of the waste prevention team; implementation will commence in autumn 2010 when they are in place and the scheme will be progressively introduced to all the buildings and services for which we are responsible. We expect this to be complete by spring 2014.

3.3 Financing the Action Plan

The major component of this action plan – the integrated waste collection contract – is expected to reduce the overall costs of the existing services; allowing more to be achieved with the same level of resources. This is anticipated to allow the following initiatives to be achieved:

- collection of thin card with dry recyclables;
- increased reuse/recycling through bulky collections; and
- extending recycling services to flats and houses in multiple occupation.

Certain actions will be achieved through the use of existing staff resources in Resource Recovery or other departments. These include:

- improvement of the permit system at HWRC's;

- changes to the arrangements for clinical waste and DMBC skips;
- enforcement of 'no side waste' (by existing neighbourhood wardens); and
- in the longer term the management of the recycling and reuse arrangements within council buildings (by building services).

Actions for which resources are already secured include:

- infrastructure improvements at HWRC's; and
- the introduction of automatic number plate recognition at HWRC's;

The following actions will require bids for resources to be made on the basis of the business case for each individual activity:

- introduction of food waste collections;
- revised arrangements for waste from litter bins;
- reuse collections at HWRC's;
- action on waste from council buildings (NB this will be part of the work of the waste prevention team identified in 2.2.3)

3.4 Monitoring

The key measure for the majority of these actions will be the quantities and proportion of material reused, recycled or composted. As well as monitoring this at the overall (MSW and household waste) levels, performance will be monitored for individual waste streams and materials as appropriate so that the impact of actions can be kept under review.

Additional measures to be used include:

- the proportion of households with regular collection of two or more recyclable materials; and
- the proportion of households without a regular collection of two or more recyclable materials but which have a comparable alternative arrangement.

4.0 Waste Treatment and Disposal

The amount of residual waste from Doncaster requiring treatment/disposal has declined over recent years² as a result of changes in services and a significant increase in the amount of waste recycled and composted.

Taking account of the measures in this Strategy and the expected increases in numbers of households in Doncaster we anticipate that the amount of residual waste will continue to fall until 2010/11 from when a total of just over 80,000 tonnes per annum will require treatment/disposal for the rest of the Strategy period.

It is, however, necessary to consider how to deal with residual waste, and in particular, to understand how best to manage residual waste given:

- our desire to move waste up the hierarchy (Principle 2 of the Strategy);
- DMBC's obligations under the LATS; and
- the costs and benefits of alternatives to landfilling.

A combination of the following methods could be used alongside landfill:

- mechanical treatment, to separate residual waste into different categories and to recover materials for recycling;
- biological treatment, to stabilise biodegradable wastes, to recover materials or biogas and to reduce weight, volume and moisture content; and
- thermal treatment, to recover heat and/or energy.

Lead times for procurement and commissioning of some facilities for dealing with residual waste can be considerable, though these vary with:

- a) whether the intention is to choose a technology or not;
- b) if the intention is to choose a specific technology, the technology chosen; and
- c) the approach taken to procurement and financing.

Given the long lead times involved DMBC has already commenced the procurement process, working jointly with Barnsley and Rotherham councils. For the period until a new waste treatment facility can become operational we have jointly awarded an interim contract for the treatment and disposal of a proportion of our residual waste.

This Action Plan is within the context of this interim contract and the joint procurement process, though as stated above, the financing and procurement routes themselves may affect the timing of preparatory steps, and the timing of delivery of facilities. In addition it covers the need to secure treatment capacity for food waste if the decision is made to proceed with the collection of this material.

² From 180,000 tonnes in 2001/2 to 116,000 tonnes in 2007/8

4.1 Basis in the Headline Strategy

The initiatives in this action plan will contribute to the delivery of the Strategy policies and Strategy targets listed below.

Policy 8:
We will seek a residual waste management solution which respects our desire to move waste up the hierarchy, is flexible, reliable, represents value for money and which achieves at least 10% recycling performance by separating materials for recycling or composting from the waste it receives.
Policy 9:
We will seek opportunities to work in partnership with others in the pursuit of this Strategy.

Target 4: Recycling of Residual Waste
Recycle or compost 10% of residual waste.
Target 5: Overall Recycling
Achieve a reuse, recycling and composting rate for household waste of: 46% by 2011/12, 50% by 2012/13 and 60% by 2015/16.

4.2 Initiatives & Targets

4.2.1 Residual Waste

As already outlined an **interim residual waste treatment and disposal contract** has been let jointly with Barnsley and Rotherham councils; operations commenced in August 2008. Initially this provides for the treatment and disposal of 25,000 tonnes per year of Doncaster's waste, rising to 50,000 tonnes per year in autumn 2011. The contract is for 7 years with the potential to extend for a further 3 years and requires that at least 70% of the waste received is diverted from landfill.

The joint procurement of a **long-term residual waste treatment and disposal contract** is already underway using the government's Private Finance Initiative. This process does not specify what form of treatment is required by the authorities, asking instead that certain output specifications are met by the contractors. Doncaster has specified that, in addition to the diversion of waste from landfill, the facility must separate at least 10% of the waste received for recycling and composting.

4.2.2 Biowaste

A new contract for the **windrow composting** of material from the garden waste collections was let jointly with Barnsley and Rotherham councils; operations started in autumn 2008. The contract is for a period of 7 years with an optional 3 year extension. It makes allowance for possible variations in the amounts and nature of material received resulting from decisions on collection arrangements by all or any of the authorities (for instance Doncaster's intention to stop collecting thin card with garden waste and the possible introduction of food waste collections).

If the decision is made to collect food waste then different treatment facilities will be required in order to comply with the Animal By-product Regulations. These specify time

and temperature requirements for processes that deal with food waste – which cannot be met by simple windrow composting facilities and so alternative processes must be used; in-vessel composting or anaerobic digestion. At present there are no facilities of these types within the sub-region and so any decision to proceed with food waste collections will need to allow for both the procurement process and the construction of new **food waste treatment** facilities prior to the commencement of collections.

4.3 Financing the Action Plan

The long-term residual waste treatment and disposal contract is being procured through the government's Private Finance Initiative and is already within the medium-term financial plans of Barnsley, Doncaster and Rotherham councils.

Decisions on the food waste treatment contract will be made within the context of the overall business case for the collections. Because of the likely economies of scale resulting from joint procurement the business case considerations are also being made jointly.

4.4 Monitoring

The waste treatment and disposal action plan will have to be responsive, especially in the early years, to the performance of the other action plans. Monitoring of these critical variables will be integrated with the monitoring of residual waste generation trends and progress on developing and implementing the procurement plan.

5.0 Supporting Actions

The bulk of the Strategy will be delivered by the preceding action plans for waste prevention and cultural change, waste collections and waste treatment and disposal. There remain, however, certain additional actions that either act to support these actions plans or translate other policies into action; these are contained within this Action Plan.

5.1 Basis in the Headline Strategy

The initiatives in this Action Plan will contribute to the delivery of the Strategy policies and Strategy targets listed below.

Policy 5:
We will complete the current programme of improvements at Household Waste and Recycling Centres and work with the contractor for the sites in order to: <ul style="list-style-type: none">• reduce the illegal use of sites by traders;• increase the range of materials separated for reuse/recycling; and• further increase the amount of material received at the sites that is reused, recycled or composted
Policy 6:
We will explore the opportunities to increase the levels of reuse, recycling and composting achievable for other waste streams, in particular: <ul style="list-style-type: none">• litter bin waste;• commercial waste• items collected through bulky collections; and• waste from municipal buildings
Policy 7:
We will keep under review the range of mechanisms available to us to incentivise: <ul style="list-style-type: none">• waste prevention / re-use; and• greater participation by households in separate collection services.
Policy 9:
We will seek opportunities to work in partnership with others in the pursuit of this Strategy.
Policy 10:
We will lobby government departments and agencies, as well as other organisations, for the introduction of policies and financial arrangements which support the delivery of this Strategy and its principles.
Policy 11:
In implementing the Strategy We will have regard to relevant national, regional and local guidance, policies, strategies and plans.

Target 3: Recycling at HWRC's
Reuse, recycle or compost 50% of the waste received at the sites in 2008/9 and 75% in 2011/12.
Target 5: Overall Recycling
Achieve a reuse, recycling and composting rate for household waste of: 46% by 2011/12, 50% by 2012/13 and 60% by 2015/16.

5.2 Initiatives & Targets

5.2.1 Facilities

Our waste management and cleansing services currently operate from a number of locations. This does not always allow the most efficient deployment of vehicles and staff and we are also constrained by lack of space from developing certain initiatives. We plan to develop a **new waste management depot** from which to operate our services by spring 2010. This will support a number of the initiatives detailed in the waste collection action plan and in particular, enable revised arrangements for waste from litter bins to be made (see 3.2.3)

Our programme of **infrastructure improvements at HWRC's** has already seen four sites completed; the remaining two will be completed by summer 2009. This supports the initiatives detailed in 3.2.1.

5.2.2 DMBC Procedures

Throughout the Strategy period there will be ongoing development of new flats and houses in Doncaster. In the past these have not always made appropriate provision for waste management – for instance access by collection vehicles and storage space for appropriate numbers and types of containers for waste. New procedures for consultation with waste managers during the development control process were introduced. We will review the effectiveness of these in the last half of 2009/10 and implement appropriate revisions in spring 2010.

5.2.3 Issues & Opportunities

Many of the issues and opportunities in managing Doncaster's waste are determined by legislation and other developments which have relatively long lead times before they take effect. We will prepare an **annual review** of these and their possible implications for Doncaster to the Mayor.

5.3 Monitoring

This action plan includes the proposed timetable for the monitoring of DMBC's performance in waste management as well as of progress in implementing the Strategy. We will establish monitoring arrangements, which cover all the different activities covered in the Action Plan, ensuring that these are compatible with other monitoring and reporting that is required of us. We will report on recycling performance on a quarterly basis and will prepare an annual review of progress in delivering the Strategy along with a work plan for the coming year.

GANT CHARTS

The following figures illustrate the timings for each part of the Action Plan until 2014/15.

Figure 1: Waste Prevention and Cultural Change

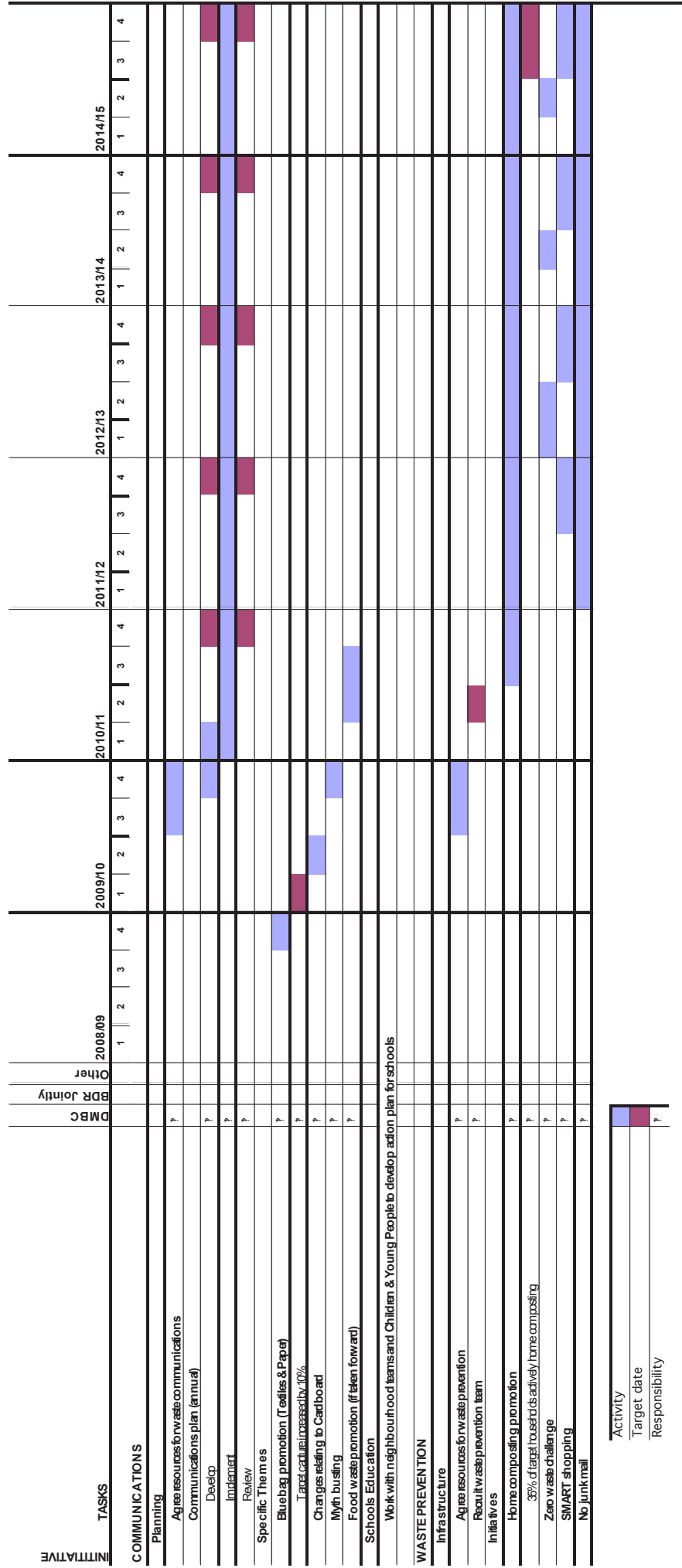


Figure 2: Household Waste Recycling Centres

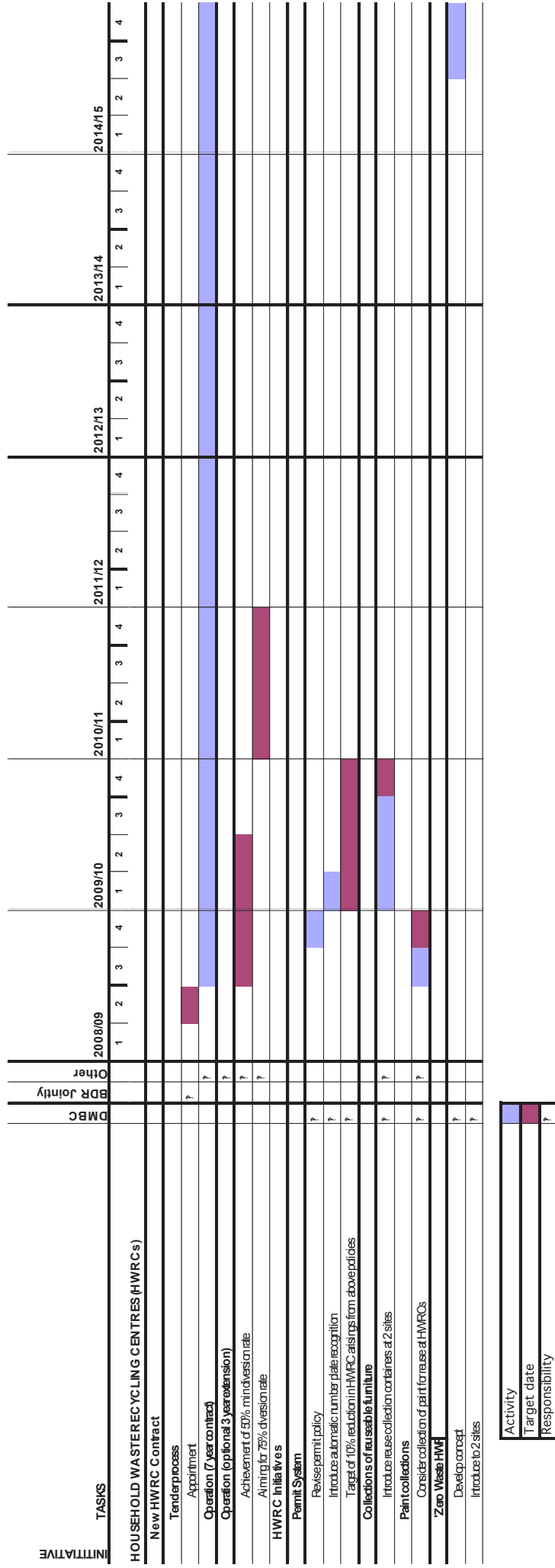


Figure 3: Kerbside Collection

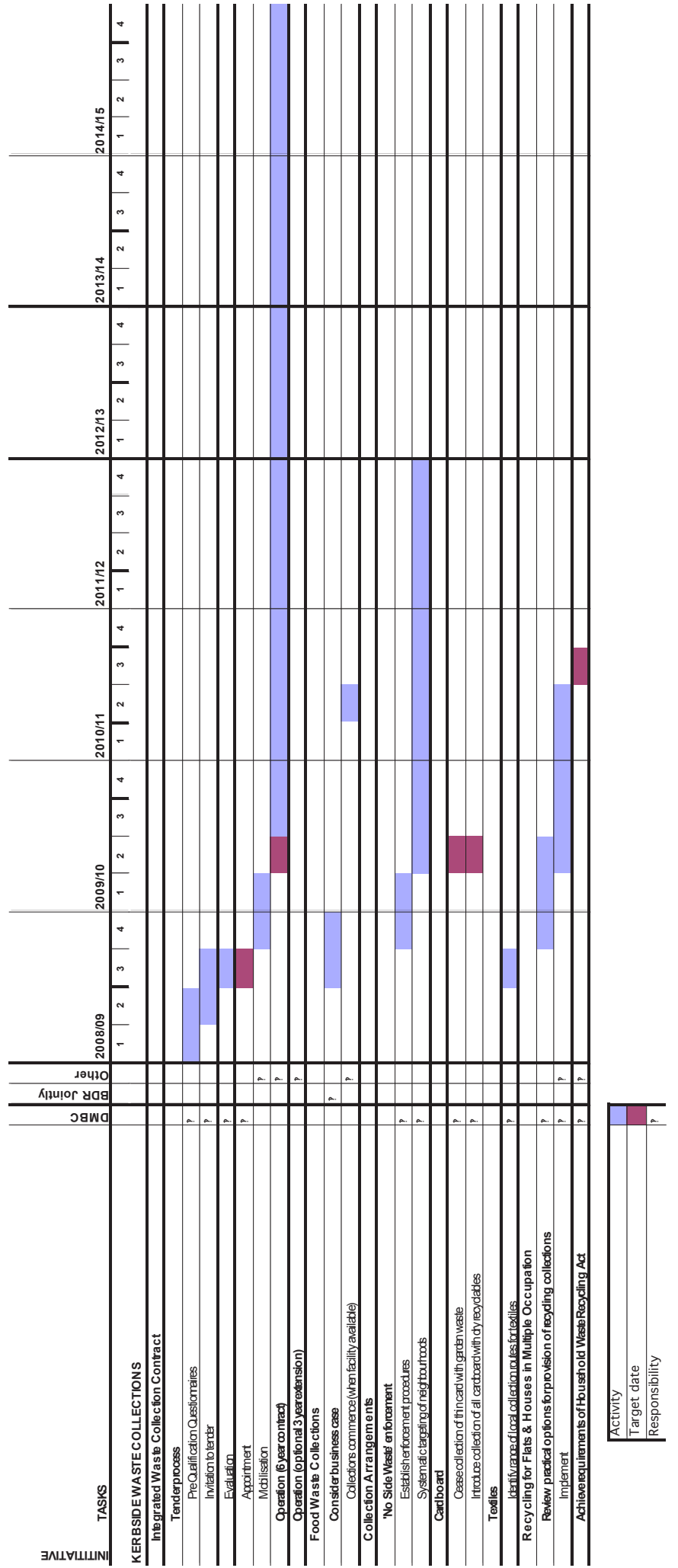


Figure 4: Other Waste Collection Services

INITIATIVE	TASKS	DMBC	BRR Jointly	Other	2008/09				2009/10				2010/11				2011/12				2012/13				2013/14				2014/15			
					1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
OTHER WASTE COLLECTION SERVICES	Other Waste Streams																															
	Clinical waste collections																															
	End of clinical collections from suppliers (to PCT)	?																														
	Litter bin waste																															
	Explore options for bulk and alternative treatment	?																														
	Implement at new depot	?																														
	Bulky waste collections																															
	Review collection and reuse arrangements with new contractor & Refinish	?																														
	Achieve 57% reuse and recycle rate																															
	Council In-house Waste																															
	DMBC skip collection service																															
	Encourage users to transfer to contractors with MRF	?																														
	Skip collections to ease with new contract	?																														
	Reduction, reuse and recycling at Council buildings																															
	Develop in-house approach	?																														
Introduce scheme to main council offices	?																															
Introduce scheme to schools and colleges	?																															
Introduce scheme to other council buildings	?																															

Figure 5: Waste Treatment and Disposal

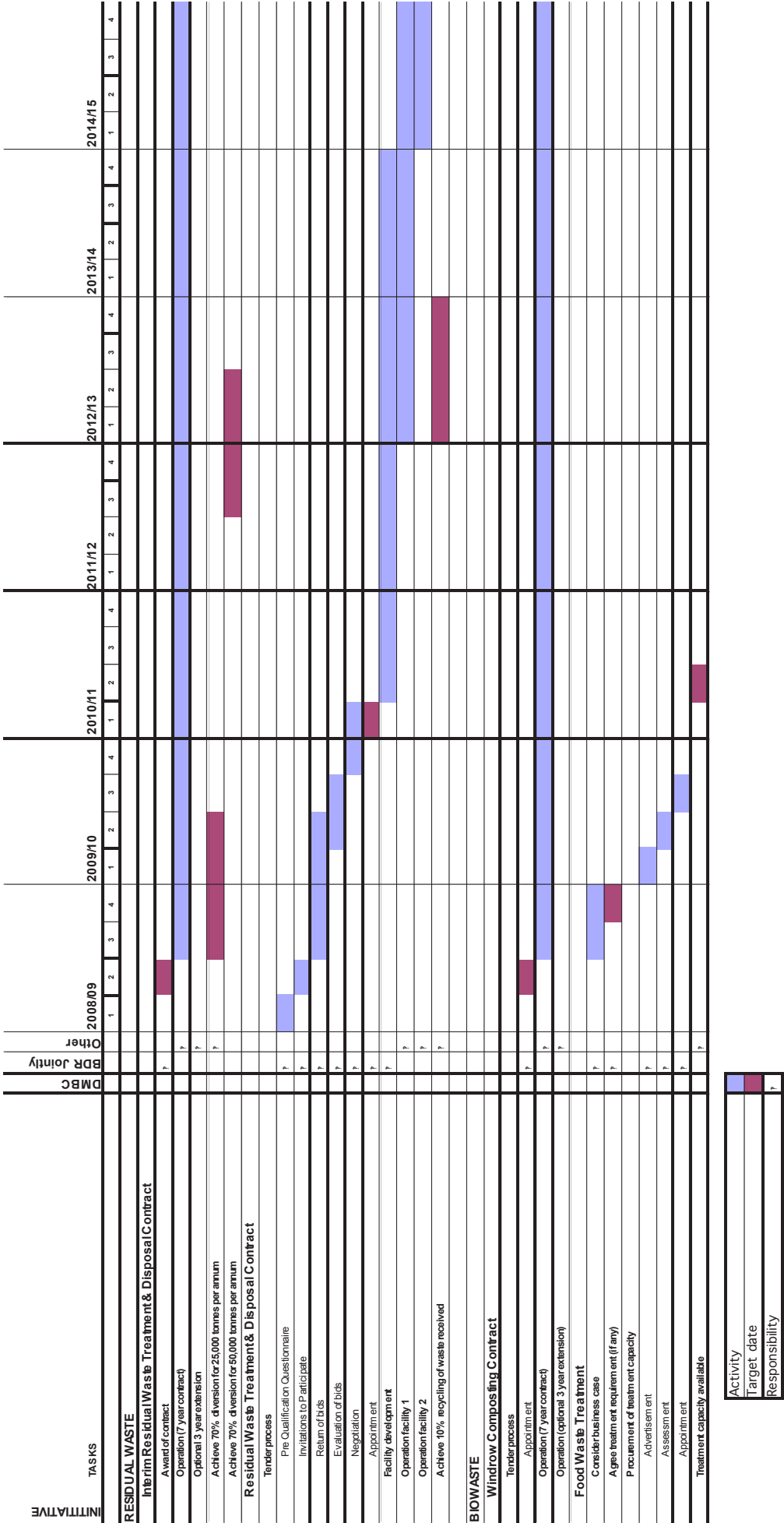


Figure 6: Supporting Actions

INITIATIVE	TASKS	DMBC	BDR Jointly	Other	2008/09				2009/10				2010/11				2011/12				2012/13				2013/14				2014/15			
					1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
FACILITIES	New Waste Management Depot																															
	Planning	?																														
	Construction	?																														
HWRC Improvements	Services operate from new depot	?																														
	Infrastructure improvements - 2 sites	?																														
DMBC PROCEDURES	Development Control																															
	Consultation procedure on provision for waste in new builds																															
	Review effectiveness of procedure	?																														
ISSUES & OPPORTUNITIES	Implement revisions as necessary	?																														
	Partnerships & Legislation																															
	Review emerging issues, opportunities and legislation																															
MONITORING	Present annual bid to Mayor																															
	Strategy Implementation																															
	Monitoring																															
Reporting	Establish monitoring parameters	?																														
	Gather data for recycling performance	?																														
	Gather data for other parameters	?																														
Other	Report recycling performance quarterly	?																														
	Report progress on strategy delivery annually	?																														

Activity
Target date
Responsibility

This image shows a full page of white paper with horizontal blue lines, typical of notebook paper. The lines are evenly spaced and run across the width of the page. In the top-left corner, the word "Notes" is written in a bold, red font.

This image shows a full-page view of a blank sheet of lined paper. At the top left, there is a red rectangular header area containing the word "Notes" in white, bold, sans-serif font. The rest of the page is filled with horizontal blue lines, providing space for writing.

This image shows a full page of white paper with horizontal blue lines, typical of notebook paper. The lines are evenly spaced and run across the width of the page. In the top-left corner, the word "Notes" is written in a bold, red font.

Where Will Waste be Managed?

This Strategy looks at how we plan to manage Doncaster's waste in the future. It may result in some new waste management facilities being built. The councils of Barnsley, Doncaster and Rotherham are working together to develop a Joint Strategic Waste Development Plan Document that will include proposals and policies to guide where new facilities will be built.

The latest consultation document for this plan is available at www.doncaster.gov.uk/wastedpd



Information can be made available in other languages, or other formats such as Braille or Audio Tape, on request. Please ask a member of our staff for more information, or if you need any other help or advice. (They can arrange to speak to you in your own language if you need them to.)



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