



Integrated Waste Strategy 2005-2035

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1. FOREWORD

TO BE INCLUDED FOLLOWING EXECUTIVE BOARD APPROVAL

2. EXECUTIVE SUMMARY

Introduction

The Integrated Waste Strategy for Leeds sets out Leeds City Council's strategic vision and key objectives for waste management over the next thirty years. This version of the Strategy constitutes a scheduled review of the Strategy adopted by the Council in 2003, and builds on the principles established in the original document.

Our Vision and Mission

Our ultimate aspiration is for *zero waste*. *Zero waste* is not an absolute figure, but a target to strive for that encourages new levels of innovation and efficiency. It sees waste as a resource to be exploited through re-use, recycling and recovering value. The principles of zero waste are:

- Reducing consumption
- Reducing growth in waste per household
- Ensuring that products are made to be re-used, repaired, recycled or composted
- Maximising recycling
- Minimising residual waste

The goal is to minimise and ultimately eliminate waste. Zero waste cannot be achieved by local government alone, as it involves all sectors of the supply chain from design, production, manufacturing, packaging, etc, through to retail and final consumption. However, Leeds City Council can take a lead by raising awareness in the local community and encouraging community, business and householder participation.

Our vision is of a *zero waste* city, whereby we reduce, re-use, recycle and recover value from all waste, waste becomes a resource and no waste is sent to landfill.

Figure 1

We aim to achieve this by exploiting every practicable opportunity to drive waste management up the Waste Hierarchy (see Figure 1 opposite), with the reduction of growth in waste providing a primary focus.

We will exercise our influence over the management of waste from other sectors through lobbying for change and through partnerships to develop integrated and sustainable waste management solutions.



Key Pressures and Targets

As clearly stated above, reducing the historically high growth in waste provides a primary focus for the Waste Strategy for Leeds, and a range of policies and initiatives to achieve this aim are set out in the Strategy. **Our aim is to reduce annual growth in municipal waste in Leeds to 0.5% per household by 2010, and to eliminate growth in waste per household by 2020.**

Recycling remains a key priority for the Council, and the Authority and the people of Leeds received national recognition for the household waste recycling rate of 19.6% achieved in 2004/5. This was increased to 21.3% in 2005/6. However, we need to

deliver further improvements if the statutory targets of 30% by 2010 and 33% by 2015 are to be met. **Our aim is to achieve a minimum recycling rate of 40% by 2020.**

In addition, European Parliament and UK Government legislation and targets now mean that local authorities will have to develop plans for the diversion of significant proportions of municipal waste from landfill. Landfill is a major contributor to harmful greenhouse gases, and failure to meet these targets may result in massive financial penalties.

Leeds City Council landfilled around 80% of the 355,000 tonnes of waste that it collected in 2004/5, and has therefore been evaluating major new alternatives for moving away from this form of disposal towards treatment methods that recover value from our waste. **Our aim is to achieve the recovery of value from 90% of our waste by 2020.**

Strategy Principles and Objectives

The three following key principles run throughout the Strategy:

- *Sustainability* - to develop and promote sustainable waste management;
- *Partnership* - to work in partnership with communities, businesses and other stakeholders to deliver sustainable waste management;
- *Realistic and Responsive* - to ensure that the Strategy is realistic and responsive to future changes.

The key objectives of the Strategy can be summarised as follows:

- To move waste management up the waste hierarchy, with particular focus on reduction;
- To manage waste in ways that protect human health and the environment:
 - Without risk to water, air, soil, plants and animals;
 - Without causing a nuisance through noise or odours;
 - Without adversely affecting the countryside or places of special landscape, townscape, archaeological and historic interest;
 - Disposing of waste at the nearest appropriate installation, by means of the most appropriate methods and technologies.
- To develop integrated and sustainable waste management services, that are flexible and have optimal end-to-end efficiency;
- To exceed Landfill Allowance Trading Scheme (LATS) targets;
- To meet statutory and local 'stretched' recycling and composting targets;
- To provide a waste solution that is affordable and delivers best value;
- To stimulate long-term and certain markets for outputs in order to promote local and regional self-sufficiency.
- To increase community cohesion by recognising the links between crime and the environment and improving access to services based on local needs.

Key Themes and Policies

Key Theme 1 – Education and Awareness	
Aim - To change the culture and behaviour of the people of Leeds to make a positive step change in waste prevention and recycling.	EA1 – To encourage active participation EA2 – Provide feedback on how well we are doing EA3 – Integrate education and awareness into all waste services EA4 – Seek views to inform future decision making EA5 – Link into other strategies, plans and policies

Key Theme 2 – Waste Prevention	
Aim – To reduce the amount of waste produced and maximise the reuse of municipal waste materials.	WP1 – Empower consumers WP2 – Explore incentives for waste prevention WP3 – Minimise and reuse Leeds City Council’s waste WP4 – Build capacity in the voluntary/community sector. WP5 – Reduce the annual growth in waste per household to 0.5% by 2010 and to 0% per household by 2020
Key Theme 3 – Market Development and Procurement	
Aim – To work in partnership to develop local markets and encourage the development of secondary material industries.	MDP1 – Strive to stimulate new and emerging businesses to reuse items or reprocess materials and support existing businesses that want to move into this field. MDP2 – Increase the Council’s use of recycled materials MDP3 – Promote products made from reused, recycled or recovered materials MDP4 – Seek markets for the materials produced through the Council’s waste management service
Key Theme 4 – Recycling and Composting	
Aim – To maximise recycling and composting of municipal waste where it is sustainable to do so, to complement our efforts to prevent waste.	RC1 – Provide appropriate, convenient and accessible collections of recyclables from every household in the City RC2 – Improve composting through household waste sites and explore kerbside collection services RC3 – Extend the range of materials collected RC4 – To recycle and compost a minimum of 40% of municipal waste by 2020
Key Theme 5 – Medium and Long Term Recovery	
Aim – To achieve the maximum diversion of waste from landfill and to recover the maximum value from waste.	R1 – Provide information on the recovery technology R2 – Deliver an Energy from Waste Recovery facility for municipal waste generated in Leeds R3 – Complete an Environmental Impact Assessment on the proposed Energy from waste facility R4 – To recover 90% of municipal waste by 2020
Key Theme 6 - Enforcement	
Aim – To support the objectives and policies of the Strategy through enforcement where appropriate	EF1 – Develop waste specific enforcement policies EF2 – Use enforcement as a last resort after all efforts to educate and support have been pursued
Key Theme 7 – Limiting Landfill	
Aim – To limit the amount of waste disposed to landfill	L1 – Minimise our need for municipal waste landfill, with a long term aspiration of zero waste to landfill L2 – Landfill no more than 10% of municipal waste by 2020
Key Theme 8 - Planning	
Aim – To assist with meeting the requirements of sustainable waste management through the existing UDP and emerging LDF process	P1 – Assist with and influencing the contents of the Local Development Framework, particularly the waste Development Plan Document P2 – Identify sites and obtain planning permission for municipal waste facilities P3 – Explore the development of a Sustainable Energy Park.
Key Theme 9 – Commercial and Industrial Waste	
Aim – To drive commercial and industrial waste up the waste hierarchy.	CI1 – Partner with stakeholders to explore ways to promote sustainable management of commercial and industrial waste CI2 – Lobby for the prevention of waste CI3 – Leeds City Council as exemplar CI4 – Partner with the EA to improve our data on commercial and industrial waste

Consultation

The Integrated Waste Strategy for Leeds 2005-35 has been developed through one of the most extensive programmes of public and stakeholder consultation ever undertaken by Leeds City Council. The feedback received has demonstrated significant support for the proposals and targets set out within the Strategy, and the document has now been reviewed to address the responses from the consultation where appropriate. Details of the feedback from the consultation will be made available on the Council's website at www.leeds.gov.uk.

3. INTRODUCTION

The Integrated Waste Strategy for Leeds outlines the context for and principles of the Council's strategic vision for waste management over the next 30 years, and informs the detailed action plan that accompanies this Strategy. The action plan contains the detail of how the Strategy will be delivered, and this will be updated on an annual basis.

The first Integrated Waste Management Strategy for Leeds was adopted in 2003 and was intended to guide the Council through to a review date in 2006. The Strategy has now been reviewed, particularly in relation to waste 'recovery' (or the recovery of value from waste). This document is the result of that review and will be the subject of extensive stakeholder consultation before being adopted.

The updated Strategy will inform the procurement of an integrated waste management contract for the Council. This contract will span 25-30 years and the Strategy must reflect this. However, the Strategy will be subject to regular review.

Leeds has significantly increased its levels of recycling for household waste, gaining national recognition for its performance against recycling targets, but further action is required to divert waste away from landfill. The amount of waste generated continues to grow annually, and the costs of dealing with it are rising. Councils and the business community are now obliged to act to effect positive change and promote how they prevent (i.e. via reduction and re-use), recycle, compost, recover value from and dispose of waste.

This Strategy focuses primarily on municipal waste (see definition below), as the management of this waste is within the control of Leeds City Council. However, municipal waste is only a part of the overall waste generated in the City, and the Strategy also recognises that the Council has a key role in encouraging businesses and communities to manage waste more sustainably. Some of the activities detailed in this Strategy therefore relate to areas within the direct control of the Council, while others are dependent on businesses and local communities accepting their responsibilities in this area, with the Council acting in its role as community leader.

The Strategy outlines the need for change and the current waste management position for the City and for the Council. It sets out the key principles for delivering integrated solutions for waste management over the next 25 to 30 years, and sets out the nine key themes for taking the principles forward, and the policies for delivering sustainable waste management. These policies will link directly into the action plan for the Strategy. The Strategy also includes proposals for monitoring and review.

A Glossary of commonly used words and terms is included at the back of this document.

Key Definitions

- *Waste*, in the context of this Strategy, refers to controlled waste (i.e. that which must be managed and disposed of in line with waste management regulations).
- *Municipal waste* is waste collected by the Council, and consists primarily of waste from households.
- *Non-municipal waste* is that collected from commerce and industry, construction and demolition, and also includes hazardous wastes.

These terms are defined in more detail in the Glossary at the end of this document.

4. CONSULTATION

The formal consultation on the Integrated Waste Strategy for Leeds was entitled, 'What should Leeds do with its waste?', and commenced on 19th December 2005, following the approval of the draft Waste Strategy for consultation by the Council's Executive Board.

The consultation period continued until 31st May 2006. It is estimated that the people of Leeds and other key stakeholders have been provided with over 800,000 opportunities to participate in this exercise, and the programme of consultation implemented was one of the most extensive ever conducted by the Authority.

A wide range of different methods of communication and consultation were employed to ensure that all areas and groups within the City were reached. The main activities undertaken are listed below:

- Distributed information and questionnaire on waste management options to all households in Leeds via the 'About Leeds' Council newspaper;
- Circulated a community leaflet, including key messages and a short questionnaire, to libraries, one stop centres, community groups, parish councils, tenant/resident associations;
- Produced information sheets and frequently asked questions to support communication of the key issues, also responding to the subsequent requests for information;
- Provided exhibition stands at various venues across the city;
- Participated in environmental debates within local communities;
- Consulted with residents via a door knocking campaign in selected areas of the City;
- Provided briefings on the Waste Strategy to call centre staff;
- Re-developed existing website information to support and deliver key messages;
- Hosted an on-line survey throughout the consultation period;
- Developed a media strategy with the Council's Press Office;
- Held a high profile media launch in Leeds City Centre;
- Secured local television, press and radio coverage of key issues;
- Conducted a Citizens' Panel survey using a demographically representative sample of residents;
- Delivered presentations and Q&A sessions at community forums throughout Leeds;
- Consulted with representatives of a wide range of minority groups;

- Consulted with children and young people using presentations and special questionnaires (including a poster design competition);
- Held a series of seminars for Elected Members to ensure involvement and engagement in the key issues and decisions facing the Authority;
- Commissioned a Scrutiny Board Inquiry by Elected Members into the development of the Waste Strategy and Waste Solution for Leeds;
- Arranged site visits for Elected Members to Energy from Waste, Mechanical Biological Treatment and landfill facilities;
- Consulted statutory consultees (including Environment Agency), Government Office for Yorkshire and Humber, Yorkshire and Humber Regional Assembly, regional local authorities and waste contractors;
- Consulted environmental pressure groups.

Table 1 below provides a summary of the estimated number of people reached through some of the main consultation activities:

Table 1

Method	Approx people reached
'About Leeds' Council newspaper	Over 300,000 households
Community leaflet	40,000
Leeds 'Metro' newspaper	50,000
BBC Look North (4 minute feature)	Viewing figures unconfirmed
ITV Calendar lunchtime feature	Viewing figures unconfirmed
Yorkshire Evening Post coverage	76,000–79,000
Front page of Leeds website	288,336
Citizens' Panel	1000
Door knocking	9000
Race Equality Action Forum	2000
Leeds VOICE environmental forum	6000
Community forums	1000
Residents and tenants associations	1000
Parish councils	1000
Libraries	1000
'One stop' centres	7500
University students	2000
White Rose shopping centre	2000
Otley market	1000
Kirkgate market	1000
Elected Members	99 (i.e. all)

The statutory consultees were specifically asked to comment on the on the findings of the Sustainability Appraisal and the Environmental Report at the same time as the Integrated Waste Strategy itself. These documents were also made available on the Council's website alongside the Strategy (see section 9).

Responses to the consultation demonstrated significant support for the proposals and targets set out in the Waste Strategy, and its commitment to driving waste up the waste hierarchy. A summary of the consultation responses is attached as an appendix to the Waste Strategy. Details of the responses will be made available on the Council's website at www.leeds.gov.uk/leedswaste. The consultation feedback has now been reviewed in detail, and the Strategy revised in order to address the responses where appropriate.

5. THE NEED FOR CHANGE

The context for waste management is changing. It is a complex issue for the Council and other stakeholders to deal with. The key factors driving the need for change are:

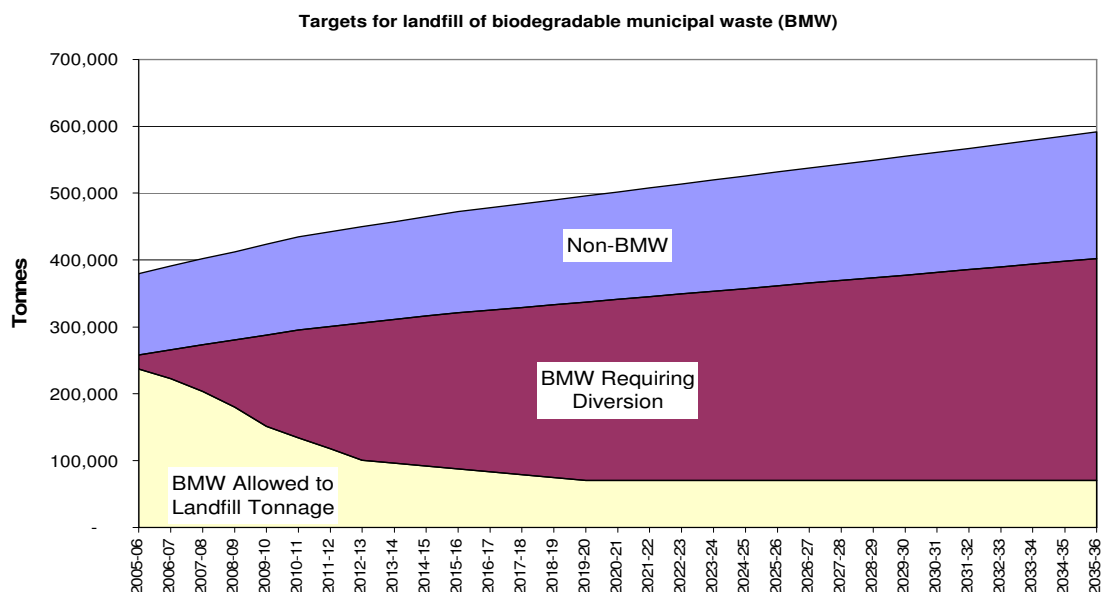
- The need to ensure sustainable development
- The increasing legislation being introduced to achieve sustainable waste management
- Meeting targets set by Government and the European Union
- Uncertainties over future growth in waste
- The significant financial implications for local authorities

• **The need to ensure sustainable development** - this Strategy forms part of a city-wide response to the concern that we need to achieve a better balance between economic prosperity, social equity and environmental protection - making sure that sustainable development takes place in the context of living today with tomorrow in mind. This links into the work of the Leeds Initiative and the Vision for Leeds II.

• **The increasing legislation being introduced to achieve sustainable waste management** - concern over growing environmental damage has led to international targets to reduce greenhouse gas emissions and other environmentally harmful effects. These targets, in turn, have resulted in European and national policy and legislation, much of which impacts on the production and management of waste.

• **Meeting the targets set by the Government and European Union** - the key policies and legislation set by national and European government have, in turn, been translated into stretching targets for local authorities. In Waste Strategy 2000, the Government has set out the targets that it expects local authorities to achieve in waste management (see Table 1). In addition, the EU has set limits on the amount of biodegradable municipal waste that can be sent to landfill. Meeting these targets alone will require a step-change in our performance and in the way in which we manage our waste. Figure 2 illustrates the significant shift required away from landfill to recovery and recycling for biodegradable municipal waste (BMW) in Leeds.

Figure 2



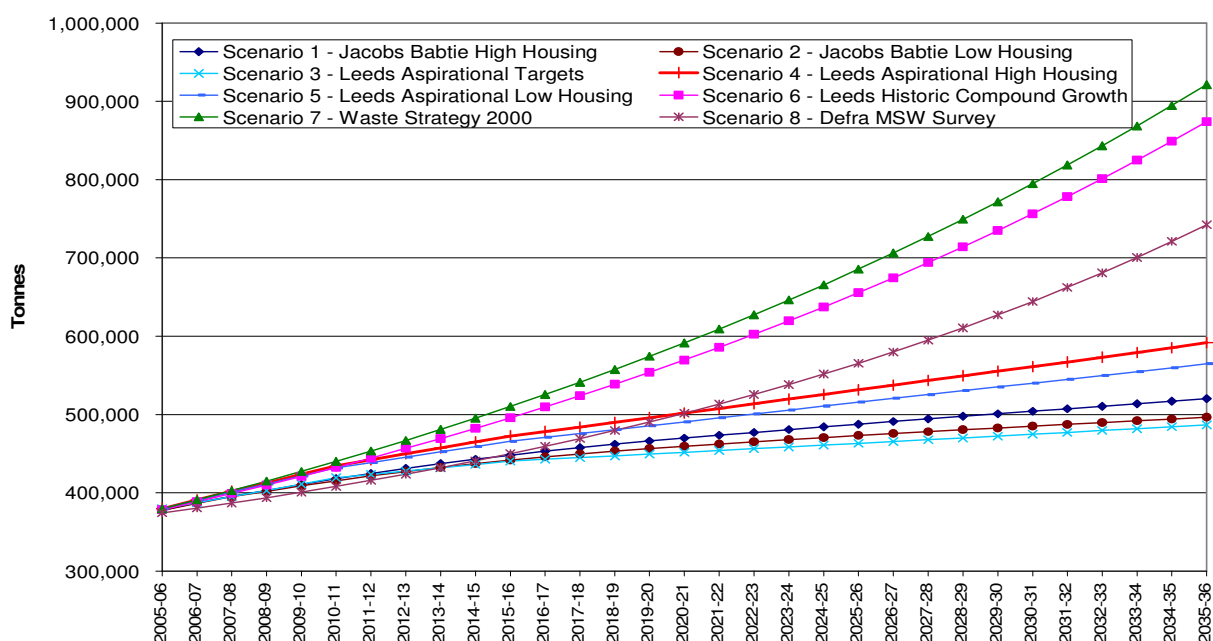
The main targets affecting local authorities are set out in Table 1.

Table 1

UK Government (these targets include recycling and composting of household waste)	
For recycling and composting of household waste	30% by 2010
	33% by 2015
For recovering value from municipal waste	40% by 2005/06
	45% by 2010
	67% by 2015
European Parliament	
For limiting landfill of bio-degradable municipal waste	By 2010 we are limited to disposing of 75% of the biodegradable waste figure from 1995, or 151,000 tonnes
	By 2013 we are limited to disposing of 50% of the biodegradable waste figure from 1995, or 101,000 tonnes
	By 2020 we are limited to disposing of 35% of the biodegradable waste figure from 1995, or 70,000 tonnes

• **Uncertainties over future growth in waste** - municipal waste growth in the UK has slowed in recent years and is now about 1.5% every year, it is now slower than GDP. The amount of waste is growing annually and costs of dealing with it are rising (see section below). We have seen annual increases in the waste handled by the Council almost consistently, which has been mirrored by growth in the City and nationally. In planning ahead, we have to make certain assumptions about what is likely to happen to growth in waste. Clearly the amount of waste produced will impact on the cost of waste management and the need for new facilities, as well as the amount of waste requiring treatment to meet the various targets. To this end, together with Jacobs Babtie, our technical advisors, we have modelled a number of scenarios for municipal waste growth in Leeds, as can be seen in Figure 3.

Figure 3 (awaiting updated diagram)



These scenarios incorporate a range of factors, including national and local historical trends, projected household growth and best data on predictions for waste growth per household. There is considerable uncertainty about the extent to which the amount of waste will grow, and this is reflected in the comparisons shown in Figure 3. Our current proposed scenario is for a significant reduction in municipal waste growth per household, which will see growth per household reduce to 0.5% by 2010 and to 0% by 2020. This is based on increasing pressure through legislation to reduce packaging waste and a growing awareness of the need to change behaviour and attitudes to waste. This preferred scenario also assumes a factor of high growth in households in Leeds. Estimated household growth figures have been provided by the Council’s Planning and Economic Policy Team up to 2016, and reflect both planned and projected ‘windfall’ developments in housing. The higher end of the range of projections for housing growth has been assumed within the model to take account of the fast economic growth currently experienced in Leeds. The elements of household growth and waste growth per household are shown in Figures 4 and 5.

Figure 4 (awaiting updated diagram)

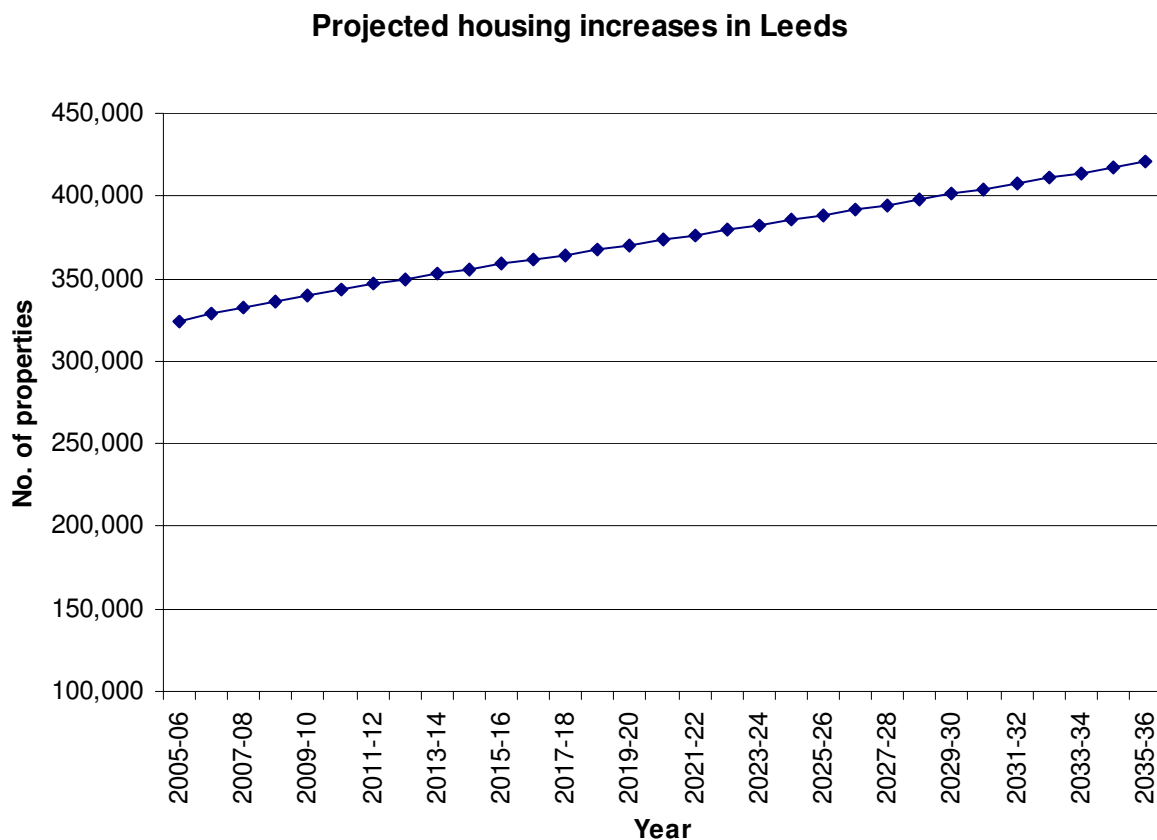


Figure 5 (awaiting updated diagram)

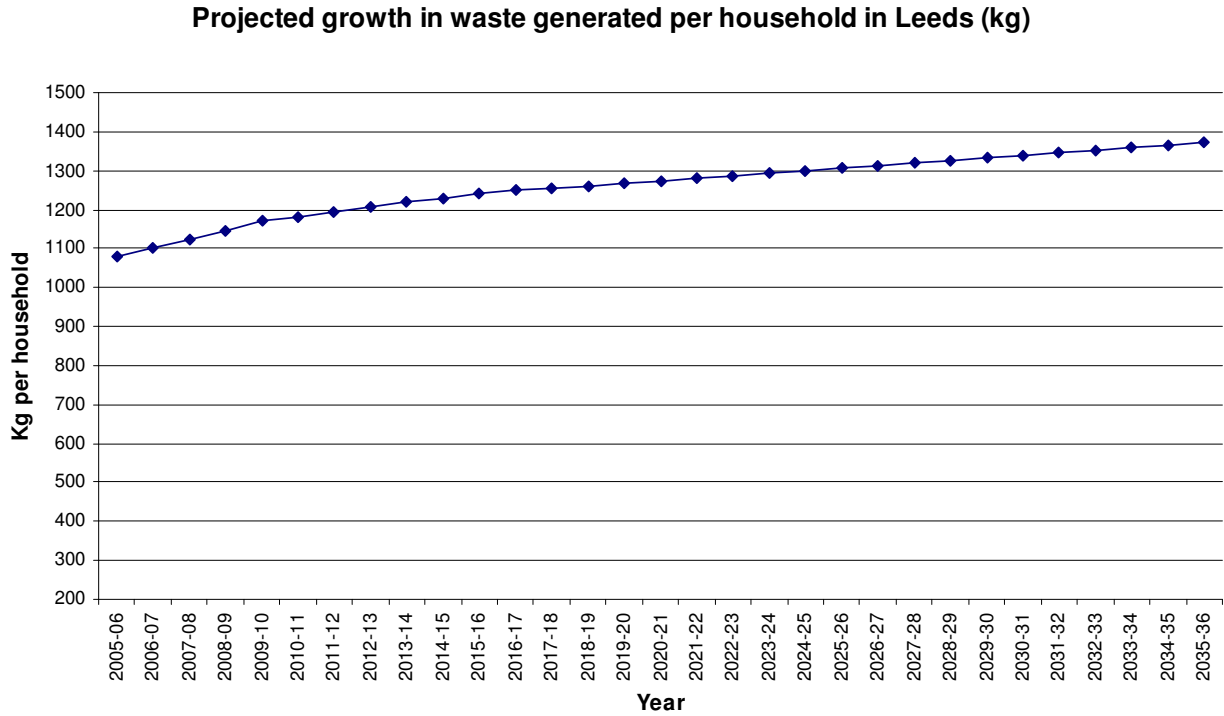
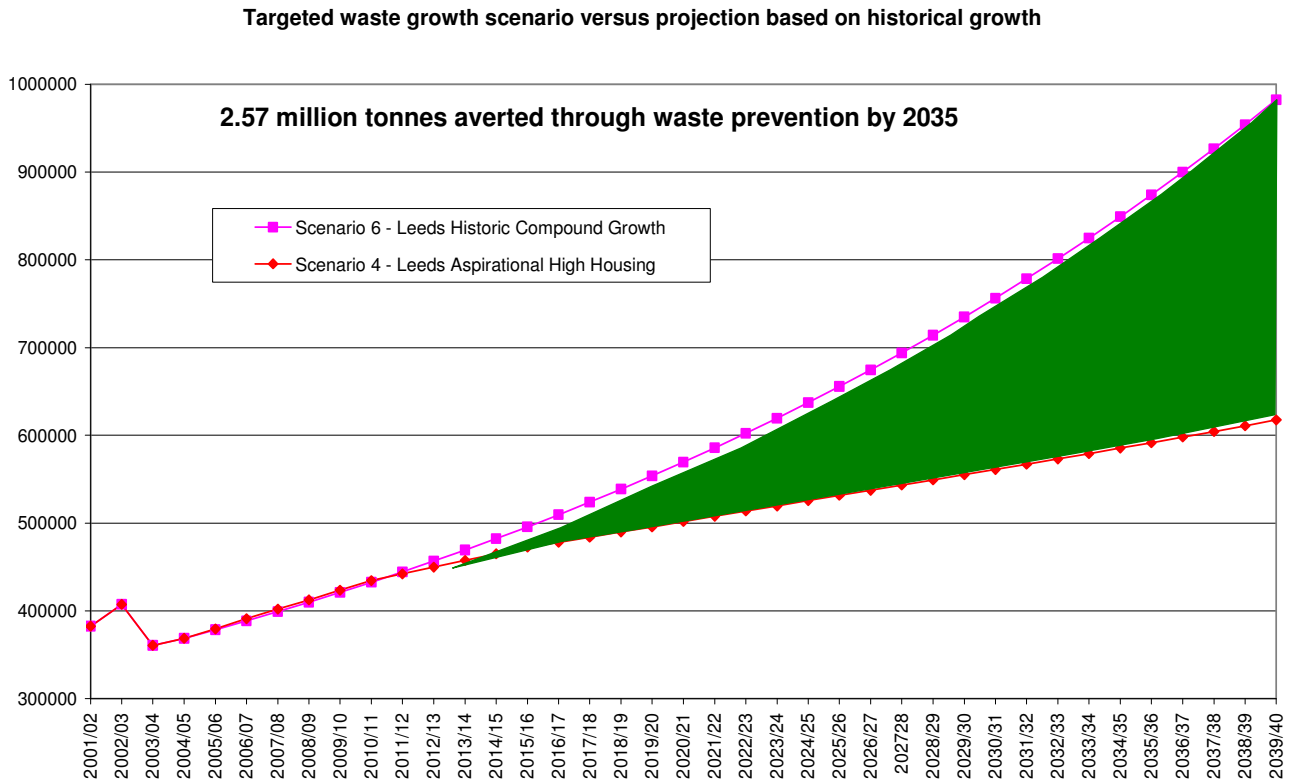


Figure 6 illustrates the long-term impact of the selected growth scenario. This targeted scenario constitutes a reduction in projected waste generation of over 2.5 million tonnes (amend this when figures available) by 2035 as compared to projections based on recent historical growth trends.

Figure 6 (awaiting updated diagram)



- **The significant financial implications for the Council** - whichever route we take, there will be major financial implications for waste management within local authorities. We spend approximately £29.4 million per year on refuse collection and waste management (2004/05) services, which equates to an estimated £92 per household per year. These costs will rise as the amount of waste grows and we change the way we deal with it. The UK Government is now increasing landfill tax by £3 per year. It currently stands at £18 per tonne (2006/07), and the Government has indicated that this will increase to at least £35 per tonne. This increase represents an increase of £825,000 per year based on current waste levels.

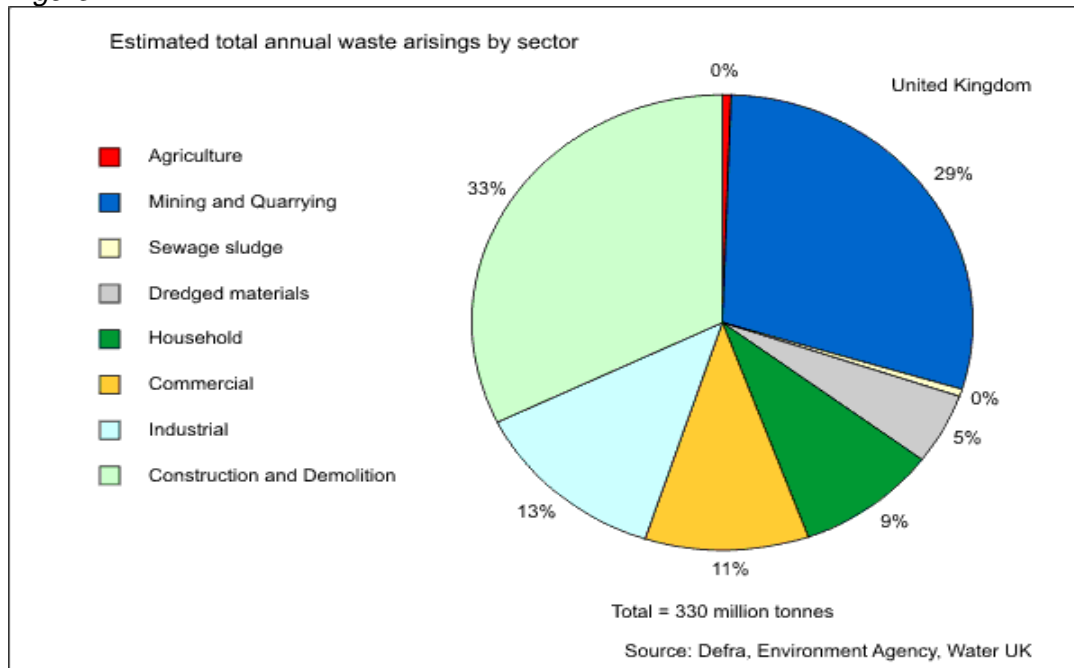
The UK Government has also introduced the Landfill Allowance Trading Scheme (LATS) designed to ensure that the UK meets European targets for the diversion of biodegradable waste away from landfill. The Waste and Emissions Trading Act (2003) provides the legal framework for the scheme and for the allocation of tradable landfill allowances to each Waste Disposal Authority (WDA) in England. These allowances will convey the right for a WDA to landfill a certain amount of biodegradable municipal waste in a specified scheme year. Each WDA will be able to trade allowances with other authorities, save them for future years (bank), or use some of its future allowances in advance (borrow). A fixed penalty of £150 per tonne will be incurred if a WDA breaches its landfill allowances target in the scheme year. Based on our estimates of waste growth and recycling levels, Leeds will have a shortfall of LATS permits in 2008/09. If further action is not taken this would result in cumulative costs to the Council of an estimated £217m in landfill penalties by 2020 alone.

6. CURRENT CONTEXT

National Context

An estimated 330 million tonnes of waste are produced in the UK each year, a third of which is from households, commerce and industry. The remainder is made up of construction and demolition wastes, mining and agricultural wastes, sewage sludge and dredged spoils. Figure 7 illustrates this breakdown in more detail.

Figure 7



Most waste currently goes to landfill, but around 45% of industrial and commercial waste and 23% of household waste is recycled or composted. Under the EU Landfill Directive we must dramatically reduce the amount of biodegradable municipal waste sent to landfill over the next 15 years.

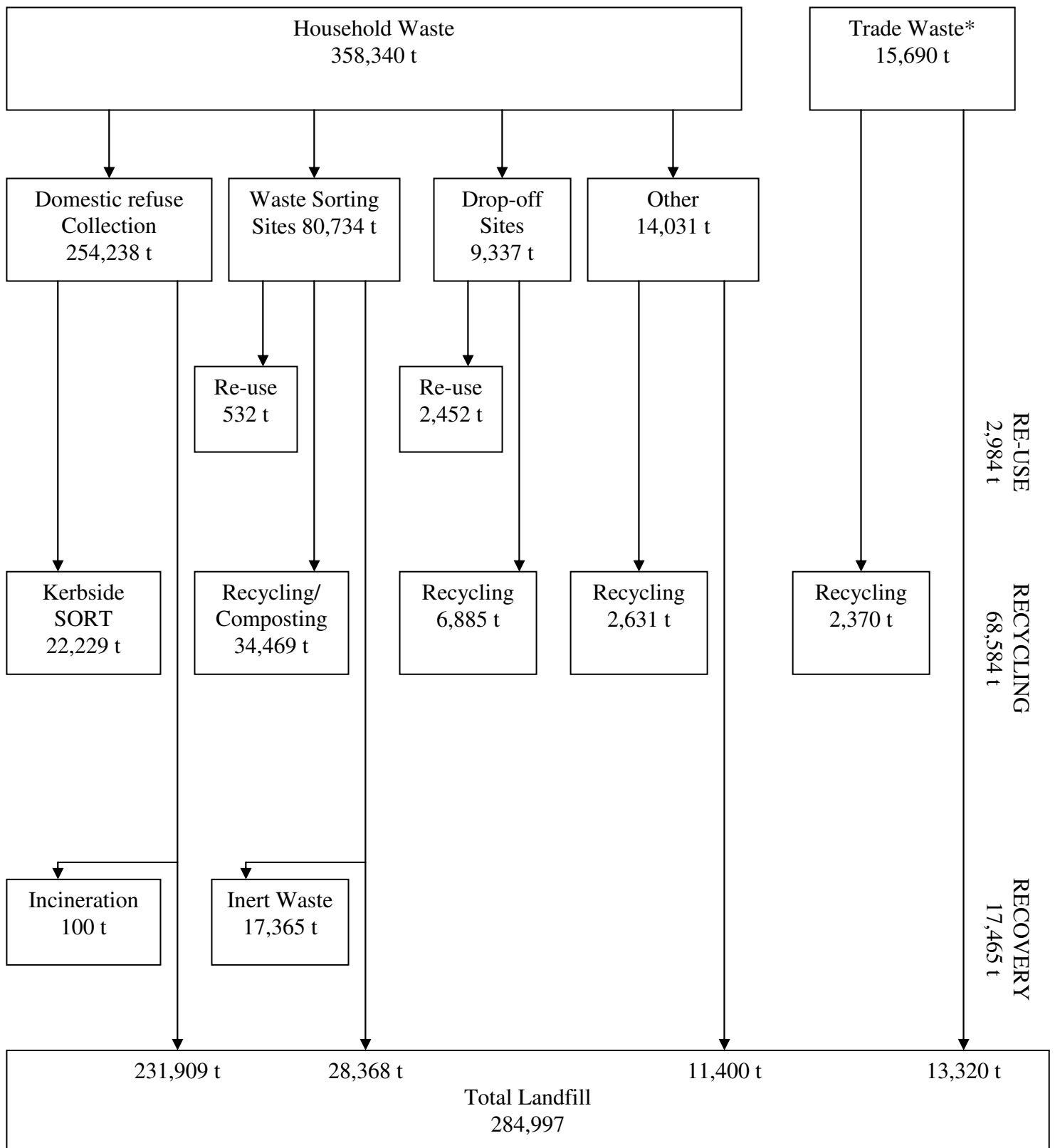
Regional Context (Yorkshire and Humber)

The Environment Agency's Strategic Waste Management Assessments provide consistent, comprehensive, local information about the amounts and types of wastes produced and how that waste is managed. However, they only reflect the regional or sub-regional position and do not show waste flows for Leeds. This lack of waste data is a nationally recognised problem, but national and local data is improving year on year.

Our region produces more commercial and industrial waste than any other (9.5 million tonnes). 45% of this is 'mineral wastes and residues' produced by power stations and steel works, much of which is recycled or re-used. This contributes significantly to the region's high commercial and industrial recycling rates. Municipal waste production is concentrated in West and South Yorkshire (nearly 70% of regional total). These are the only sub-regions that export significant amounts of MSW for disposal. Nearly 90% of the waste disposed of in the region is landfilled, more than 40% of that goes to monofill landfill sites owned and operated by the waste producers (primarily electricity generators and steel works). Around 9% of the waste receives some form of treatment.

Leeds City Council's Waste Management Operations

Figure 8 Municipal Waste (374,030 tonnes) (awaiting updated version)



* N.B. -Excludes stock adjustment of 499 t
 -From April 2003, the Council ceased to collect all but a minimal amount of trade waste

Composition of Municipal Waste in Leeds

In order to better understand the make up of our waste Leeds City Council commissioned a series of composition analysis studies of the wheeled bins for both general (or residual) waste and recyclables. Figures 9 and 10 below provide a summary of the findings.

Figure 9 (awaiting update with cumulative position)

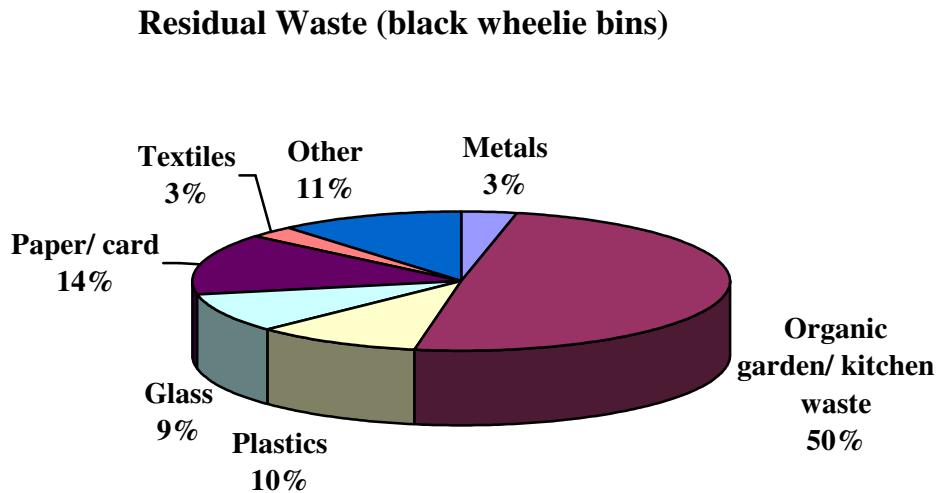
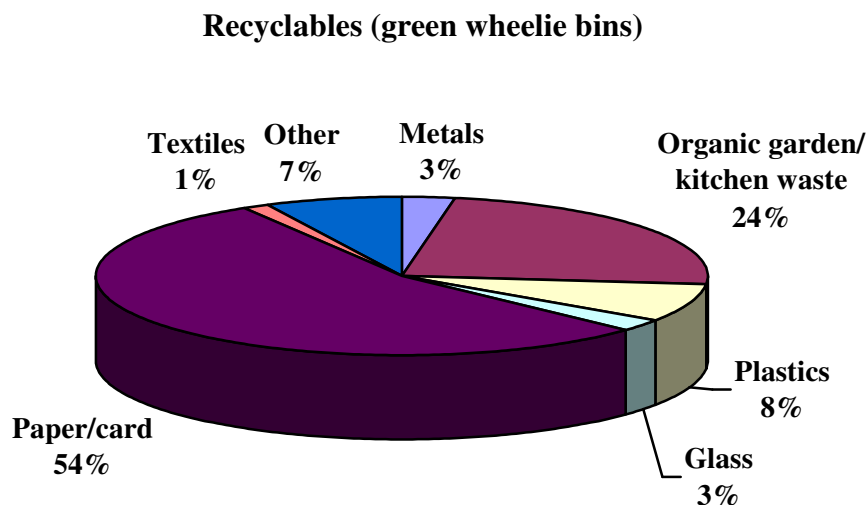


Figure 10



Exercises were carried out in June 2005 and February 2006 to take account of seasonal variations. We will continue to carry out further compositional analysis on a bi-annual basis to monitor the effectiveness of education and awareness campaigns and the success of future initiatives. However, it clearly indicates the scope for improvements in separation of materials by the public, and this is to be addressed through increasing education and awareness around recycling. The results also show the potential benefits that might be gained in terms of recycling and landfill diversion through introducing new kerbside recycling services such as garden waste collections.

Leeds City Council Services

Reduction

Waste minimisation is supported through the promotion of real nappies and home composters in addition to the general waste awareness work that is undertaken. A successful real nappy project is ongoing in partnership with Sure Start that has seen new parents offered free trials of real nappies, the introduction of local “Lollipop” representatives to promote and sell real nappies and the “nappuccino” (real nappy coffee mornings) to spread the word. Home composting is supported through publicising the availability of low cost home composters. Although we cannot directly show the link to these initiatives, waste growth has slowed in Leeds in recent years.

Re-use

Many products collected through our household waste sorting sites are re-used (see Key Theme section on Waste Prevention for a list of items). This is often done in partnership with local community based organisations. These include Meanwood Urban Valley Farm, Leeds and Moortown Furniture Store, St Jude’s Furniture Store, Emmaus, Seagulls and South Leeds Alternative Trading Enterprise. Outlets are also found through charities such as Oxfam and Yorkshire Air Ambulance. Therefore, we are also supporting good causes, as well as diverting this waste from landfill. Well over 20,000 tonnes of potential waste In Leeds were re-used in 2004/5.

Recycling

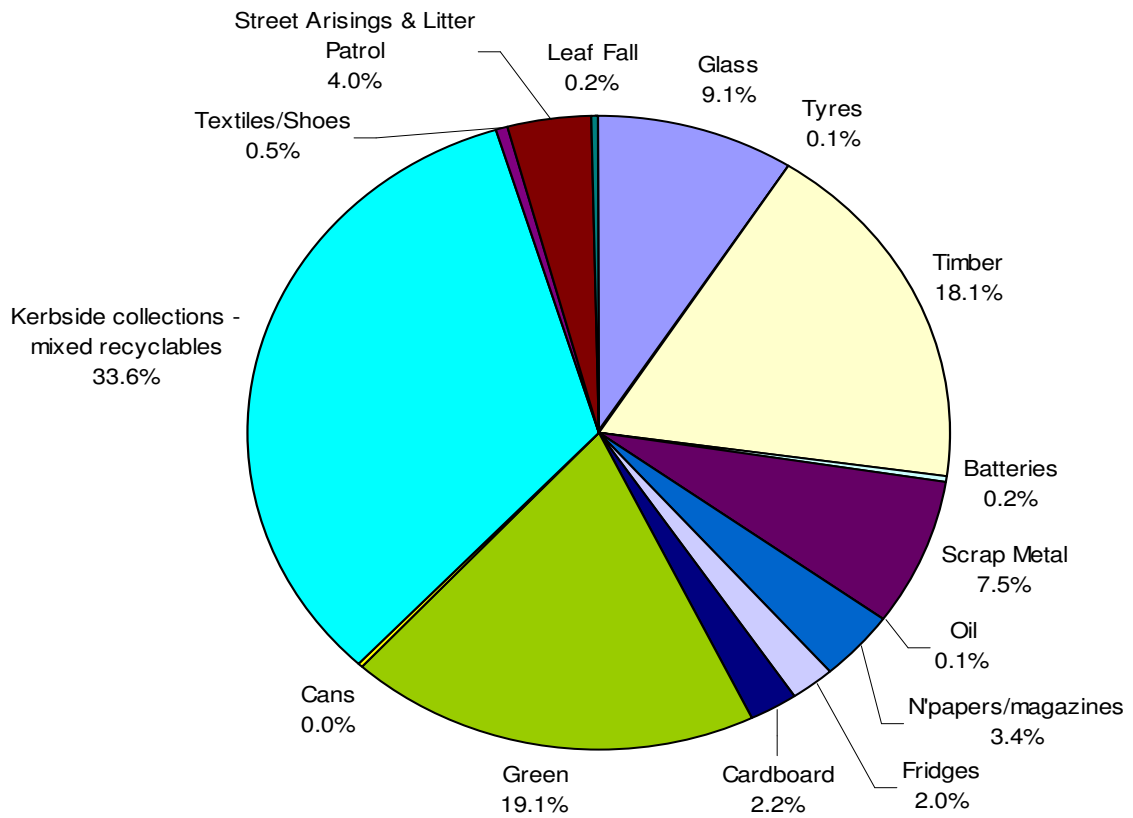
Leeds City Council currently offers kerbside co-mingled recycling to over 90% of households in the City. Those who are unable to accommodate a wheeled bin have the opportunity to participate in the scheme using green bags. Facilities are also available to flats using communal bins for co-mingled dry recyclables and glass. 8,500 households currently benefit from this scheme. Recycling facilities are also available at 11 household waste sites (8 of which have been redeveloped to provide an improved and wider range of recycling facilities and opportunities. In addition, there are over 350 bring sites across the City, providing community based recycling banks.

Street sweepings and Autumn leaf fall are composted. Twin compartment litter bins have been introduced to allow for the recycling of litter. Recycling and composting levels reached 21.33% in 2005/06 or 71,000 tonnes. This is a significant improvement over the last 5 years, which has been recognised through the award of “Recycling Target Success” at the National Recycling Awards in 2005. The judges said that, “this sets an example to other big cities”.

A breakdown of materials recycled from household waste (including street arisings) is shown in Figure 11.

Figure 11 (awaiting updated version)

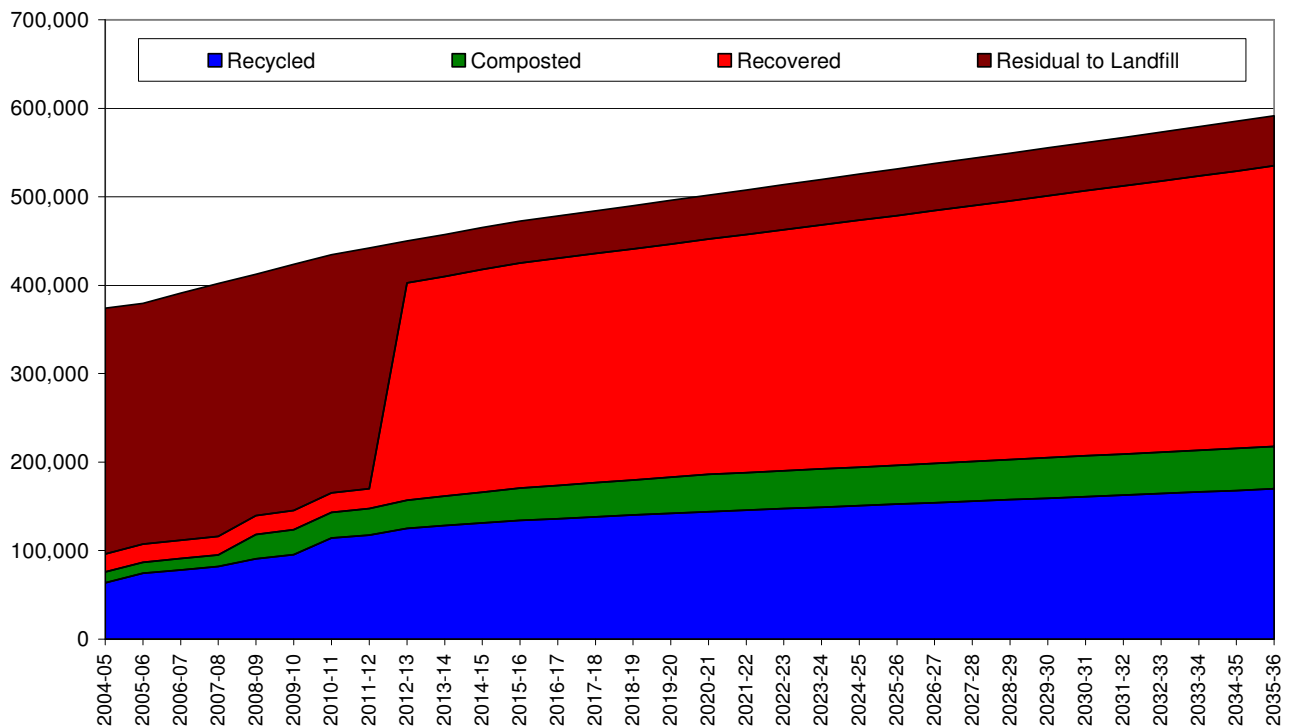
Leeds Household Waste Recycling in 2004/5 (total = 66,214 tonnes)



7. FUTURE YEARS

Figure 12 illustrates the projected amounts of waste that will be dealt with by the Council over the next 30 years and the likely amounts of waste that will need to be recycled or composted, have value recovered from them, or be disposed of to landfill in order to meet the targets for waste management set within this Strategy. It should be noted that Figure 12 simply shows the impact of the assumptions made within the technical analysis for recycling, composting and recovery, and that some of the material currently shown in the recovery category may be moved further up the Waste Hierarchy (see Section 9) through further enhancements to recycling and composting facilities and services.

Figure 12 (awaiting updated version)



8. OUR VISION

Our ultimate aspiration is for zero waste. Zero waste is not an absolute figure, but a target to strive for that encourages new levels of innovation and efficiency. It sees waste as a resource to be exploited through re-use, recycling and recovering value. The principles of zero waste are:

- Reduce consumption
- Reducing growth per household
- Ensure that products are made to be re-used, repaired, recycled or composted
- Maximise recycling
- Minimise residual waste

The goal is to minimise and ultimately eliminate waste. Zero waste cannot be achieved by local government alone, as it involves all sectors of the supply chain from design, production, manufacturing, packaging, etc, through to retail and final consumption. However, Leeds City Council can take a lead by raising awareness in the local community and encouraging community, business and householder participation.

Our Vision and Mission

Our vision is of a zero waste city, whereby we reduce, re-use, recycle and recover value from all waste, waste becomes a resource and no waste is sent to landfill.

- We aim to achieve this by exploiting every practicable opportunity to drive waste management up the Waste Hierarchy (see Figure 13 below), with the reduction of growth in waste providing a primary focus.
- We will exercise our influence over the management of waste from other sectors through lobbying for change and through partnerships to develop integrated and sustainable waste management solutions.

Reducing the historically high growth in waste provides a primary focus for the Waste Strategy for Leeds, and a range of policies and initiatives to achieve this aim are set out in this Strategy. Our specific aim is to **reduce annual growth in municipal waste in Leeds to 0.5% per household by 2010 and to eliminate growth per household by 2020.**

Recycling remains a key priority for Leeds City Council, and the Authority and the people of Leeds received national recognition for the household waste recycling rate of 19.6% achieved in 2004/5. However, we will need to deliver further improvements if the statutory recycling targets of 30% by 2010 and 33% by 2015 are to be met. Our aim is to **achieve a minimum recycling and composting rate of 40% by 2020.** This target is not intended to place a ceiling on our long-term ambitions, but to challenge our performance and to inform future planning.

In addition to this, European Parliament and UK Government legislation and targets now mean that local authorities will have to develop plans for the diversion of significant proportions of municipal waste from landfill. Landfill is a major contributor to harmful greenhouse gases, and failure to meet these targets may result in massive financial penalties.

Leeds' recycling rate for municipal waste has been growing significantly over recent years and our rate of waste growth has slowed. However, the Government's latest guidance on municipal waste management strategies states that advice should be sought on realistic expectations of the proportions of waste that can be recycled. Detailed analysis has shown that even the most ambitious of recycling scenarios would not enable us to meet UK Government and European targets without identifying alternative means of diverting waste from landfill.

Leeds City Council landfilled almost 80% of the 355,000 tonnes of waste that it collected in 2005/06, and has therefore been evaluating major new alternatives for moving away from this form of disposal towards treatment methods that recover value from our waste. Our aim is to exceed our landfill diversion targets and to achieve the **recovery of value from 90% of our waste by 2020**. Details on the selection of the preferred recovery option for Leeds can be found in the Key Theme section on Medium and Long Term Recovery Options.

Our Strategy has three principles that provide the long-term strategic framework for waste management. They reflect the need to develop a sustainable, integrated waste management service that is both responsive and flexible, but within the constraints of cost, legislation and practicality (see Section 9).

The specific policies that take us towards our vision are outlined under the Key Themes in this document (see Section 12), and our actions will be detailed in the action plan that will accompany the final document.

9. KEY PRINCIPLES

There are three key principles that are applied across the Strategy. They are *sustainability*, *partnerships* and a *realistic and responsive* approach.

A. Sustainability - to develop and promote sustainable waste management

A waste strategy is about more than simply disposing of waste. The Council has a responsibility not only to consider the broader impacts of its decisions, but also to influence the decisions of others. A sustainable waste strategy is one that considers the broader social, economic and environmental impacts of waste management to make sure that the solutions provide for a sustainable future. The Waste Strategy has an important role in improving the overall quality of life for the people of Leeds and in breaking the link between economic growth and the growth in waste. This will take a long-time to achieve. Therefore the Strategy must take a long-term view of waste management (i.e. 30 years). Similarly, our actions in Leeds will impact on our neighbours, the region and beyond. We need to be aware of and integrate with others at these levels to make sure that the implications of our actions are clear. This will be achieved by:

- a) Using the Waste Hierarchy as the framework for waste management;
- b) Conducting a thorough evaluation of environmental, social and economic factors by undertaking a sustainability appraisal;
- c) Adhering to the *proximity principle* that waste should be dealt with as closely as possible to where it is produced. Our aim is to achieve Local and Regional Self-Sufficiency where appropriate;
- d) Observing the Precautionary Principle - any integrated waste management system must make allowances for the Precautionary Principle, which states that, where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing cost-effective measures to prevent environmental degradation.

The Waste Hierarchy

The Council is committed to using the waste hierarchy as the framework for waste management. Using the waste hierarchy will allow us to make sure that our waste management operations are integrated, so that decisions about different waste streams are not taken in isolation. An integrated system considers all elements together, seeking an overall solution that minimises the quantity and hazard of wastes, looks for economies of scale and efficiencies, and maximises the value extracted from waste.

Figure 13



Strategic Environmental Assessment and Sustainability Appraisal

We are committed to implementing a strategy for waste management that contributes positively to sustainability and environmental protection. Strategic Environmental Assessments (SEAs) are now required for a range of plans and programmes likely to have significant effects on the environment. The objective of the SEA is “to provide for a high level of protection of the environment and to contribute to the integration of environmental considerations in the preparation and adoption of plans and programmes with a view to promoting sustainable development”. The SEA framework comprises the following key stages:

- a) preparing an Environmental Report on the likely significant effects of the draft plan or programme;
- b) carrying out consultation on the draft plan or programme and the accompanying Environmental Report;
- c) taking into account the Environmental Report and the results of consultation in decision making; and
- d) Providing information when the plan or programme is adopted and showing how the results of the environmental assessment have been taken into account.

The SEA and its consultation response have been taken into account in drafting the strategy and have influenced the changes made in this adopted version. The details of the impact it has had are contained in the SEA statement attached to this strategy at Appendix 1.

Guidance on municipal waste management strategies recommends that there should also be a thorough evaluation of social and economic factors. We have therefore decided to undertake a wider Sustainability Appraisal (SA) which will fulfil the requirements of SEA. The technical scope of the SEA is governed by the requirements of the SEA Directive and the 2004 regulations which require:

- a) A description of the baseline environment
- b) Links between the plan and other relevant policies, plans, programmes and environmental objectives
- c) Identification of existing environmental problems within the policy area
- d) Identification and discussion of the alternatives to be considered in the plan
- e) The plan’s likely significant impacts on the environment
- f) The mitigation measures envisaged
- g) The monitoring measures envisaged

Full details of the SEA and Environmental Report can be found at www.leeds.gov.uk.

Proximity Principle, Regional and Local Self Sufficiency

Waste should generally be dealt with as near as possible to its place of production because transporting waste itself has an environmental impact. This reduces time, energy, the possibility of accidents and the expense of long distance transport, all of which may eventually outweigh the benefits of options such as recycling or composting. The proximity principle also alerts waste producers and the general public to factors concerning quantity and disposal, which in turn encourages waste reduction.

Where a waste stream is towards the lower end of the hierarchy this can be because the environmental impact or cost of transport to a distant reprocessing facility or market outweighs the benefit of recovering the waste.

The proximity principle is particularly applicable to hazardous wastes, as they are intrinsically hazardous and moving them over long distances may increase the risk of damage arising. However, it is also important that all wastes are dealt with at a facility at which they can be treated in an environmentally sound manner. Because of the relatively low level of arisings of some wastes, there are likely to be relatively few suitable facilities for their disposal within close proximity

This principle will be applied in line with our principle of being realistic and responsive, particularly when assessing the optimum size of facilities required for reuse, recycling and treatment.

- UK Government
- Yorkshire Forward
- Yorkshire and Humber Assembly
- Environment Agency
- Chamber of Commerce
- Business Link
- Leeds Environment City Partnership
- Waste Management Industry including contractors
- Relevant groups including Waste Regional Advisory Group (WRAG), Chartered Institution of Wastes Management (CIWM), Recycle North, Core Cities Group, Local Government Association (LGA), Association of Public Service Excellence (APSE), Local Authority Recycling Advisory Committee (LARAC), Environmental Services Association (ESA)
- Community and Voluntary Sector
- Other Local Authorities
- Departments within the Council, particularly City Services, Development and Neighbourhoods and Housing
- Citizens of Leeds

We will need to work with these different partners across all areas of action included in and Strategy and action plan. Clearly, different partners will expect different things from us and therefore we will require different approaches for each. The action plan sets out how we will develop partnerships across the range of stakeholders. In many areas we are still exploring the opportunities for partnership. We recognise that we can learn from others.

Some partners will be involved directly in the delivery of services, particularly waste management contractors and the community and voluntary sector. Others will be more indirectly involved through their provision of complementary services, for example the

Chamber of Commerce and Business Link. Others will help to promote sustainable waste management or to lobby for change. We also recognise that others may not offer the support we would like and we may have to lobby these organisation ourselves or with others to achieve this. By far the most important partners will be the citizens of Leeds whose participation is vital to our success.

Partners can help us by being involved in monitoring our progress, providing constructive challenge and contributing to the review of the Strategy's progress. We support partners' structured involvement in our monitoring and review processes.

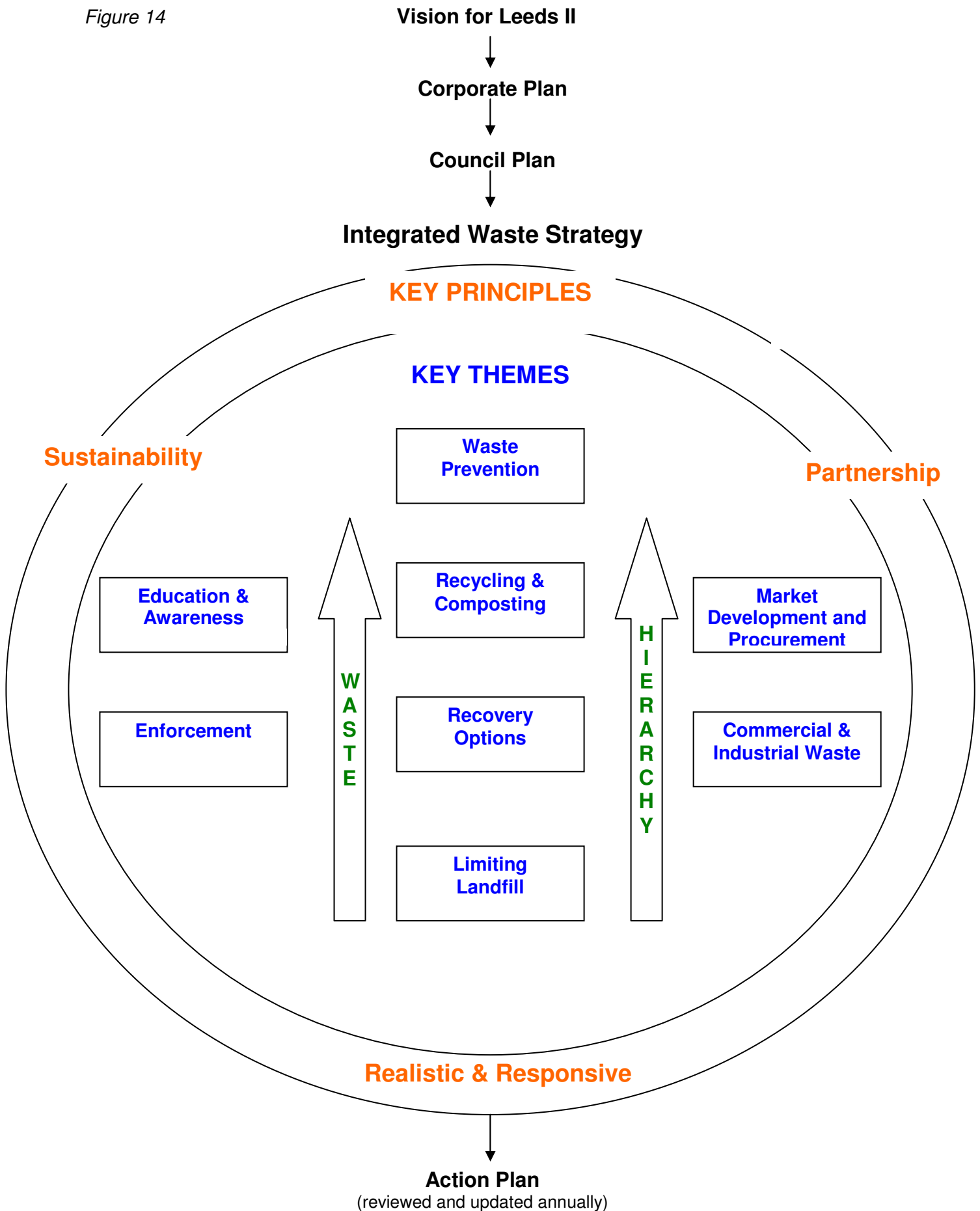
C. Realistic and Responsive - to ensure that the Strategy is realistic and responsive to future changes

There are many uncertainties in projecting as far as 30 years ahead; in particular the growth in waste and the markets for materials. The Strategy needs to be flexible and responsive enough to adjust and change in the light of such developments. At the same time we must have realistic aspirations in terms of what can be achieved within available resources. This will be achieved by:

- a) ensuring that waste management solutions are affordable and deliver best value;
- b) responding to changes to Government policy, guidance and targets as well as the ongoing development of national and European legislation;
- c) building sufficient flexibility into waste management options chosen to take account of changes to waste trends, technologies and market;
- d) providing information on changes and assumptions made;
- e) ensuring that we meet the needs of the community and promote an inclusive approach.

INTEGRATED WASTE STRATEGY – KEY PRINCIPLES AND THEMES

Figure 14



10. OBJECTIVES

The objectives of the Integrated Waste Strategy are:

- To move waste management up the waste hierarchy, with particular focus on reduction;
- To manage waste in ways that protect human health and the environment:
 - Without risk to water, air, soil, plants and animals;
 - Without causing a nuisance through noise or odours;
 - Without adversely affecting the countryside or places of special landscape, townscape, archaeological and historic interest;
 - Disposing of waste at the nearest appropriate installation, by means of the most appropriate methods and technologies.
- To develop integrated and sustainable waste management services, that are flexible and have optimal end-to-end efficiency;
- To exceed Landfill Allowance Trading Scheme (LATS) targets;
- To meet statutory and local 'stretched' recycling and composting targets;
- To provide a waste solution that is affordable and delivers best value;
- To stimulate long-term and certain markets for outputs in order to promote local and regional self-sufficiency.
- To increase community cohesion by recognising the links between crime and the environment and improving access to services based on local needs.

11. DECISION MAKING FRAMEWORK

We aim to make decisions based on the following principles:

- individuals, communities and organisations should take responsibility for their waste;
- in taking decisions there should be consideration of alternative options in a systematic way;
- effective community engagement should be an important and integral part of the decision making process;
- the environmental impacts for possible options should be assessed looking at both the long and short term;
- decisions should seek to deliver the environmental outcomes that do most to meet the objectives above, taking account of what is feasible and what is an acceptable cost.

12. KEY THEMES

The key themes are the substance of the Strategy and relate directly to the Strategy's action plan through the policies contained within them.

During the review of this Strategy we have made changes to the key themes included. Partnerships were previously covered in both the vision and as a key theme. We feel that the principle of working in partnership is fundamental and pervades all the other themes. For this reason we have chosen to include it as part of our vision for how the strategy will be implemented.

Two new themes have been added in this document, Commercial/Industrial Waste and Enforcement. The issue of Commercial and Industrial Waste was included in the previous strategy within the other key themes. Experience of implementing the Strategy, however, has taught us that this area brings its own unique problems that warrant separate consideration. The Council has limited control or influence over waste from this sector and its role, defined through legislation, is different to the one relating to municipal waste. For this reason it has been decided to dedicate a theme within the Strategy to this area, in order to ensure a greater focus on tackling the specific issues relating to waste from these sectors.

Environmental enforcement has now become integral in our work to protect the environment, and to meeting our targets and aspirations in dealing with waste. Whilst education and awareness raising are always preferable, they have their limits, and enforcement is the next step. Its developing role in this area is therefore recognised within this document.

KEY THEME 1 - EDUCATION AND AWARENESS

AIM: To change the culture and behaviour of the people of Leeds to make a positive step change in waste prevention and recycling

Success will be measured by:

- changes in attitude (measured by surveys) and increases in participation in recycling rates.
- reduction in the percentage of commercial/industrial waste landfilled

The success of our Strategy will be underpinned by the active participation of householders and businesses. This requires a significant change in their everyday behaviour if we are to prevent waste from being generated and divert more waste away from landfill. This will take time to happen. Part of our role, as a local authority, is to help to raise awareness of the issues and to educate those affected. We want people in their homes and at work to know about what is happening and to participate in our initiatives. We need to make sure that the public and businesses are informed about the options for waste management, and are able to take part in future debates about how we move forward. We intend to do this in a number of ways:

- Feedback on our progress and performance
- Campaigns and publicity supporting the waste strategy and other relevant plans and policies
- Supporting prevention, recycling and composting initiatives
- Education programmes for children and young people
- Consultation and opinion gathering

All of our proposals contained in the action plan are supported by what we do in this area, as the messages and actions that reinforce, repeat and assist with achieving those other themes will help us to achieve our targets, and, crucially, change all of our behaviours to more sustainable ones. The results of what we do to raise awareness and educate is not always immediately apparent, especially in the case of the work we do in schools. At the same time, without the active participation of householders in waste prevention and recycling we will not achieve our targets and, consequently, we will be faced with more limited options for dealing with waste in the future

Responses to our consultation have shown that awareness of recycling and its importance has grown. We want to build on this and also raise awareness of waste minimisation and reuse. This requires a shift in thinking from dealing with waste to maximising resources.

We will continually evaluate the effectiveness of the education and awareness work we undertake and adjust our approach accordingly. It is important that we continue to use a range delivery mechanisms and a range of media to reach the maximum number of people within the population. We will also support diversity within the community by providing material to meet a variety of needs.

Working to educate the next generation will continue to be an important part of our work in this area. In particular we have now identified the need to increase awareness amongst 16-24 year olds, who will be the next householders.

Leeds has particular needs, especially because of its high transient population, and it will be necessary to provide long-term campaigns and information on recycling and waste. These need to be supplemented with focused campaigns whenever we improve or change our services. Wherever possible we will link into national campaigns to ensure best value for money.

For more information on raising awareness and education, refer to the following:

- www.leeds.gov.uk for information about Leeds City Council and its activities
- www.recyclenow.com for details of the national campaign
- www.wastewatch.org.uk for national campaigns run by environmental charities
- www.encams.org - Environmental Campaigns (ENCAMS) is the charity which runs the Keep Britain Tidy campaign. ENCAMS works to improve local environments
- www.defra.gov.uk/environment/waste/index for information about what the Government is doing on waste
- www.envirowise.gov.uk is a Government programme offering free, independent advice on practical ways to minimise waste and convert turnover into profit

EDUCATION AND AWARENESS

EA1 - Active participation	
We will use education and awareness to drive up the active participation of the people of Leeds in waste prevention, recycling and composting.	The active participation of householders is essential to the success of our waste prevention, recycling and composting initiatives, If people do not take part, we will fail to achieve our targets and this could result in penalties being imposed on the Council, financial or otherwise. A long term commitment to education and awareness is necessary to ensure continued participation.
EA2 - Providing feedback	
We will provide information on how well we are doing in terms of waste prevention, recycling and composting to the people of Leeds on a regular basis.	We will do this because it is important to tell people how well they are doing and to encourage further effort.
EA3 - Linking to education and awareness	
We will strive to ensure that education and awareness is integrated into all waste management services.	We will do this because it is important to promote a greater understanding of what happens to waste through the stages of the waste hierarchy.
EA4 – Informing future decision-making	
We will use the education and awareness programme to help inform our future decision-making. We also need to seek views in order to shape future service developments to best meet the needs of the people who will use them.	This is important because we need to make sure that our decisions on future waste management options are informed by a well-informed public debate as well as being balanced against other objectives and policies.
EA5 - Link into other strategies, plans and policies	
We will influence other strategies, plans and policies to include appropriate statements on waste issues in order to increase awareness and action.	A number of other strategies, plans and policies have an effect on waste management indirectly for example the Local Development Framework, Environment Policy and Climate Change strategy. By including waste issues in other documents where relevant we can have a wider impact on people's behaviour.

KEY THEME 2 - WASTE PREVENTION

AIM: To reduce the amount of waste produced and maximise the re-use of municipal waste materials

Success will be measured by a reduction in the amount of waste entering the municipal waste stream (through Best Value Performance Indicator BV84); reductions to the rate of growth in municipal waste (over the longer term); reduction in commercial/industrial waste, and improvements to the management of the Council's own waste.

Waste reduction and re-use are the first steps in the waste hierarchy and are the top priority for this strategy. We have grouped these actions together under the heading waste prevention. Waste prevention has the potential for far greater environmental, social and economic benefits than recycling. By preventing waste being generated in the first place, we can conserve resources, save energy, reduce pollution, provide cheaper goods and reduce demand for waste treatment and disposal facilities. Succeeding in this area is crucial to meeting our growth targets and our vision of becoming a zero waste city.

Waste reduction can be primarily achieved through encouraging both producer and consumer responsibility for waste. This means encouraging producer responsibility to make them more aware of the environmental impact of the goods they produce and to reduce waste by redesigning products and processes; and working with individuals as consumers to raise their awareness of their purchasing decisions.

Re-use of waste is an important part of the process, as, by stopping material entering the waste stream for processing, it will also impact on the growth of waste. Re-use covers a wide range of actions. As well as using a product again and again, or finding a new use for something, it can also be through borrowing, sharing, hiring, repairing and renting. Reusing is different from recycling because products are not broken down into their raw materials and reprocessed. Re-use is more sustainable because it reduces the use of raw materials, energy and transport. We currently re-use the following products:

- Furniture
- Mobile phones
- Spectacles
- Soil and Rubble
- Fridges
- Textiles
- Shoes
- Books
- Bicycles
- Paint

The increased regulation of hazardous wastes means that products classified as such should be a particular focus for our work in reducing and reusing waste.

There are a number of options that the Council can pursue to encourage waste prevention. Many of these options have long pay back periods, with associated investment costs. Some of these actions will have a direct impact on waste growth whilst others fulfil the role of raising awareness, changing behaviour and increasing

social responsibility whilst delivering some limited reductions in waste growth. However, it is important to bear in mind that these proposals, combined with our actions to raise awareness and educate, will act on the waste stream to reduce the volume of waste produced per household. Household numbers in Leeds are expected to rise throughout the duration of this strategy and so overall levels of waste are expected to rise. It is all the more important therefore that we work hard to stem the growth of waste produced by each household to reduce the overall environmental impact of waste management in Leeds. Any reduction will have impacts further down the waste hierarchy, as there will consequently be less waste to deal with and fewer or smaller facilities will be required.

Our targets for municipal waste prevention are:

- 0.5% growth per household by 2010.
- 0% growth per household by 2020.

The action plan focuses on the Council's efforts on waste prevention, recognising that much of the work will involve further discussion with those most likely to be affected, such as householders and business. The Council is already committed to supporting home composting and the Real Nappy campaign as priority areas. In each year we will be looking to expand our activities in these areas and to add additional priorities. These will be determined following discussion with partners and with any opportunities to link to what others may be doing. Issues we would like to pursue include promoting reusable shopping bags, encouraging take back schemes and deposits on reusable packaging.

The Voluntary and community sector (VCS) organisations, including social enterprises, make a significant contribution to the delivery of waste objectives, particularly in the areas of waste minimisation and reuse. Experience with VCS in other sectors suggests that the sector has the potential to achieve even more to support this strategy. These organisations bring innovation and increased competition to the waste industry and are credited with originally developing many of the approaches to waste management which are in mainstream use, and also helping to raise public awareness of many waste issues. They continue to develop local solutions for areas where conventional service delivery is difficult, and to broaden the range of separate waste streams which can be collected. Community organisations are especially active re-users of waste goods, with a number of organisations collecting furniture and appliances for refurbishment and reuse. Some VCS organisations support people on low incomes through discounted or free provision of items and include disadvantaged members of the community in their operations providing employment and training opportunities. For these reasons we intend to develop the partnerships currently in place and build capacity in this sector.

Also we can do more as an organisation. Leeds City Council is committed to EMAS and good environmental management. However, we will look to become a model of best practice in how we deal with our own waste. You can find out more about waste prevention (reduce and re-use) from:

- www.leeds.gov.uk for information about Leeds City Council and its activities
- www.realnappy.com for information on real nappies and the Real Nappy association
- www.compost.org.uk Promoting sustainable management of biodegradable resources
- www.gardenorganic.org.uk for composting hints & tips
- www.recyclenow.com for information on home composting

www.wastewatch.org.uk Information, publications and advice on waste reduction, reuse and recycling.

WASTE PREVENTION

WP1 - Empowering consumers in Leeds	
We will enable the public to take action for themselves on waste prevention	We will support initiatives in each year that focus on the public as, consumers and help them make positive choices about ways to prevent waste.
WP2 - Exploring incentives for waste prevention	
We will evaluate options for providing incentives for waste prevention	We recognise that at times it may be more appropriate to offer incentives for waste prevention. This may be through added benefits and rewards to householders for positive behaviour but also could include ways of discouraging unsustainable behaviours. This will include looking at long term options for changing collection methods (such as alternate week collections) and charging for disposal.
WP3 - Minimising and Re-using Leeds City Council's Waste	
We will strive to identify ways that will enable the Council to make more efficient use of its materials and thus prevent waste. As well as promoting sustainable waste management this will contribute to the Gershon agenda.	The Council will continue to build on its EMAS accreditation to continuously improve its performance with regard to waste it produces.
WP4 Building Capacity within the Voluntary and Community Sector	
We will build on existing partnerships and aim to increase capacity within the sector to support the policies contained within the strategy, particularly in the area of waste prevention.	We will ensure that we provide or signpost the appropriate support for these organisations. In areas where this sector can add value we will ensure that are methods of procurement and other arrangements encourage and do not put barriers in the way of their involvement.
WP5 Reduce the annual growth in waste per household	
We will reduce the annual growth in waste per household to 0.5% per household by 2010 and 0% per household by 2020	These targets recognise the reduction in the rate of growth that has been seen in recent years.

KEY THEME 3 - MARKET DEVELOPMENT AND PROCUREMENT

AIM: To work in partnership to develop local markets and encourage the development of secondary material industries

Success will be measured by the number of market opportunities/outlets for waste, and increased usage of recycled materials by the Council and its contractors.

Collection of recyclables and the composting of organic wastes is not an end in itself but part of the chain of recycling and reprocessing of used materials into new products or materials for supply chains (waste is not 'recycled' or 'composted' until it is made into something else). This process is sometimes called 'closing the loop'. The reprocessing industry creates useful products out of what was once waste, saves resources and, in most cases, uses considerably less energy and produces less carbon dioxide and other greenhouse gases than if the products were made out of raw materials. It can offer businesses competitive advantage and generate local employment. However, the markets for such materials are underdeveloped in the region and the UK. Markets are also needed for the residues of recovery processes. Many of these materials have further uses which allow for yet more material to be diverted from landfill. These markets are also relatively undeveloped.

The Government is committed to a number of initiatives designed to address these issues, championed through the Waste Resource Action Programme (WRAP), which is promoting the development of new markets and business through research and by supporting projects. As a key part of the Council's Integrated Waste Strategy and Procurement Strategy, we are seeking to assist in market development through exploring options to: develop businesses at a local level and at a regional level; support contractors in developing markets for materials we collect; look at our own purchasing procedures to see if we can encourage greater usage of products made from recycled materials.

The review of the Waste Management section of the Unitary Development Plan has highlighted the need to allocate land for these new secondary industries, and revisions have been made to support the development of new businesses engaged in processes that assist in closing the loop and in ensuring that construction and demolition wastes are productively used.

Although markets are still relatively undeveloped a growing number of products made from re-used and recycled materials are being produced. The majority of these still serve a niche market but we can support these businesses and attempt to mainstream these products. Their availability should be publicised and their use encouraged.

To ensure innovation and new investment in these industries the concept of developing a planned cluster of local reprocessing and re-use businesses is being pursued across the UK. This type of development is often referred to as a Sustainable Growth Park. In order to realise our ambitions for waste prevention and the recovery of value from waste, we will need a range of state-of-the-art facilities for recycling, composting, energy recovery, education and business development. Our vision is of a Sustainable Energy and Resource Park (SERP) which brings all of the above elements together into a single location. We see this as an opportunity, not simply to ensure that we meet our waste

targets, but also to develop a feature of significant educational and environmental importance for both the City and the region.

Where can I find out more?

— www.leeds.gov.uk - for the Council's Procurement Strategy

— www.wrap.org.uk - for information about this a not-for-profit company, which is working to promote sustainable waste management by creating stable and efficient markets for recycled materials and products

www.recyclingaction-yorkshire.org.uk - Recycling Action Yorkshire is a not-for-profit, regional programme funded by Yorkshire Forward and the European Regional Development Fund

MARKET DEVELOPMENT AND PROCUREMENT

MDP1 - Encouraging local market development	
We will strive to stimulate new and emerging businesses across Leeds whose primary purpose is to re-use items or reprocess materials. We will also support existing businesses who want to move into this field.	It is important that local markets are developed for waste materials as this helps us meet our sustainability aims and can provide a significant source of business growth and competitive advantage. We will contribute to Local Development Frameworks to support this aim. We will also provide support and signposting to businesses and developing businesses.
MDP2 – Council use of recycled materials	
We will encourage greater use of recycled materials through the Council's purchasing and procurement processes.	The Council is a significant purchaser of goods and services in the City. It has the opportunity to make use of its own purchasing power to influence suppliers and move towards more sustainable sources for its procurement. We will do this through our Procurement Strategy.
MDP3 – Promote products made from recovered materials	
We will promote products designed for retail or trade use that are manufactured using re-used, recycled and recovered materials	By linking with our education and awareness theme and business and commercial themes we will promote the benefits of these materials and where appropriate promote specific products particularly when they are produced locally.
MDP4 – Seek markets for the materials produced through Leeds City Council's waste management service.	
We will actively partner with our waste contractors to find valuable uses for the materials or residues resulting from any processing or treatment of municipal waste.	Where possible we will structure contracts to encourage the use of these materials and work with contractors to develop, support or seek out these markets. We will also aim to provide consistent outputs that are more marketable.

KEY THEME 4 - RECYCLING AND COMPOSTING

AIM: To maximise recycling and composting of municipal waste where it is sustainable, to complement our efforts to prevent waste

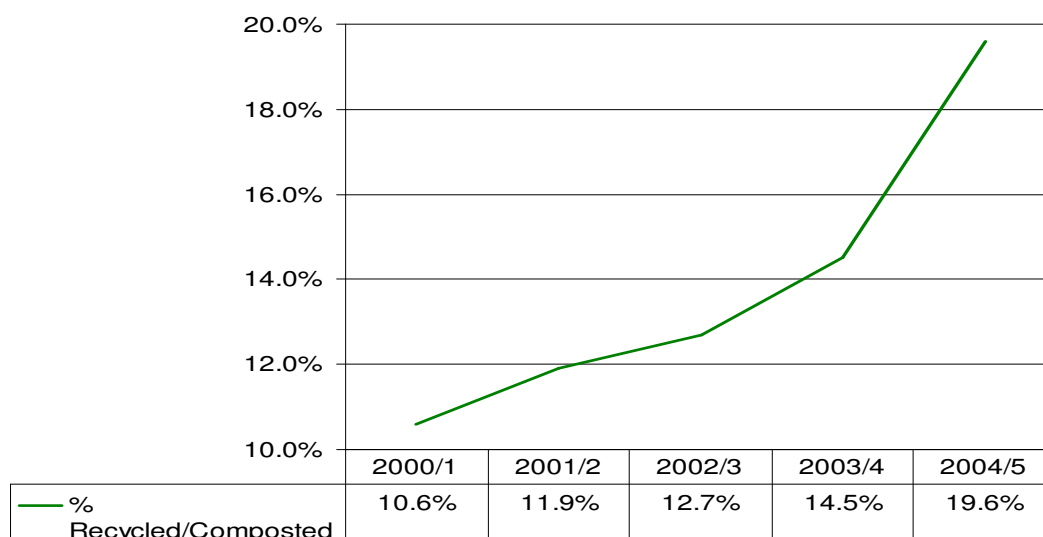
Success will be measured by increased recycling and composting rates of municipal waste, and achieving our targets for recycling and composting.

After waste prevention the Strategy focuses on improving recycling as a priority action. This is recognised corporately, having been included as a target in the Council Plan, and is one of the Council's main areas of waste management activity. Significant improvements have been made to our recycling and composting rates in recent years through a combination of improvements to Household Waste Sites, improvements to drop-off recycling sites and the roll-out of the SORT kerbside collection scheme to over 90% of households. These activities represent a significant investment by the Council and a large-scale increase in our operations.

In 2005/06 Leeds achieved a combined recycling and composting rate of 21.33%. This has risen significantly over recent years. We have consistently been the best performing of the Core Cities and this success was recognised at the National Recycling Awards in 2005 when we won the award for 'Recycling Target Success'. We now need to build on this success and continually strive to improve our performance. Our recent recycling performance is summarised in Figure 15.

Figure 15

Leeds City Council – Recycling Performance *(awaiting update for 05/06)*



However, if we are to meet our statutory recycling targets of 30% by 2010 and 33% by 2015, further improvements will need to be delivered. We are proposing to set ourselves a challenging combined **recycling and composting rate of at least 40%**. This is not intended to place a ceiling on our performance, but is intended to challenge our performance and to inform future planning. If recycling exceeds our expectations we will review this target between the 5 yearly review periods and reflect any changes in the annual action plan. In order to achieve this target and to reduce the impact of the Landfill Allowance Trading Scheme (LATS), the Council will have to consider the

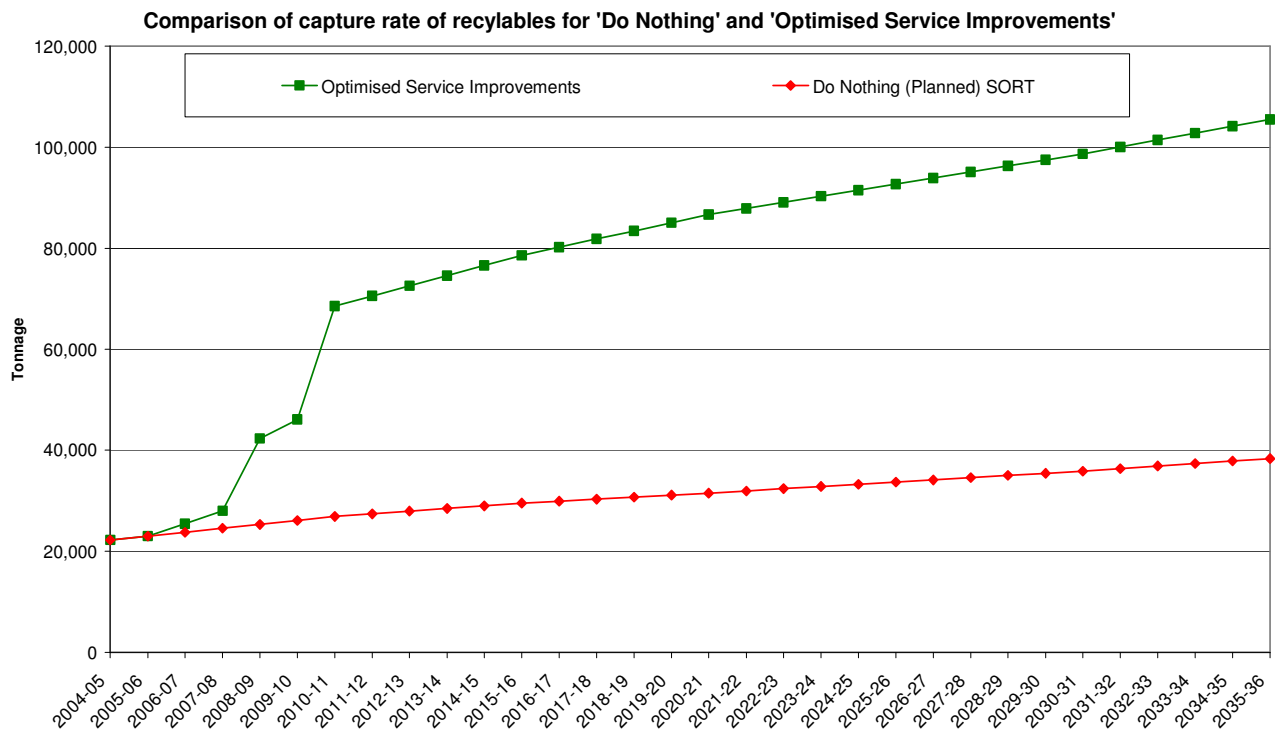
introduction of a range of improvements to existing recycling services. Although extensive consultation will be carried out with the public on any proposed changes, these service improvements could include the following:

1. Garden waste collection
2. Glass collection
3. Increased frequency of kerbside recycling collections
4. Increased range of plastics collected in SORT bins
5. Increased range of paper and card collected in SORT bins
6. Increased roll-out of SORT collections
7. Enhanced participation in recycling through increased education

A range of potential, optimised recycling collection and education initiatives to increase recycling levels in Leeds have been considered, together with realistic capture rates for each material type. A waste flow model was then developed to show the projected long-term profile of municipal waste management in Leeds. The introduction of the optimised initiatives set out above would yield a combined recycling and composting rate of 38.7%. We therefore believe that our target of 40% sets a challenging target for the City which will see recycling levels almost double.

Figure 16 shows the increase in recycled materials collected that could be expected as a result of the introduction of the initiatives detailed above, and based on enhanced capture rates for each material as a result of improved recycling facilities and public education.

Figure 16



The range of materials currently recycled includes:

- Garden waste
- Timber
- Metal
- Cans
- Plastics
- Paper
- Newspapers and magazines
- Cardboard
- Glass
- Soil and rubble
- Textiles
- Motor Oil
- Vegetable Oil
- Stamps
- Greetings cards
- Televisions and VDU's
- Fluorescent Tubes
- Tyres

When extending the range of materials collected or procuring new contractors for the recycling of existing materials we must consider the application of the proximity principle (see section 8). Transport, particularly, can have a significant environmental impact and the relative benefits of transporting waste over long distances must be considered in all contracts. We aim to deal with as much waste as possible in Leeds or the Yorkshire and Humber region where appropriate and will monitor the percentage of waste dealt with in this area.

Whilst over 90% of residents have access to kerbside recycling, there is significant scope for improvement through improving public participation. It is essential to promote these services through education, incentives and enforcement to raise participation and recognition levels. This will increase recycling and composting rates through existing services and therefore improve their efficiency.

The Council also intends to make kerbside recycling available more widely. The Household Recycling Act 2003 requires local authorities to collect at least two types of recyclable waste from all households by the end of 2010 (unless the cost of doing so is unreasonably high, or where comparable alternative arrangements are available), and we will be exploring all practicable opportunities to extend access to kerbside recycling services.

Composting is an important element of the waste hierarchy, as it helps to remove the biodegradable element, thereby reducing environmental problems, such as leachate production and the release of methane, a potent greenhouse gas, and helping us to meet our Landfill Allowance Trading Scheme (LATS) targets. The Council supports composting primarily through its Household Waste Sorting Sites, where the public is able to bring compostable material for disposal, and by supporting home composting (see Key Theme on Waste Prevention) through the sale of low-cost composters. We are now considering the introduction of kerbside collections of compostable or organic waste, as the recent composition analysis of domestic bins for general waste and

recyclables in Leeds demonstrated that kitchen and garden waste account for a significant proportion of overall waste.

The past two years have seen a sea-change in the way hazardous waste is managed, as a result of various regulatory initiatives and costs of disposal have risen. This has helped to encourage the diversion hazardous waste from landfill. We need to work towards increasing the range of hazardous wastes that are recycled. Currently these include waste oil, tyres, fluorescent tubes and cathode ray tubes.

Where can I find out more?:

- www.leeds.gov.uk for information about Leeds City Council and its activities
- www.recycle-more.co.uk for general information on recycling
- www.recyclenow.org.uk for national recycling campaign information

RECYCLING AND COMPOSTING

RC1 – City-wide recycling	
We will provide appropriate, convenient and accessible methods of collecting recyclables from every household in the City.	We wish to make sure that every household has access to appropriate recycling facilities and that recycling is made convenient for people to use. This means providing a mix of recycling opportunities from kerbside collection, drop-off sites to segregated recycling at Waste Sorting Sites.
RC2 - Composting	
We will strive to improve garden waste reception facilities at household waste sites and explore the provision of kerbside collection services. .(See waste prevention for home composting policy).	There is now an emphasis being placed on the diversion of biodegradable waste away from landfill so will strengthen our efforts in this area. We have already improved the provision of bring facilities through the redevelopment of household waste sort sites and will continue to do so. Waste composition analysis shows significant quantities of garden waste still in the residual waste stream so we will research, consult upon and pilot kerbside collections if appropriate.
RC3 - Range of materials	
We will extend the range of materials collected where it is practicable to do so.	There is potential to collect more materials, as part of our kerbside collection, at drop-off sites or Waste Sorting Sites. We will be flexible in order to collect materials that have value when recycled or help extract greater volumes of waste for recycling. Priority will be given to materials which are economically viable to collect and recycle or divert substantial amounts of waste from landfill. Key materials currently being considered include glass and an extended range of plastics. Proximity and transport impact in particular, must be taken into account when selecting products to recycle and contractors to recycle them.
RC4 - To recycle and compost a minimum of 40% of municipal waste by 2020	
We will increase recycling and composting from its current level of 21.3% to 40% by 2020. These figures relate to the best value performance indicators BV 82a) and b), as defined by the Audit Commission.	These performance levels are dependant on the implementation of enhanced recycling and composting initiatives.

KEY THEME 5 - MEDIUM AND LONG TERM RECOVERY OPTIONS

AIM: To achieve maximum diversion of waste from landfill and to recover the maximum value from waste

Success will be measured by the amount of biodegradable waste diverted from landfill.

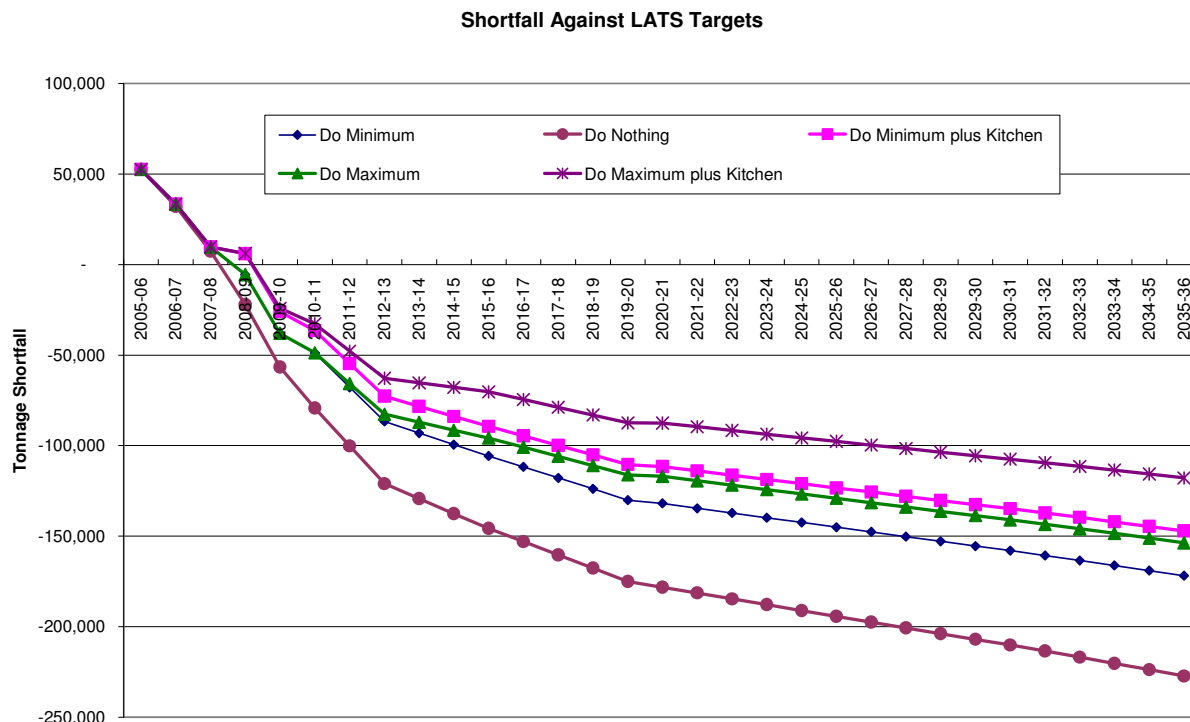
Whilst waste prevention, recycling and composting form the preferred methods by which we will reduce our reliance on landfill over the next few years, we must consider what other options are available to meet the Government and European more stretching recovery targets for 2010, 2013 and 2020. Landfill is a major contributor to harmful greenhouse gases, and failure to meet these targets may result in massive financial penalties. We predict that meeting these targets will amount to diverting some 1.5 million tonnes of biodegradable municipal waste from landfill by 2020.

We have considered whether it would be possible to achieve the recovery targets through waste prevention, recycling and composting, without the need to rely on further recovery technologies. In fact, the previous version of this document left the question of recovery open whilst efforts to increase recycling were assessed.

As discussed under the previous key theme, Leeds' recycling rate for municipal waste has been growing significantly over recent years and our rate of waste growth has slowed. However, the Government's latest guidance on municipal waste management strategies states that advice should be sought on realistic expectations of the proportions of waste that can be recycled. Despite these significant improvements in our recycling performance we are still a long way from meeting the recovery targets, and we have therefore analysed the levels of recycling that could potentially be achieved in the future.

Technical analysis showed that the introduction of the optimised initiatives set out in the Key Theme Section on Recycling and Composting would yield a BVPI recycling rate of almost 38.7%. However, our analysis also showed that Leeds City Council would need an overall recycling rate of over 70% in order to meet our landfill diversion or LATS targets through recycling alone. A range of further theoretical, 'do maximum' scenarios have been therefore analysed to examine the effect of introducing a kerbside collection of kitchen/food waste, and the impact of achieving higher capture rates for all recyclables, which are over and above the improvements already targeted in the waste flow model, and beyond what is deemed realistic given current public participation (see Figure 17). The most ambitious scenario still showed a significant shortfall against the Authority's landfill reduction or LATS targets. It should also be noted that these enhanced scenarios take no account of issues such as cost, deliverability and sustainability.

Figure 17



It was therefore acknowledged that, without a sea change in public attitudes, major changes in legislation and/or significant financial inputs, education and awareness and recycling alone will not enable the Council to achieve its LATS targets and avoid the massive subsequent financial penalties.

Therefore, a detailed options appraisal exercise has been completed on a broad representative range of the available technologies for the long-term management of residual waste. The options appraisal process was designed to provide a robust and transparent means of assessing the various technologies, with a group of key stakeholders carrying out the actual evaluation. Technologies were assessed against a comprehensive range of criteria. The non-financial or 'benefit' criteria against which each of the options was assessed are as follows:

- Achieves sustainability in relation to social, economic and environmental impacts;
- Provides long-term and certain markets for outputs;
- Provides flexibility;
- Achieves landfill diversion (LATS) targets;
- Achieves long term statutory and local recycling and composting targets;
- Minimises impacts associated with land use and allows self-sufficiency;
- Health and environmental impacts;
- Cost and affordability;
- Risk;
- Market interest;

A wide range of technologies for treating municipal waste was evaluated. These included:

- Autoclave
- Advanced Thermal Treatment
- Energy from Waste
- Mechanical Biological Treatment
- Anaerobic Digestion
- In-Vessel composting

The results of the options appraisal showed Energy from Waste as the best performing option, achieving the highest ranking in terms of cost and 'benefit' criteria, and the highest ranking of all of the technological solutions in terms of risk ('do nothing' and 'do minimum' naturally presented lower risks of deliverability). Energy from Waste involves burning waste under tightly controlled conditions to generate electricity and heat.

Mechanical Biological Treatment (MBT) is the only technology other than Energy from Waste of which there are operational examples for treating municipal waste on this scale within the UK. However, whilst Energy from Waste has a proven track record, the few MBT facilities in the UK have only commenced operations since 2005 and there are therefore significant risks associated with their performance. The greatest of these relates to securing markets for the outputs from MBT, which amount to a significant proportion of the tonnage entering the process. The 'refuse derived fuel' produced by the technologies evaluated would still need to be burnt in an Energy from Waste (EfW) facility, or alternatively sent to landfill, which could result in Leeds City Council failing to meet its landfill reduction targets. There are also significant limitations on the permissible uses for the outputs from the composting or digestion of the organic fraction of mixed waste from MBT. These factors are reflected in the options appraisal results.

During the development of the proposed waste solution for Leeds, the environmental and health effects of the various options have been thoroughly evaluated. The Council has both considered a wide range of existing independent research reports in this area, and commissioned its own study into these effects. They conclude that the range of integrated facilities proposed by Leeds represent a sound option in relation to environmental and health impacts.

Leeds City Council has therefore selected EfW as its preferred recovery solution, and we have set ourselves a target **to achieve the recovery of value from 90% of municipal waste by 2020**, thus reducing landfill from the current level of 79% (in 2005/6) to 10% by 2020.

This decision has been supported by the Environment Agency who responded to the consultation on our environmental report on the Strategy by saying "We support the 'preferred option' as the most sustainable. We would want to be involved in the future development of this strategy."

The significant increases in recycling that we are targeting also mean that the development of a Materials Recycling Facility (MRF) provision will need to form a part of the waste solution for Leeds. The Council's vision is to develop a Sustainable Energy and Resources Park, subject to the necessary approvals, partnerships and funding, which would bring together both the EfW facility and MRF, but also an education centre

and business incubation units to enable new solutions to be developed for the use of recycled products. We also intend to explore the possibilities for developing an Energy from Waste facility with the potential to provide combined heat and power, and to link into community heating schemes.

One of the issues returning from the consultation on the Waste Strategy is that a contractual requirement to supply minimum tonnages to an EfW facility (a requirement which would be common to any waste processing technology, and is not exclusive to EfW) should not suppress future recycling levels in the event that waste generation were to reduce dramatically or recycling performance exceeded target levels. Leeds City Council is committed to ensuring that no ceiling is placed on recycling where this continues to represent the best environmental option, and has considered a range of contingency measures to ensure flexibility within a contract for the treatment of residual waste.

The estimates of required capacity of an EfW facility will be continually refined throughout the contract specification process based on the latest waste arisings and recycling data, and best practice information on future trends. The tonnages specified in any contract would be expressed as a range or bandwidth, rather than a fixed level, in order to ensure sufficient tolerance in the event of unforeseen trends in the levels of residual waste requiring treatment, and the contract would be subject to scheduled reviews at which amendments could be made if required. Furthermore, we are committed to exploring the use of carbon neutral biomass to supplement waste in the event of a requirement to fill spare capacity. It should also be noted that EfW and high recycling co-exist very successfully in the top performing recycling countries in Europe such as Switzerland, Denmark and the Netherlands.

MEDIUM AND LONG TERM RECOVERY OPTIONS

R1 - Providing information	
We will make sure that up-to-date information on the recovery aspect of the waste hierarchy is available to the public and other stakeholders.	We will make available the technical information that informed the decisions on recovery and further information on our preferred solution. Our work here links to the education and awareness theme.
R2 - We will deliver a recovery solution for municipal waste generated in Leeds	
We will implement this part of the waste strategy through a contract with a private sector partner.	Our aim is to deliver Energy from Waste facilities by 2013. We will strive to provide a combined heat and power facility with integrated education centre.
R3 – Complete an Environmental Impact Assessment on the proposed Energy from waste facility	
We will carry out a rigorous Environmental Impact Assessment on the proposed Energy from Waste plant.	This will be done in accordance with the Environment Impact Assessment Regulations 2000.
R4 - To recover 90% of municipal waste by 2020	
We will divert 90% of municipal waste from landfill by 2020 and exceed the LATS targets.	This policy is dependant on the successful implementation of other waste prevention, recycling and composting and recovery policies.

KEY THEME 6 - LIMITING LANDFILL

AIM: To limit the amount of waste disposed to landfill

Success will be measured by reducing the amount of waste sent to landfill, and meeting the EU and Government landfill diversion targets.

Disposal to landfill is the final stage of the waste hierarchy. Our reliance on it must reduce over time. However, it will remain a feature of waste management as there will still be a requirement for final disposal of some waste. All recovery processes produce a proportion of residual material. Whilst we will always aim to identify alternative uses for these materials, some will always need to be landfilled.

Recently introduced EU Landfill Directive targets mean that, by 2020, the UK will have to reduce the proportion of biodegradable municipal waste (BMW) that it landfills to 35% of the tonnage of BMW landfilled in 1995. Failure to meet this, and interim, targets will result in the UK incurring fines of around £0.5m a day. It is likely that these fines will be passed on by the Government to the local authorities responsible.

In order to facilitate meeting targets at national level, the Government has introduced the Landfill Allowance Trading Scheme (LATS), whereby each Council or Waste Disposal Authority (WDA) is allocated a rapidly decreasing number of allowances for each year of the scheme between 2005 and 2020, which corresponds to the tonnes of BMW that it is permitted to landfill. Under the scheme any authority landfilling more tonnes of BMW than they have allowances for will face penalties of £150 per tonne.

Landfill allowances can be traded between WDAs, with authorities diverting significant quantities of waste from landfill being allowed to sell excess allowances to those that continue to use landfill as their main disposal option. It is estimated that Leeds City Council will have to divert almost 1.5 million tonnes of BMW between 2005 and 2020, and that, if the current position is maintained, the Authority will face LATS penalties of an estimated £217m by 2020. Whilst the Authority is developing interim action plans to mitigate these financial consequences, this is only likely to reduce the financial threat on a short term basis.

The Authority will have to consider its landfill allowance trading strategy in advance of the delivery of a long-term recovery solution for Leeds. These initiatives are currently being assessed in terms of cost and the performance benefits that might be expected from their implementation.

Landfill tax serves as an economic driver against the landfill of waste. The current rate of landfill tax is £18 per tonne and this is set to rise £3 per tonne until it reaches £35 per tonne. Prices for landfill in Yorkshire remain competitive compared to alternatives but this balance will begin to shift as the landfill tax escalator drives costs up.

The Council's current contracts for landfill are framed so as not to unduly restrict opportunities to increase prevention, recycling and composting. They also have terms and extension arrangements which support the introduction of recovery solutions within realistic timescales.

The need for landfill extends beyond the Council's requirements and there will be increasing competition from other users in the future for the available supply of landfill

capacity. The planning system has an important role in assessing the city's requirements as a whole and, if appropriate, helping to meet those needs.

LIMITING LANDFILL

L1 - Minimising our need for municipal waste landfill	
We will work to minimise the council's landfill requirements over the period of the strategy.	Landfill is the lowest option on the waste hierarchy and so we are aiming to rely on this as little as possible. Our ultimate goal is zero waste to landfill and recovering value from all waste.
L2 – Landfill no more than 10% of municipal waste by 2020	
We will landfill no more than 10% of municipal waste from landfill by 2020 and exceed the LATS targets.	This policy is dependent on the successful implementation of other waste prevention, recycling and composting and recovery policies.

KEY THEME 7 – ENFORCEMENT

AIM: To support the objectives and policies of the Strategy through enforcement where appropriate

Success will be measured by increases in recycling participation, the recycling rate and the number of prosecutions or notices issued.

Whilst we aim to promote participation in recycling and composting through education and awareness raising, we recognise that not everyone will respond to this. Enforcement will not be carried out in isolation, it is part of a package of measures designed to encourage participation and provide information and support where needed. Each case will be considered on its merits and any special circumstances taken into account where relevant. Although enforcement will be the last resort, it will continue until compliance is achieved.

All enforcement will be carried out in line with the Council's Environmental Enforcement Policy. This includes a commitment to the Enforcement Concordat. It is an umbrella policy and specific offences will require specific policies. There are a number of areas on which specific policies will be required relating to waste. These are:

- bin contents (participation and contamination);
- side waste (will the Council collect bags left at the side of wheeled bins);
- returning bins to your property after collection.

As a Waste Collection Authority, Leeds City Council may specify the manner in which residents present waste for collection. This includes the following;

- the number and size of bins or other receptacles provided;
- that separate wheeled bins or other receptacles are used for waste which is to be recycled and waste which is not;
- where they are to be placed for collection.

Decisions are still to be taken on what requirements will be made or enforced. There are key differences to note between actions which affect the success of the scheme as a whole (e.g. contamination) and those which reflect on our performance (e.g. failure to participate). These may warrant a different approach, or at least a phased implementation. The Clean Neighbourhoods and Environment Act 2005 contains provisions relating to waste, particularly additional tools to aid enforcement. These include the potential to issue fixed penalty notices. Evaluation of these provisions is being carried prior to a decision being made on our use of them. If fixed penalty notices were adopted, any income would be small and their use would not be as an income generator.

Where can I find out more?:

www.leeds.gov.uk for details of the Environmental Enforcement Policy and its application

www.defra.gov.uk for the Clean Neighbourhoods and Environment Act 2005

ENFORCEMENT

EF1 – Developing waste specific enforcement policies	
We will develop specific waste enforcement policies that are practicable and improve our re-use, recycling or composting performance.	Our enforcement policies will apply to all but we anticipate that enforcement actions will only affect a small proportion of people who do not comply. Where we do use enforcement action we will continue to do so until compliance is achieved. Any policies developed will be in line with the Environmental Enforcement Policy.
EF2 – Link to education and awareness	
We will only take enforcement action as a last resort once we have made reasonable efforts to educate and support.	Enforcement is the last resort in a package of measures. We will make sure that all reasonable steps have been made to inform residents and to support them where appropriate. We will also publicise our approach to enforcement so that people are aware of the consequences of not complying.

KEY THEME 8 - PLANNING

AIM: To assist with meeting the requirements of sustainable waste management through the existing Unitary Development Plan and emerging Local Development Plan.

Success will be measured by the implementation of planning/land use policies in delivering sustainable waste management, both to secure sites for waste facilities and as an integral part of construction and design.

Government waste management policy requires local authorities to provide a framework in which communities take more responsibility for their own waste, and enable sufficient and timely provision of waste management facilities to meet the needs of their communities. This places a requirement on councils to make local provision wherever practicable for the management of municipal waste. Given the levels of waste to be diverted from landfill in Leeds, it is therefore a very real possibility that the Authority will have to investigate the identification of further sites in Leeds for facilities for treating municipal waste. We also consider this requirement extends to include commercial and industrial waste.

The context for planning is set by the Leeds Unitary Development Plan (UDP), adopted in 2001, and this was recently subject to a selective review. The Review proposed the introduction of criteria based Waste and Minerals Policies, rather than identifying specific sites to be used for waste management purposes. Planning applications for waste facilities would therefore need to be assessed against these criteria based policies, where such applications are submitted.

The UDP was first drafted in 1992 and was subject to an extensive inquiry process. Nonetheless many of the policies relating to waste included in the UDP pre-dated much of the advice given by government and needed updating. The First Review sought to update the UDP in key areas, including its waste policies in accordance with regional, national and European demands.

Given other Local Development Scheme priorities for regeneration, and the work associated with the Unitary Development Plan (UDP) Review inspector's report, the Waste Development Plan Document (DPD) within the Local Development Framework (LDF) is scheduled to commence in late 2007. This clearly has major implications in terms of timescales for delivering a solution to address the impending landfill penalties.

In addition to this, Planning Policy Statement 10 (PPS 10) on 'Planning for Sustainable Waste Management' came into effect in July 2005. PPS10 supersedes any plans that Waste Planning Authorities have in place unless they comply with this policy, and will need to be considered alongside the UDP Review policies. It sets out the Government's current policy on the development of Local Development Frameworks (LDFs), and is intended to "streamline the local planning process and promote a proactive, positive approach to managing development". The key aims of an LDF are: increasing flexibility; strengthening community and stakeholder consultation; taking key decisions early in the process; sustainability appraisal; efficient programme management; improving the soundness of local development documents.

However, whilst it is acknowledged that the LDF provides a robust process to ensure delivery of the necessary planning policy framework and land use requirements, the

statutory timescale for the commencement, development and adoption of these documents is an estimated three years.

In addition to this, the waste private sector are stating plainly that they will need confidence that planning permission will be granted for sites for waste facilities in order for them to invest the estimated £1-3m needed to bid for a potential contract. There have been examples of contracts falling through, or major delays in implementation, due to the failure of local authorities to resolve land use issues. This reality is clearly reflected in the fact that the Government will not consider allowing waste PFI applications to proceed if the process of identifying and securing sites is not significantly progressed at Outline Business Case (OBC) stage. This is due to the risk posed by failure to attract private sector interest as a result of lack of certainty for them in this area.

In the light of the difficulties associated with ensuring the necessary immediate progress in delivering sites for municipal waste management facilities through the existing LDF and UDP policy frameworks, it is necessary to explore alternative options.

Given current pressures to deliver a waste solution, an alternative approach that might be adopted would be to submit planning applications outside of, but consistent with, existing policy frameworks, using Government guidance to assess the suitability and deliverability of sites and carry out the appropriate public consultation. This would potentially provide a means of delivering sites within a shorter timescale than estimated for the development of a Waste Development Plan document,

The Council is looking to identify a range of potential sites for waste facilities. Any site selection exercise would form a key part of the information required to support a planning application. Most waste management planning applications attract significant public interest and are the subject of close scrutiny, with the choice of site usually the focus of this attention. It is therefore important that any planning application is founded on a robust site selection exercise that seeks to identify the most suitable site, having regard to a wide range of considerations such as environmental suitability and land availability. Such an exercise would also be driven by national planning policy, the policies of the local development plan, and consultation with the Planning Authority, which would help to guide the Council to the right site or sites.

The Yorkshire and Humber Regional Spatial Strategy (RSS), currently in draft form will not be published until late 2007. Local planning for waste management will have to be consistent with the requirements of the RSS when the final document is published.

In the past there has been a reliance on rural sites for landfill. The emphasis is now moving away from landfill and this will result in a switch towards a need for urban sites to provide for waste management facilities. This will cause particular difficulties in Leeds where land values are high and waste management offers low value use of the land.

There are clear links between economic development and waste management, and there is a range of regional economic development initiatives in which Leeds is involved that may also have a bearing on the waste solution. 'The Northern Way' initiative aims to bridge the economic gap between the North of England and the rest of the UK, and the links between local decision making on waste management and this partnership need to be taken into account.

Consideration also needs to be given to the wider issue of dealing with waste from other sectors (i.e. commercial, industrial, construction, demolition, etc.). Municipal waste in Leeds accounts for only a fraction of the total waste generated (excluding agricultural and mineral waste), and plans for facilities to deal with this waste should not be considered in complete isolation from the future requirements of other sectors. For this reason, a dedicated Key Theme on Commercial and Industrial Waste has been introduced into this revised Strategy. However, it should be noted that it is only local authorities that are currently facing LATS penalties, and, once again, the financial implications of delay on the part of the Council need to be borne in mind.

We have identified Planning as a Key Theme in the Strategy because of its importance not only in terms of future land allocation but also in terms of securing better waste management into all development. It is important to ensure the provision adequate storage for segregated waste streams in residential developments, particularly flats and the provision of public recycling facilities in other major developments. The planning framework can also be used to influence the construction industry itself through requirements to reuse and recycle construction and demolition waste and through specifying the use of sustainable materials.

Where can I find out more?

- www.leeds.gov.uk for information about Leeds City Council's Unitary Development Plan and Local Development Framework
- www.yhassembly.gov.uk for the details of the Regional Spatial Strategy

PLANNING

P1 - Using the planning system	
We will seek to implement the waste strategy's principles, objectives and themes through the land use planning system where it is appropriate to do so.	The planning system is key to delivering sustainable waste management and the strategy must be a key influence on this. It is particularly important that these principles are reflected in Development Plan Documents and Local Development Plans which are now being drafted as part of the LDF. We will contribute to these plans whenever appropriate.
P2 – Identifying Sites (Municipal Waste)	
We will identify suitable sites for sustainable waste management operations and progress planning applications for reference projects (including an energy for waste facility) ahead of awarding waste management contracts.	We will use the criteria in the UDP and LDF as the mechanisms for determining sites now and in the future when Local Development Frameworks are being developed. Planning applications will also be made in the context of PPS10 and other government guidance. Public consultation and involvement will be a key element of this process.
P3 – Sustainable Energy Park	
We will explore the development of a Sustainable Energy Park.	As well as a Materials Recycling Facility (MRF) and Energy from Waste facility, this concept would also include an education centre and business incubation units. The Energy from Waste facility could also have the potential to provide combined heat and power, and to link into district heating schemes.

KEY THEME 9 - COMMERCIAL AND INDUSTRIAL WASTE

AIM – To drive commercial and industrial waste up the waste hierarchy.

Success will be measured by a reduction in the amount of Commercial and Industrial waste produced and the amount landfilled.

The Council has no direct control over commercial and industrial waste and the way in which it is managed. However this waste still impacts upon our local environment. We therefore feel that the Council has a leadership role in this area. Assessing trends in this area and obtaining information about the way waste is managed has been notoriously difficult. This has also served to hamper our efforts.

Producer responsibility is an extension of the 'polluter pays' principle, and is aimed at ensuring that businesses who place products on the market take responsibility for those products once they have reached the end of their life.

A 'producer responsibility' policy underlies the approach taken in implementing the EC Directive on Packaging and Packaging Waste in the UK and is the approach taken in both the EC Directive on Waste Electrical and Electronic Equipment (WEEE) and End of Life Vehicles (ELV) Directives. All these producer responsibility directives, as well as the forthcoming directive on Batteries and Accumulators were identified in the European Union's Fifth Environment Action Programme as 'priority waste streams' because of growing concern about their impact on the environment. In these Directives, responsibility is clearly placed on producers to bear the costs of collection, sorting or treatment and recycling or recovery.

Businesses are also affected by the landfill tax which provides an increasing economic driver to divert waste away from landfill. The level of landfill tax in 2006/07 is £21 per tonne and this is set to rise by £3 per tonne until it reaches £35 per tonne.

There is still significant progress to make in this area particularly amongst small and medium sized businesses. We believe we should use our influence to provide information and drive change in this area.

The Government's recent consultation document on its review of the national waste strategy has indicated that local authorities could be asked to take on a strategic role in facilitating a more integrated approach to waste and resources at a local level. We do not intend to wait for the outcome of the consultation and have included specific policies and actions within this document to push commercial waste up the waste hierarchy. Possible activities would include:

- encouraging economic regeneration through work with local businesses and Regional Development Agencies to take advantage of the opportunities for reprocessing of waste into resources;
- manage their own business to reduce waste and increase recycling and recovery;
- facilitating engagement with business on advice on how to increase resource efficiency and realise the economic opportunities of recycling and energy recovery

- facilitating the procurement of recycling collection services for businesses (including local authority contracts providing for larger facilities that can service businesses);
- engaging their communities in local debate about the options for change and what individuals and community organisations can do;
- encouraging the provision of recycling collection facilities in homes, shopping centres, workplaces and schools, using planning and other powers where appropriate.

Whilst this dedicated Key Theme on Commercial and Industrial Waste has been introduced into the revised Strategy in order to provide a greater focus on the unique issues that influencing waste management from these sectors presents, there are policies within the other Key Themes which are relevant and applicable to these sectors, and this section should be considered in conjunction with the other Key Themes and policies within this document.

COMMERCIAL AND INDUSTRIAL WASTE

CI1 – Partner with stakeholders to promote the sustainable management of commercial and industrial waste	
We will identify ways we can influence businesses to adopt sustainable waste management practices. We will also seek to identify funding for this work.	We will explore ways to encourage commercial and industrial waste producers to produce less waste materials, to reduce waste as part of their purchasing and procurement methods, to re-use, recycle or compost their waste.
CI2 – Lobbying for the prevention of waste	
We will lobby Government, commerce and other appropriate stakeholders to promote waste prevention to businesses as producers.	We will look at ways we can influence Government and commerce to encourage them to take steps to reduce packaging, produce products that last longer or are recyclable once they reach the end of their life.
CI3 – Leeds City Council as exemplar	
We will strive to make the Council an exemplar in the way it manages waste, i.e. through EMAS and other initiatives.	The Council will continue to build on its EMAS accreditation to continuously improve its performance with regard to the waste it produces.
CI4 – Partner with the Environment Agency to improve our data on commercial and industrial waste	
We will work to improve the information we have available to inform our efforts to promote sustainable management of commercial and industrial waste.	Historically data in relation to this sector has been scarce. We will look to gather improved statistics ourselves and through our partners.

13. ACTION PLANNING

The action plan will set out the specific actions we are undertaking to move forward across the range of issues identified in the Strategy and in response to consultation. This will be the Council's annual plan for implementing the proposals.

The action plan consists of actions, responsibilities and outcomes grouped together under the key themes alongside a schedule of the key milestones for the Strategy. Where it has been possible to do so, future actions are outlined.

The action plan is a working document that will be produced following the adoption of this strategy document.

14. FUNDING

The Council spends approximately £32.2 million every year on refuse collection and waste management services (an estimated £100 per household every year). These costs will rise as the amount of waste grows.

Of this £32.2m, approximately £5.5m is spent on Landfill Tax alone. The UK Government has signalled further increases to in Landfill Tax which will rise from £21 per tonne in 2006/7 to £24 per tonne in 2007/08, with a subsequent increase of £3 per tonne every year until a figure of £35 tonne is reached. This will add approximately £800,000 per year to costs at current landfilled tonnage levels.

In addition, the newly introduced Landfill Allowance Trading Scheme (LATS) has imposed limits on the amount of biodegradable waste that can be sent to landfill. Authorities that do not meet these limits, have to either purchase permits from other Authorities or pay a fine of £150 per tonne. Unless the Council considers either new technologies for the disposal of waste and/or improvements to collection systems, there will be huge financial implications. If action is not taken, it is estimated that the cost of penalties to the Council would be £217m by 2020.

Work has commenced on examining the costs of current available technologies to treat residual waste as opposed to sending over 260,000 tonnes to landfill. The technologies are being assessed against key criteria including strategic environmental factors, the ability to deliver LATS targets and the overall financial affordability of such technologies. All possible funding avenues will be explored to achieve the best financial solution for the Council. These include Private Finance Initiative (PFI) credits, prudential borrowing, project finance and internal Council resources. It is likely due to the scale of costs involved that a combination of these will be required.

Investments in recycling have already been made. Over £5m has been invested in developing 8 Household Waste Sorting Sites into state-of-the-art recycling centres. Over 90% of households in Leeds now have access to the SORT recycling scheme and residents in High Rise flats throughout the City can also participate in recycling. Bin chipping is taking place at a cost of over £300k to provide us with more information on participation and contamination levels.

Changes to collection systems are being evaluated in an effort to reach statutory recycling targets as well as to achieve challenging LATS targets and to reduce the burden of LATS purchases upon the Council tax payer.

This year we expect to recycle approximately 76,000 tonnes of waste, at a net cost of £1.9m. The equivalent landfill cost of this waste is in the region of £2.8m, therefore every tonne that the Council recycles, is not only beneficial to the environment, but also saves money.

In order to divert more tonnes away from landfill to recycling, it is planned to develop an increased education and awareness programme which will follow the principles of the Waste Hierarchy.

15. MONITORING AND REVIEW

Monitoring

We must make sure that we monitor all of our actions, not only to make sure our targets are met, but also to inform future actions. Good quality information will help us understand how we are doing and provide a firm basis for future decision-making.

The action plan sets out the key actions undertaken over the next three years by the council to move forward across the range of issues identified in this strategy and in response to consultation. It is a working document and subject to change. We will review and update it every year.

Our performance against the sustainability appraisal criteria will also require regular monitoring. It is our intention to amalgamate this with the review processes for the action plan detailed below.

As well as regular management reports, we will report on progress annually to the Environment and Community Safety Corporate Priority Board. We will also seek annual updates from the city's partnership body, the Leeds Initiative, via the Leeds Environment City Partnership. This will help us deliver continuous service improvement and help respond to changes in this dynamic environment.

We will give feedback to stakeholders on a regular basis, primarily through the Council's website and 'About Leeds' newspaper.

Review

We need to review our progress to inform the decisions we will have to take about what happens to waste in the future. Such a review will then inform the contracts we let to deal with waste. We are proposing to review this Strategy every 5 years or where the annual review of the action plan indicates that the aims of the overarching strategy are no longer achievable. The review will be based on:

- the effectiveness of waste prevention, recycling, composting and recovery initiatives;
- regional, government and European guidance and legislation;
- the results of public opinion gathering.

There is a need to bring all waste management contracts in line with the overall strategy. We propose to end all such contracts on 31st March 2008. This will bring together all contractual arrangements and add certainty to current negotiations. It will mean that our negotiations on future arrangements for all waste management contracts can be co-ordinated for implementation after that date. The timetable allows for the development of any new facilities (if required) to meet the more demanding recovery target in 2013.

16. GLOSSARY

We have tried, wherever possible, to avoid using confusing jargon and acronyms. However, to deal succinctly with complex issues, the use of some jargon and technical terms has been unavoidable. This glossary has been compiled as a 'jargon-breaker', and to make the ideas and issues in the strategy more accessible.

Anaerobic Digestion - a process where the breakdown of biodegradable material is encouraged in the absence of oxygen. Material is placed into an enclosed vessel and in controlled conditions the waste breaks down into solids/liquors known as digestate and biogases (methane and carbon dioxide).

Best Practicable Environmental Option (BPEO) - is the outcome of a systematic and consultative decision-making procedure that emphasises the protection and conservation of the environment across land, air and water. The BPEO procedure establishes, for a given set of objectives, the option(s) that provides the most benefits or the least damage to the environment as a whole, at acceptable cost, in the long term as well as the short term.

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

Best Value Performance Indicator (BVPI) - are measures by which government assesses local authority performance in key areas. There are a number of these for waste management.

Biodegradable - capable of being broken down by plants (including fungi) and animals (including worms and micro-organisms). In municipal waste, the property is generally attributed to the following: paper and card, food and garden waste, a proportion of textiles, fines and miscellaneous combustible waste, including disposable nappies.

Biological Treatment - any biological process that changes the properties of waste (e.g. anaerobic digestion or composting).

Civic Amenity Waste - a sub-classification of household waste, normally delivered by the public direct to sites provided by the local authority. Consists generally of bulky items such as beds, cookers and garden waste as well as recyclables. In Leeds, civic amenity sites are referred to as Household Waste Recycling Centres and Waste Sorting Sites.

Clinical Waste - waste arising from medical, nursing, dental, veterinary, pharmaceutical or similar practices, which may present risk of infection.

Commercial Waste - waste arising from premises that are used wholly or mainly for trade, business, sport, recreation or entertainment, excluding Municipal and Industrial waste.

Composting - an aerobic, biological process in which organic waste, such as garden and kitchen waste, are converted in the presence of air into a stable granular material that

can be applied to land to improve soil structure and enrich the nutrient content of the soil.

Construction and Demolition Waste - arises from the construction, repair, maintenance and demolition of buildings and structures. It mostly includes brick, concrete, hardcore, subsoil and topsoil, but it can also contain quantities of timber, metal, plastics and, occasionally, special (hazardous) waste materials.

Controlled Waste - comprises household, industrial, commercial and clinical wastes that require a waste management licence for treatment, transfer or disposal. The main exempted categories comprise mine, quarry and farm wastes, although these are expected to become controlled waste during the lifetime of this strategy, with farm waste becoming controlled waste within the next few years. Other legislation and procedures control radioactive and explosive wastes.

Council Plan - (AKA Closing the Gap), outlines the Council's priorities and sets out what we are trying to achieve; our performance in priority areas; achievements so far; and plans for the next three years to ensure we deliver our priorities.

Drop-off Recycling - recycling schemes where the public bring material for recycling to centralised collection points (e.g. bottle and can banks) at Household Waste Recycling Centres, supermarket car parks and similar locations,

Energy Recovery from Waste - includes a number of established and emerging technologies, though most energy recovery is through incineration technologies. Many wastes are combustible, with relatively high calorific values. This energy can be recovered through, for instance, using the heat to warm homes and businesses or for electricity generation.

Environment Agency - established in 1996, it combined the functions of former local waste regulation authorities, the National Rivers Authority and Her Majesty's Inspectorate of Pollution. Intended to promote a more integrated approach to waste management and consistency in waste regulation. The agency also conducts national surveys of waste arisings and waste facilities.

Eco Management and Audit System (EMAS) - aims to make sure an organisation's activities do not harm the environment and make sure any negative impacts are kept to a minimum. In May 2002, Leeds City Council gained corporate accreditation to the Eco-Management and Audit Scheme (EMAS) and is the largest public sector body in Europe to have achieved the standard. The system requires compliance with environmental regulations and statutory targets and aims for continual environmental improvement.

Gross Domestic Product (GDP) - is an integral part of the U K national accounts and provides a measure of the total economic activity in a region. GDP is often referred to as one of the main summary indicators of economic activity and references to growth in the economy are quoting the growth in GDP during the latest quarter.

Hazardous Waste - see special waste.

Home Composting - compost can be made at home using traditional compost heap, a purpose designed container, or a wormery.

Household Waste - this includes:

- all waste collected from households as part of the domestic refuse collection
- all materials collected from households as part of recycling schemes
- all materials collected from local drop-off and bring bank sites
- all waste taken to Household Waste Recycling Centres (HWRC) - whether for recycling or disposal
- all waste collected through the bulk collection service
- all household hazardous waste street and litter sweepings
- hazardous and clinical waste collected from households
- and all other waste collected from households by the Authority

Household Waste Sites - where Civic Amenity waste is collected in Leeds.

Incineration - this is the controlled burning of waste, either to reduce its volume, or its toxicity. Energy recovery from incineration can be made by utilising the calorific value of paper, plastic etc to produce heat or power. Current flue-gas emission standards are very high. Ash residues still tend to be disposed of to landfill

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

Inert Waste - waste which, when deposited into a waste disposal site, does not undergo any significant physical, chemical or biological transformation and that complies with the criteria set out in Annex III of the EC Directive on the Landfill of Waste.

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

Landfill - is the disposal of waste in disused quarries or aggregate workings, where it is buried. These sites are subject to strict controls to prevent the contamination of water supplies with leachate and to control the emission of greenhouse gases, such as methane, from the rubbish as it decomposes. This has been the main method of disposal for rubbish in the UK. The EU has set strict targets to reduce the amount of biodegradable landfill, which contributes to greenhouse gas emissions.

Land Use Planning - the Town and Country Planning system regulates the development and use of land in the public interest, and has an important role to play in achieving sustainable waste management.

Leeds Initiative - The Leeds Initiative is the city's local strategic partnership, led by Leeds City Council. Leeds first embraced the concept and practicalities of partnership in the 1990s and throughout the decade developed it in depth to cover virtually every area of city life. The Initiative has since grown to become a very effective body that provides a strategic approach to the city's long- term development. It unifies the diverse partnership groups and delivers not just a forum for debate and networking, but a real commitment and sense of purpose and direction

Local Development Framework - will replace the Unitary Development Plan system and consists of:

- a statement of core policies setting out the local authority's vision and strategy to be applied in promoting and controlling development throughout its area;
- more detailed action plans for smaller local areas of change, such as urban extensions, town centres and neighbourhoods undergoing renewal; and
- a map showing the areas of change for which action plans are to be prepared and existing designations, such as conservation areas.

Local Public Service Agreement (LPSA) - is a voluntary agreement negotiated between an individual local authority and the government. The overall aim of LPSAs is to improve delivery of local services through a greater focus on outcomes.

Mechanical - Biological - Thermal Treatment - involves the mechanical, thermal, chemical or biological processing of certain types of waste for the purposes of rendering them harmless, reducing volumes before landfilling, or recycling certain wastes.

Municipal Waste - this includes household waste and any other wastes collected by a waste collection authority, or its agents, such as municipal parks and gardens waste, beach cleansing waste, commercial or industrial waste, and waste resulting from the clearance of fly-tipped materials. In Leeds, this is further broken down into Household Waste and Trade Waste.

Producer Responsibility - this is about producers and others involved in the distribution and sale of goods taking greater responsibility for those goods at the end of the products life.

Proximity Principle - suggests that waste should generally be disposed of as near to its place of production as possible.

Recovery - the waste hierarchy proposes that value should be recovered from waste, through recycling, composting or energy recovery from waste

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

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

Regional self-sufficiency - dealing with wastes within the region where it arises.

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

Special Waste - this is defined by the Control of Pollution (Special Wastes) Regulations 1980 as any controlled waste that contains any of the substances listed in Schedule 1 to the Regulations, or is dangerous to life, or has combustion flashpoint of 210 C or less, or is a medical product defined under the Medicines Act 1968.

SORT - the name of the Council's green wheeled bin kerbside collection scheme for recyclable materials
- paper, cans and plastic.

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

Sustainable Growth Park TM - is a concept that seeks to provide the means to develop increased demand for recyclables and develop employment opportunities by channelling initiative and drive towards the recovery of recyclable materials and the processing of them into usable raw materials or products.

Unitary Development Plan - is a plan for the whole of the Leeds District that provides a framework for all new development over the next decade. It forms the statutory development plan for Leeds. It is used as a basis for making decisions on land use and planning applications. The current plan was drawn up in the 1990s and approved in August 2001. We consulted the public about updating the plan in January 2003. We have taken into account the comments received. We are now proposing selective changes to key policies. This will lead to an alteration rather than the replacement of the approved plan - known as Leeds Unitary Development Plan Review - First Deposit.

Vision for Leeds II - is a strategy for improving the social, environmental and economic wellbeing of the city and its many communities. It builds on the current Vision for Leeds - A Strategy for Sustainable Development, which was launched in July 1999. It also aims to answer the following important questions.

- What sort of city should Leeds be in the longer term?
- What are the main priorities for action?
How will communities, groups and agencies work together to deliver what is needed?

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

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

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

Waste Disposal Authority - a local authority charged with providing disposal sites to which it directs waste collection authorities for the disposal of their controlled waste, and with providing civic amenity facilities. Leeds City Council is both a Waste Collection Authority and a Waste Disposal Authority.

Waste Hierarchy - this is a framework which suggest that the most effective environmental solution may be to reduce the amount of waste generated; where that is not practicable, to re-use products, either for the same or different purpose; failing that, value should be recovered from waste through recycling, composting or energy recovery from waste; only if none of these offer an appropriate solution should waste be disposed of.

Waste Management Industry - the businesses and not-for-profit organisations involved in the collection, management and disposal of waste.

Waste Management Licensing - licences are required by anyone who proposes to deposit, recover or dispose of waste. The licensing system is separate from, but complementary to, the land use planning system. The purpose of a licence and the conditions attached to it is to ensure that the waste operation that it authorises is carried out in a way that protects the environment and human health.

Waste Prevention - combined efforts to reduce and re-use waste to prevent it entering the waste stream and having to be recycled, treated or disposed of.

WRAP (Waste & Resources Action Programme) - is a not-for-profit company supported by funding from DEFRA, the DTI and the devolved administrations of Scotland, Wales and Northern Ireland. It is working to promote sustainable waste management by creating stable and efficient markets for recycled materials and products.

17. CONTACT INFORMATION

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The Integrated Waste Strategy for Leeds Document will be available on Leeds City Council's website at www.leeds.gov.uk