

**NORTH LINCOLNSHIRE COUNCIL**

**CABINET**

**MUNICIPAL WASTE MANAGEMENT STRATEGY FOR NORTH LINCOLNSHIRE**

**1. OBJECT AND KEY POINTS IN THIS REPORT**

- 1.1 The object of this report is to update Cabinet with progress made on a refresh of the Municipal Waste Management Strategy (MWMS) and to confirm arrangements for its formal adoption.
- 1.2 The key points in this report are:
- At a meeting held on 25 January 2012 the Cabinet Member for Highways and Neighbourhoods approved a review of the MWMS.
  - A Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) are required of the refreshed strategy document.
  - A further period of consultation is needed prior to formally adopting the MWMS. The council can then publish the strategy.

**2. BACKGROUND INFORMATION**

- 2.1 The council adopted a first draft MWMS for North Lincolnshire in 2008. Prior to this, the government had published the National Waste Strategy for England in 2007. Stakeholders, including local residents were widely consulted. Their feedback was incorporated in the draft document. The proposed outcomes included a target to recycle 50% of household waste by 2010. This target was subsequently achieved.
- 2.2 The Highways and Neighbourhoods Cabinet Member agreed to a review and updating of the strategy in January 2012. This was in the context of changes to national waste policy. These included the publication of the Government Review of Waste Policy in England 2011. The review process requires the completion of a sustainability appraisal and a strategic environmental assessment before the updated strategy can be adopted.

- 2.3 A Strategic Environmental Options Appraisal has been conducted to include amongst other options the examination of opportunities locally for treating the residual municipal waste that is not recovered for reuse, recycling or composting. The assumptions made in 2008 were revisited and refined. Life cycle assessment techniques were used. These were not previously available.
- 2.4 The SEA Directive requires that we conduct an integrated SA and SEA. The outcome of this work is a comprehensive report. A copy of the “non-technical summary” is appended to this paper. Officers have deposited a complete copy of the report in each political group office.
- 2.5 Cabinet is asked to give consideration to the SA/SEA report. A further five-week period of statutory consultation with English Heritage, English Nature and the Environment Agency is then required. The council can then formally adopt the report, potentially as early as mid-late August 2012. This is of course dependant upon the outcomes of this further period of consultation. The relevant Cabinet Member can take this decision. It is also recommended good practice to upload a copy of the report onto the council’s website for information purposes
- 2.6 The final draft of the MWMS will reflect any valid comments received prior to its adoption by the council.
- 2.7 Thereafter, the MWMS remains a ‘living’ document. As such, it is subject to periodic reviews. These reviews depend upon relevant circumstances prevailing locally, nationally and internationally.

### **3. OPTIONS FOR CONSIDERATION**

- 3.1 That Cabinet approves that the MWMS and associated documents accurately reflect the views of local stakeholders.
- 3.2 That Cabinet defer adoption and highlight any concerns they might have with the MWMS.

### **4. ANALYSIS OF OPTIONS**

- 4.1 The MWMS represents a detailed assessment of the measures already taken and further required in the foreseeable future for the sustainable management of municipal waste locally. The document attempts to accurately reflect the circumstances prevailing as well as pre-empting future National and European policy drivers. Most importantly, the MWMS provides realistic and achievable options for moving the management of waste locally up the waste hierarchy. Officers therefore recommend adopting the refreshed MWMS as the best option available.

**5. RESOURCE IMPLICATIONS (FINANCIAL, STAFFING, PROPERTY, IT)**

5.1 The MWMS details a number of potential options for dealing with the municipal waste stream locally. The resource implications of each of these are assessed within the document and associated appendices.

**6. OTHER IMPLICATIONS (STATUTORY, ENVIRONMENTAL, DIVERSITY, SECTION 17 - CRIME AND DISORDER, RISK AND OTHER)**

6.1 The MWMS was produced with regard to the requirements of the SEA Directive and other relevant statute.

**7. OUTCOMES OF CONSULTATION**

7.1 The original draft MWMS produced in 2008 was underpinned by the outcome of an extensive survey of local stakeholders including many residents. The refreshed strategy was shared with a range of relevant statutory bodies. Their comments were subsequently incorporated. Officers will upload the latest version of the document onto the council's website for information and comment.

7.2 Relevant officers in legal services were consulted. They agree that the approach set out in this paper is appropriate.

**8. RECOMMENDATIONS**

8.1 That Cabinet approves the current draft of the Sustainability Appraisal/Strategic Environmental Assessment prior to final consultation.

8.2 That Cabinet agrees to refer the SA/SEA and associated documents, to the relevant statutory bodies for the statutory final consultation.

8.3 That Cabinet approves the uploading of the SA/SEA report, incorporating the MWMS onto the council's website for information.

8.4 That Cabinet Member for Highways and Neighbourhoods receive the final draft of the MWMS for approval at the conclusion of the statutory consultation.

**DIRECTOR OF PLACES**

Civic Centre  
Ashby Road  
SCUNTHORPE  
North Lincolnshire  
DN16 AB  
Author: Kevin Booth  
Date: 22 June 2012

**Background Papers used in the preparation of this report**

- Waste Strategy for England 2007
- Waste Review 2011
- Minute Item 56 (55) of the Highways and Neighbourhoods Cabinet Member, dated 25 January 2012, titled "MUNICIPAL WASTE MANAGEMENT STRATEGY"
- Government Review of Waste Policy in England 2011, published by Defra

# Non-Technical Summary

## Introduction

Mott MacDonald was commissioned by North Lincolnshire Council to undertake an integrated Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) of the North Lincolnshire Municipal Waste Management Strategy (MWMS). The two documents have been developed in parallel with each other, with the process of integrating the two starting at an early stage in the development of the final MWMS.

The two documents should therefore be read together, and the MWMS document is included as Appendix E of this document.

The MWMS document has been developed from the Draft MWMS which was produced in 2008. The changes in the SEA Directive requirements since then have been incorporated into the new strategy. New data regarding the waste management market and new tools for the assessment of waste management technologies such as WRATE have been used in the development of the strategy.

This has been used to inform the assessment process for the development of the preferred options. The whole process together with the Action Plans that are a part of the MWMS have been used as the basis of the SEA/SA assessment.

Throughout the process the key stakeholders have been consulted, these include the statutory consultees together with the Council's technical teams and the broader stakeholder base which includes the elected members, and a number of consultations over a considerable period of time with the residents of North Lincolnshire Council. In this way the strategy has been developed to ensure the 'buy-in' of the Council and its stakeholder base.

The SA/SEA has been undertaken which followed the requirements of the European Union Directive 2001/42/EC, commonly known as the SEA Directive and resulting Regulations.

The North Lincolnshire MWMS SEA Scoping Report was sent out for formal consultation in April 2012 to the three statutory consultees (the Environment Agency, Natural England and English Heritage). Comments received have been taken into consideration in preparation of the SA Report and the MWMS.

## **Municipal Waste Management Strategy Context**

The MWMS document that this document assesses was developed from a draft document produced in 2008. Within this is an environmental options appraisal based upon guidelines for best practicable options assessment. Within this are the key environmental topics and indicators specified by the SEA directive. These have been assessed using

### **Scoping Results**

The scoping process identified the relevant plans and programmes at International, National, Regional and Local level and their implications for the SA/SEA and MWMS. Scoping has also set the environmental, social and economic baseline context the MWMS area, and identified key sustainability challenges and opportunities.

An SA/SEA Framework consisting of sustainability objectives and indicators was developed for the North Lincolnshire MWMS SA/SEA. The sustainability objectives were produced by Mott MacDonald and North Lincolnshire Council. They are based on the SEA Directive topics, the North Lincolnshire LDF Initial Sustainability Appraisal Objectives and the North Lincolnshire Municipal Waste Management objectives. The MWMS objectives are;

- To develop a more sustainable system of waste management, promoting waste prevention in the first instance, encouraging re-use and recycling, and minimising the quantity of waste disposed of without recovering value from it;
- To ensure that "Value for Money" principles are applied, and to secure an economic, efficient and effective waste management service;
- To meet the challenging targets set by Government to recover value from waste and to move towards a 'zero waste' system by 2020.
- To meet the Council's need to reduce its carbon footprint.
- To work in partnership with others in the provision of the service, including government, other local authorities, private and community sectors; and
- To meet the increasing expectations of residents, and to seek to engage the wider community via the Council's Strategic Partnership arrangements.

### **Assessment Results**

North Lincolnshire Council took a number of factors into account when determining the preferred strategic option for the MWMS. These include the SA/SEA, policy fit, funding

availability and contribution to the overarching priorities of North Lincolnshire Council and its partners. The preferred options for residual waste treatment, organic waste treatment and recycling have been developed taking into account the needs of the residual waste management service, the organic waste management service and the recycling service offered by the council. The environmental impact of each of these has been assessed individually and as a whole in developing the strategy.

This has been done by integrating the SEA/SA methodology with the Environmental Options Appraisal of the MWMS document. Each option has been scored against a weighted matrix which evaluated the SEA objectives against a range of data including the baseline dataset available, and outlined within this document. Together with detailed studies using mass flow modelling, cost modelling and WRATE analysis to further inform the scoring process, the preferred options which were the result of the EOA appraisal (and the subsequent action plan) have been evaluated using the methodology presented in this document.

## **Conclusions and Recommendations**

As the SA/SEA process has been integrated into the process of developing the strategy from an early stage, and the methodology employed for evaluating the overall environmental impact incorporated into the Environmental Options Appraisal process, the preferred options developed have been developed upon a Best Environmental Option (BEO) basis.

The preferred options, therefore, have been designed to mitigate the main impacts of the waste management system. The improvement in overall performance has been shown on the studies compared with the chosen baseline (based upon the landfill of materials) within this document and the MWMS document.

The studies conducted have provided an evidence base which can provide an empirical basis for the evaluation of many of the impacts of the MWMS. The two documents together can provide a means of bench-marking that can be employed in the future through the updating of the WRATE studies, for instance, and the monitoring of the impact on the indicators developed in the monitoring section of this document.

The results of the SEA/SA evaluation show that the implementation of the action plan developed in the MWMS will have a major impact on the improvement of the overall performance of the council's waste management activities. This will be through;

- the diversion of large quantities of residual waste from landfill

- the use of the residual waste stream as a potential source of energy, a proportion of which will be renewable
- improvements in the recycling system including improvements to the network of Household Recycling Centres (HRCs)
- Diversion of organic waste from landfill through the development of the kerbside collection system for household organic wastes, and their treatment in a dedicated facility.
- The organic waste treatment facility will employ anaerobic digestion as the preferred technology. This will generate renewable energy in the form of a biogas which can; produce heat and electricity, be injected into the gas grid, or provide a fuel for the council's fleet of vehicles potentially

The greatest improvement in environmental impact will be realised in the improvement in greenhouse gas emissions, and the reduced impact on resource depletion. There will also be potential opportunities for employment, and a reduction in waste related incidents of fly tipping and other waste related offences.

With respect to the impact on land resources the strategy will mitigate against the impacts associated with the landfill of waste materials, including a reduction in landtake and the management of contaminated land.

There may be some negative impacts on indicators such as the emission of certain categories of greenhouse gases and other chemicals; the negative impact is small, particularly when compared to the overall gains in the use of resources and the reduction in carbon emissions. It is likely that further mitigations against these may be available through the lifespan of the project with advances in technology.

Where possible negative impacts have been identified, such as with the location of facilities, which can result on negative impacts on heritage assets for instance, these have been mitigated through the use of a) the preferred options identified in the EOA studies within the MWMS and b) the employment of conditions within the planning process which will mitigate the impacts. Chiefly this includes the use of brown field development land and other suitable sites identified in the draft waste and minerals plan and also identified in documents such as the regional spatial strategy (RSS) documents, although these have no statutory basis now as such. They do, however, provide an evidence base for future decision making.

Another means of reducing the impact of the MWMS implementation is through the use of the procurement process.

By including mitigation and enhancement measures within the contract requirements and the evaluation of submissions, the award of the contracts for managing the council's waste can be integrated into the development of the contractor's solutions to ensure a high standard of environmental performance.

Many of the impacts to the environment as a whole are controlled through statutory measures such as the licensing and permitting of facilities and the monitoring of emissions, the monitoring of habitat loss, waste generation, resource use and the disturbance to heritage assets.

In addition to these safeguards, which are intrinsic to the implementation of the strategy, a number of mitigation and enhancement measures have suggested as a result of the assessment. The measures that are suggested within this document should be should be taken forward when the Action Plan outlined in the MWMS is implemented.

Monitoring the significant sustainability effects of implementing the MWMS is an essential ongoing element of the SA/SEA process. Monitoring ensures that the identified SA/SEA objectives are being achieved, allows early identification of unforeseen adverse effects and thus appropriate remedial action can be taken. Monitoring will be an important requirement to measure performance and ensure the MWMS is being successfully implemented. Monitoring proposals have been developed based in the SA/SEA indicators and focus on predicted significant affects.

Many of the indicators such as the impact on greenhouse gas emissions, resource depletion, the impact on air and water from the processes employed together with the toxicological effect on the aquatic environment and human health can be measured and monitored through the use of the WRATE lifecycle analysis tool. These studies can build upon those undertaken during the development of the strategy's Environmental Options Appraisal.