

Joint Municipal Waste Management Strategy

Report of the Environmental Portfolio Holder

Recommended:

1. That the refreshed Joint Municipal Waste Management Strategy as annexed to the report be approved.
2. That the action plan, contained within the Joint Municipal Waste Management Strategy, be approved.
3. That the commitment to move to a twin stream collection system for dry recyclables in the future as detailed in section 2.12 of the report be noted.

SUMMARY:

Hampshire's local authorities have worked collaboratively, through the Project Integra partnership, to develop a refreshed Joint Municipal Waste Management Strategy (JMWMS).

In the coming years, the landscape of waste collection systems across Hampshire and indeed across the country will see considerable change.

This report seeks the approval of the refreshed JMWMS and action plan, which is designed to respond to the imminent changes to legislation that will determine how household waste is collected. This will mandate Hampshire County Council (Waste Disposal Authority – WDA) to commence the process of investigation and investment into the treatment infrastructure required for future waste collection systems which will be operated by the Waste Collection Authorities (WCAs).

1 Introduction

- 1.1 The Council has been a member of the Project Integra (PI) partnership since it was formed in the 1995.
- 1.2 For years, PI had been regarded as being an innovative partnership between Hampshire County Council, the borough and district councils and the two unitary councils of Portsmouth and Southampton. However, it is fair to say, that the rapid progress seen during the early years of the partnership, with the delivery of disposal and treatment infrastructure, has slowed considerably resulting in more 'day-to-day' business type activities.
- 1.3 Consequently, recycling performance across the partnership has plateaued and failed to keep pace with high performers nationally. This relatively poor performance, coupled with the significant legislative change in the pipeline, has driven a need for change. The partnership must ensure that all waste collection and management services are aligned to national policies, plans and strategies, specifically the Environment Bill 2020, which process is ongoing. This will allow Government to:

- Deliver consistent and frequent recycling collections across England;
- Ensure councils operate weekly separate food waste collections, preventing food waste from going to landfill or being incinerated;
- Introduce clearer labelling on certain products so consumers can easily identify whether products are recyclable or not;
- Expand the use of charges on single use plastics, following the successful introduction of the carrier bag charge and will introduce a deposit return scheme on drinks containers, subject to consultation; and
- Introduce new extended producer responsibility schemes to make producers responsible for the full net costs of managing their products when they are ready to be thrown away.

2 Background

- 2.1 PI was established as a waste management partnership by the then district councils and county council in 1995 and in 2001, was constituted as a formal Joint Committee. It has a membership of the county council as waste disposal authority, the 11 district councils which are solely waste collection authorities and the two unitary authorities which have both responsibilities. The waste disposal contractor, Veolia, is a non-voting member of the partnership in recognition of its long term contractual relationship.
- 2.2 The partnership works to influence national policies, secure external funding, and promote sustainability, with a core aim being to communicate effectively to both the public and the businesses communities. The strategy officer group is made up of officers from each partner authority. Similarly, the strategic board is made up of officers and elected members from each partner authority.
- 2.3 In support of the 14 waste authorities in Hampshire delivering its vision, the partnership refreshed its 2006 Joint Municipal Waste Management Strategy (JMWMS) in 2012 with a vision **“to manage the effectiveness of its sustainable material resources system to maximise efficient re-use and recycling of material resources and minimise the need for disposal in accordance with the national waste hierarchy”**. It is recognised that the legislative and budgetary environment has significantly changed since the refresh of the JMWMS and that an update is required to take into account competing pressures on all partnership authorities within Hampshire, and to consolidate an agreed path for service consistency and best value in waste service delivery for the county as a whole, based on agreed priorities.
- 2.4 This updated JMWMS will be reviewed by the partnership every three years, and the vision is:

"The Project Integra partners will work together to deliver high performing, forward looking recycling and waste management services which provide value for money for Hampshire taxpayers meeting local needs and recognising the climate emergency and need for a reduction in carbon emissions."

- 2.5 The full JMWMS annexed to the report has a range of key objectives:
- 2.6 **Partnership Working** - The existing partnership works to provide an integrated approach to waste management across Hampshire and has been beneficial for several reasons since its inception. To deliver the requirements of this JMWMS, a framework will be developed to ensure partnership working is enhanced going forward.
- 2.7 **Whole system thinking at PI level** - Whole system thinking is a key priority for PI Members and is an objective which cuts across all of the shortlisted subjects. Whole system thinking at the PI level will allow the most effective and efficient waste management system to be delivered by understanding how changes made by individual members of the partnership impact on the system as a whole, both in terms of cost and tonnages.
- 2.8 **Development of, and commitment towards, revised JMWMS Implementation Plan** - This option is a key priority as engagement by and commitment from all stakeholders will be central to implementing the JMWMS's aims and objectives. An implementation plan with clear actions will be developed by a joint PI working group, along with responsibilities assigned to stakeholders, to ensure objectives can be met.
- 2.9 **Setting agreed performance indicators and targets** - Improving service performance will continue to be at the forefront of the JMWMS. Performance indicators and target setting for the waste management systems will continue to be measured and compared against the three now defunct, but still relevant, National Indicators.
- 2.10 **Identification of external funding opportunities** - The identification of external funding opportunities is of critical importance to waste management services as it allows projects and initiatives to be developed and supported. Government has intimated that new burden funding will be provided for new services that will be mandated. By working together as PI, all partners will have greater visibility of such funding and we will be able to maximise the chances of successfully meeting any funding criteria.
- 2.11 **Recyclable Material Management** - How PI manages recyclable materials is of great importance given the priority material quality is given in the national Resources and Waste Strategy. The partnership needs to ensure efforts are focused on improving the quality, as well as quantity, of the recyclables collected and reprocessed across the county.

- 2.12 **Introduction of two stream collections** - This is a key priority for PI members. A WRAP study was undertaken in 2020/21 supporting PI in identifying an optimal collection option, reviewing options for waste management based on two-stream and multi-stream (kerbside sorting) collections. The outcomes have allowed PI to plan for the implementation of a waste management solution for Hampshire that meets national and local recycling aspirations at the lowest overall cost. The modelling of a two-stream approach showed a potential recycling rate of 37.4%, compared to the current baseline rate of 24%. The two-stream dry recycling collection will consist of fibres (paper and card) in one container receptacle, and containers (glass bottles and jars, plastic bottles, plastic pots, tubs and trays, metal tins and cans) in another. This will require the redevelopment of waste transfer station infrastructure and material recovery facilities to be capable of handling glass (either in new or upgraded facilities) within a containers material stream. The residual waste collection will remain unchanged.
- 2.13 **Reduced contamination** - Improving recycling performance through reducing contamination is a key operational focus for PI and will help us contribute towards meeting national targets.
- 2.14 **Retained and maximised income share for materials** – Extended Producer Responsibility and the Deposit Return Scheme will ultimately affect this income share however the impact of this is not currently known. Fewer materials being collected and processed across the partnership as a result of these schemes will however indirectly reduce the treatment costs paid by the waste disposal authorities. However, conversely there will be a loss of income where valuable materials are redirected elsewhere.
- 2.15 **Waste Reduction** - Although overall material tonnages have reduced over time, more still needs to be done across the partnership to drive down waste generation and contribute towards meeting national residual waste reduction targets.
- 2.16 **Development and delivery of waste prevention initiatives** - This option continues to be a key priority for Members. PI partners will encourage and support residents to drive down the volume of waste that is produced through the development of appropriate initiatives.
- 2.17 **Increased reuse from bulky waste** - Material reuse is a key driver within the national strategy, ensuring circularity of resources. Reuse is defined as material that would otherwise be disposed or recycled which has its useful life extended through use for the same purpose without any additional processing. PI will endeavour to maximise reuse from bulky waste with third sector engagement where feasible.
- 2.18 **Continued promotion of home composting** - Promotion of home composting has always been a key theme for PI and will continue to be a priority initiative under the waste prevention plan.
- 2.19 **Best Practice** – The partnership will continue to investigate and deliver on best practice within the waste management sector.

- 2.20 **Zero waste to landfill** - Zero waste to landfill is a key aspiration for Members, with landfill reduction also being a legislative driver and the least preferred option according to the waste hierarchy. In 2019/20 Hampshire County Council sent 5.37% of their municipal waste to landfill.
- 2.21 **Evaluation and introduction of alternative fuels for vehicles** - An alternative fuel is an alternative to standard hydrocarbon-based vehicle fuels (diesel & petrol) such as electric, hybrid, biofuels or hydrogen. The need to consider alternative fuels is growing as local authorities look to address the climate emergency and reduce their carbon footprint, opting for low carbon transport options. The cost of purchasing alternative vehicles remains high as it is an emerging market, but as more and more authorities look to purchase e-RCVs the cost is anticipated to reduce. The charging infrastructure is also costly to install.
- 2.22 **Identification and evaluation of alternative technologies** - A number of alternative technologies exist for treating typical household wastes, all of which have a number of advantages, as well as disadvantages. Due to the existing contracts based on Energy from Waste (EfW) technology it will not be financially viable to move away from EfW for the duration of the current disposal contract, but PI will continue to keep a watching brief on alternative technologies.
- 2.23 **Service Delivery** - A number of strategic options will optimise the delivery of the waste management service across Hampshire. Consistent, best practice approach to service provision is a key priority for Members. A consistent approach to service provision aligns with the whole system thinking partnership approach, with benefits to the approach being realised through potential synergies and savings.
- 2.24 **Improved and consistent communications campaigns** - Communications are central to conveying messages to residents about the waste and recycling services and present an opportunity to increase resident engagement with services. Communications cut across a number of strategy areas and have an overarching impact on service delivery and performance – they should be output driven.
- 2.25 **Consistent approach to staff training** - Following on with the consistency approach, PI partners will implement a consistent approach to staff training, both at operational and support staff levels.
- 2.26 **Increased cross boundary working** - PI partners will look to increase cross boundary working through greater collaboration and sharing of services across partners, to make efficiencies and savings within the service and across the partnership.
- 2.27 This JMWMS sets out the strategic direction for the partnership and will be supported by a new operational partnership agreement and detailed action plan to take PI forward including meeting the requirements of the Environment Bill. Working together we will collaboratively develop a detailed implementation plan based on the key objectives covered within the Strategy and PI partners will engage and agree on the approach to be taken going forward.

2.28 Implementation of the objectives will be vital for the partnership in developing and ensuring a waste management service that is customer focused, delivers value for money and has sustainability incorporated throughout. The implementation plan, once agreed, will be managed by the PI Executive to set up any task and finish groups required for delivery of the plan, and to keep track of progress. Given the scale of the actions required to deliver the strategy, they will be prioritised, and all partners will be required to commit resources to assist with the delivery.

2.29 The table below sets out the key strategic actions that all PI Partners are signed up to by approval of this JMWMS, however it is not reflective of the final Action Plan:

Strategic Objective	Strategic Actions
Partnership Working	<ul style="list-style-type: none"> • Approval of the Joint Municipal Waste Management Strategy. • Adopting a whole systems approach to waste services in Hampshire.
Recyclables Material Management	<ul style="list-style-type: none"> • Commitment to move to a twin stream system for dry recyclables. • Commitment to reducing contamination of all waste streams through joint working.
Waste Reduction	<ul style="list-style-type: none"> • Support the aim of reducing waste in Hampshire. • Commitment to work together to increase the reuse of bulky waste.
Best Practice	<ul style="list-style-type: none"> • Commitment to reviewing and sharing best practice to improve both performance and service delivery.
Service Delivery	<ul style="list-style-type: none"> • Commitment to consistent communications to support service delivery across the partnership.

3 Corporate Objectives and Priorities

3.1 The Council's Corporate Plan "Growing Our Potential" sets out our priorities. Under 'Growing the potential of the local environment for current and future generations' we clearly state that we will invest in opportunities to work with our communities and partners to reduce the amount of household waste produced by increasing recycling and ensuring improved knowledge of our recycling processes. We further state that we will play our part to develop opportunities to increase the range of materials that can be recycled. Taking a positive approach, we will encourage people to recycle more by developing campaigns and initiatives that educate and help make recycling easier.

- 3.2 The approval of this Joint Municipal Waste Management Strategy accords with our ambitious intentions around waste and recycling.
- 3.3 The Climate Emergency Action Plan was adopted by the Council in 2020. It is a living document with the ability to be updated should there be changes to technology, legislation or the Councils approach to delivering services. The JMWMS vision and objectives are a positive complement in delivering the CEAP actions, such as the introduction of alternative fuels for vehicles and encouraging improved recycling rates through a whole system and behaviour change.

4 Consultations/Communications

- 4.1 During the review and the various stages of the deliberations with other PI partners, Councillor Phil North was, and continues to be, the council's Board Member with Councillor Alison Johnston acting as deputy. There have been a series of meetings and workshops, internal to the council and across the PI partnership, which have led to the development of the revised JMWMS.
- 4.2 The approval of the JMWMS is the stepping stone towards much more detailed work that will affect a range of stakeholders. More detailed and specific consultations with a range of stakeholders will evolve, as the council's approach to the redesign of waste collection services develops and matures.

5 Options

- 5.1 Option One – Not approve.
- 5.2 Option Two – Ask for amendments.
- 5.3 Option Three – Approve.

6 Option Appraisal

- 6.1 Option One – Not approve the Joint Municipal Waste Management Strategy.
 - 6.1.1 The production of the JMWMS is the culmination of much collaborative work that has taken place across the county. This has involved workshops, discussions, and meetings across the partnership. Issues have been resolved as the work has progressed. The strategy represents the position of all partners and failing to approve it will delay the journey towards better, higher performing waste collection systems that will be delivered in accordance with future government legislation. Furthermore, Hampshire County Council need the partnership to approve the strategy in order to have the collective mandate to progress with the development and delivery of costly treatment and disposal infrastructure to meet the needs of Waste Collection Authorities.
- 6.2 Option Two - Ask for amendments.
 - 6.2.1 It is clearly within our right to suggest amendments or changes to the strategy as written. However, given the journey, the level of involvement at an officer and political level, and the process that has been taken in the development of the Joint Municipal Waste Management Strategy, it would not be recommended at this stage in the process.

6.3 Option Three – Approve the Joint Municipal Waste Management Strategy **(Recommended)**.

6.3.1 Approval of the JMWMS will endorse the work of the partnership in its production, set a clear strategic direction for all Project Integra partners, and provide Hampshire County Council the clear mandate that they require to make the significant investment to the infrastructure, which that will enable future changes to waste collection happen.

7 Risk Management

7.1 An evaluation of the risks indicate that the existing controls in place mean that no significant risks have been identified at this time.

8 Resource Implications

8.1 This report is primarily seeking the approval of the revised Joint Municipal Waste Management Strategy and the agreement to commit to a ‘twin stream’ collection system for the collection of recyclable material at some point in the future. Therefore, in itself, there are no resource implications at this time. However, there is the potential for resource implications in the future as a result of approving the strategy. These will be detailed in future reports as and when appropriate, as services are redesigned to meet the requirements of the JMWMS and national legislative requirements.

8.2 This JMWMS does not commit partners to a particular funding arrangement, this will be discussed and agreed through the work being undertaken on a revised Partnership Agreement. Instead, this strategy recognises the need to revise the current arrangements to ensure they are fair and all parties are incentivised to improve performance in light of the government’s legislative changes, particularly Extended Producer Responsibility and the associated funding.

9 Legal Implications

9.1 There are no legal implications of the recommended option.

10 Equality Issues

10.1 An EQIA screening has been completed in accordance with the Council’s EQIA methodology and no potential for unlawful discrimination and/or low level or minor negative impact have been identified, therefore a full EQIA has not been carried out.

11 Other Issues

11.1 Community Safety – None.

11.2 Environmental Health Issues – None.

11.3 Sustainability and Addressing a Changing Climate - this area of work directly contributes to the Council’s environment priority.

11.4 Property Issues – None.

11.5 Wards/Communities Affected - The provision of waste services affects all residents.

12 Conclusion and reasons for recommendation

12.2 The revised Joint Municipal Waste Management Strategy is reflective of the national legislative position taking into account a range of changes that are soon to be mandated through the Environment Bill. In addition, the waste strategy is the result of a collaborative approach by all Project Integra partners.

<u>Background Papers (Local Government Act 1972 Section 100D)</u>			
None			
<u>Confidentiality</u>			
It is considered that this report does not contain exempt information within the meaning of Schedule 12A of the Local Government Act 1972, as amended, and can be made public.			
No of Annexes:	1	File Ref:	N/A
(Portfolio: Environmental) Councillor A Johnston			
Officer:	Paul Wykes	Ext:	8351
Report to:	Cabinet	Date:	19 October 2021