

Portsmouth Waste Prevention Plan 2014 - 2017

Introduction

The Waste Prevention Programme for England (WPPE) highlights the need for local authorities to create a waste prevention plan for their area. The areas it advises local authorities to focus on are to:

- Become a local leader
- Develop a waste prevention plan
- Measure progress
- Educate and raise awareness
- Work with businesses
- Work with civil society
- Explore new ways of working

Project Integra (PI), the waste partnership for Hampshire, produced their Waste Prevention Plan 2014-17 earlier in the year. As a member of Project Integra, Portsmouth City Council (PCC) will be adopting the PI Waste Prevention Plan (attached as appendix 1). PI's waste prevention plan (WPP) provides background information around the need to focus on waste prevention and the benefits available from successful delivery of action on waste prevention. This document will not repeat the information available in the PI WPP, however, it does highlight the key points relevant to Portsmouth.

As a general message waste prevention is a hard one to communicate as it can be seen as a restriction on people's lifestyles. There are two areas that can be focused on:

1. reducing the amount of waste that residents bring into their homes in the first place
2. residents managing their waste once it is in their home to ensure that as little of it as possible is put out as black bag waste

Portsmouth City Council (PCC) can only influence these areas and it is much harder to influence point 1 than point 2.

Focusing on waste prevention can have a financial benefit for PCC. Black bag waste in Portsmouth increased by 1.65% between 2012/13 and 2013/14. This is low compared to the rates for other councils in Hampshire, however, it still increased the costs for disposal by £54,765. If this increase in black bag waste was also made up of items that could be recycled PCC will have lost income as well seeing increased costs. If this increase in black bag waste continues at the same level it could lead to additional costs of over £700,000 by 2025/6.

What is meant by waste prevention?

Waste prevention is viewed as the top of the waste hierarchy (fig. 1), meaning it is the least environmentally harmful and therefore most preferred method of managing waste.

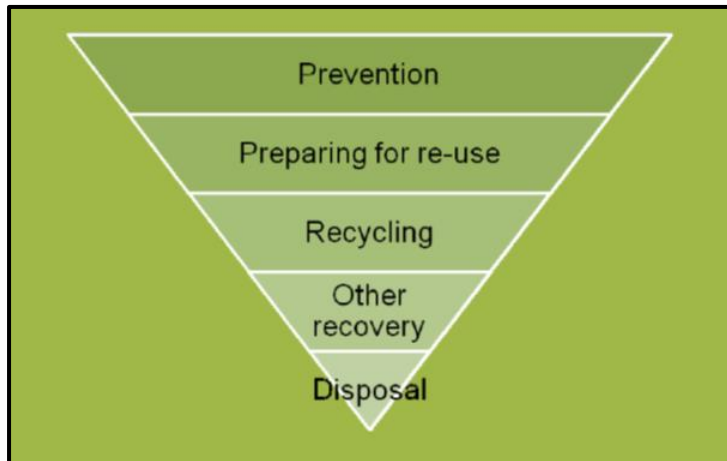


Figure 1: Waste hierarchy (from Defra)

Waste prevention is defined by Article 3(12) Waste Framework Directive as follows:

'Measures taken before a substance, material or product has become waste that reduce:

- *the quantity of waste, including through the re-use of products or the extension of the life span of products;*
- *the adverse impacts of the generated waste on the environment and human health;*
- *the content of harmful substances in materials and products'.*

1. Waste prevention – the case for action

The below summarises the key drivers for action. These are significantly expanded in PI WPP appendix 7.

1.1 Performance

Waste prevention can provide performance advantages specific to local authorities, not just by decreasing total waste arisings but also increasing recycling rates by increasing diversion of materials to recycling and decreasing residual waste. Research carried out in Hampshire as part of the 2007 'Small Changes Big Difference' project found that raising public awareness of waste prevention led to greater overall awareness and engagement with resource efficiency, and in turn, 41% of households involved, claimed an increase in the amount recycled.

1.2 Financial

The cost to local authorities for managing the collection and disposal of waste is directly linked to the quantity (by weight) and hazardous content of waste thrown away by Hampshire's residents. Reducing the amount of waste generated and increasing reuse activities will help to save money through avoided disposal costs and preventing the need for additional collection rounds and delay the need for significant financial investment for additional waste infrastructure in the long-term. A waste prevention plan could lead to an increase in Dry Mixed Recycling (DMR) recycled, increasing income for collection authorities.

1.3 Legislative

The Waste Regulations for England (2011) set out the requirement for any establishment which imports, produces, collects, transports, recovers or disposes of waste to take all measures available and are reasonable in the circumstances to apply the waste hierarchy in the order of priority. At the top of the waste hierarchy is waste prevention. Having a Waste Prevention plan in place and implementing activities demonstrates PI's compliance with legislation.

1.4 Environmental

Waste prevention is at the top of the waste hierarchy and is therefore considered the most environmentally sound option for dealing with waste. Waste prevention can also reduce carbon emissions, for example one tonne of reused household goods can save three and a half tonnes of carbon emissions.

1.5 Social

Waste prevention activities can bring social benefits to the wider community, for example opportunities for job creation and training from furniture reuse and repair schemes delivered by the third sector: 65 tonnes of material collected for reuse could provide one full time job and 12 training for work or volunteer opportunities per year. Waste prevention activity also assists in the provision of affordable household items to those in need, with 15 low income households potentially provided with goods from one tonne of reused household goods.

1.6 Economic

Engaging local businesses with the financial benefits that waste prevention and resource efficiency can provide can help them to reduce costs and to become more competitive. Buying reused household items instead of new can save a household up to £358.

2. Project Integra Waste Prevention Plan 2014-17

Aim of PI WPP: - to support the PI Joint Municipal Waste Management Strategy target of limiting annual growth in residual waste per household to 0.5%

To achieve that aim, there are 5 key objectives:

- Objective 1 – to fulfil the WPPE recommendation for local authorities to have a local plan, approved by partners, along with an annual implementation plan, to guide the partnership's work on waste prevention
- Objective 2 – to ensure that the quantity of bulky waste diverted from disposal is increased by assessing options for working more closely with the third sector
- Objective 3 – to carry out activity which reduces the quantity of avoidable food waste and garden waste in the residual waste stream
- Objective 4 – to carry out activity which increases resident awareness of waste prevention issues
- Objective 5 – to carry out activity that enables local authorities to lead by example.

The benefits of a successful WP plan include:

- Reduced cost of waste disposal, collection and transport
- Reduced carbon emissions
- Improved performance ie. recycling rates, less waste generated
- Social - benefits of third sector engagement

Portsmouth's Waste Prevention Plan will adopt Project Integra's Waste Prevention Plan by taking direction and recommendations from it and focussing on what is realistic, necessary and achievable for Portsmouth. The Portsmouth WPP will also follow the guidance of the Waste Prevention Programme for England.

3. Background waste information for Hampshire

Figure 1 below shows that Hampshire's (PI) residual waste has plateaued at a constant rate of around 650kg per household with a slight increase from 2011/12 to 2012/13. In comparison the national and regional trends show a steady and continual reduction in residual waste since 2008/9 (recession years).

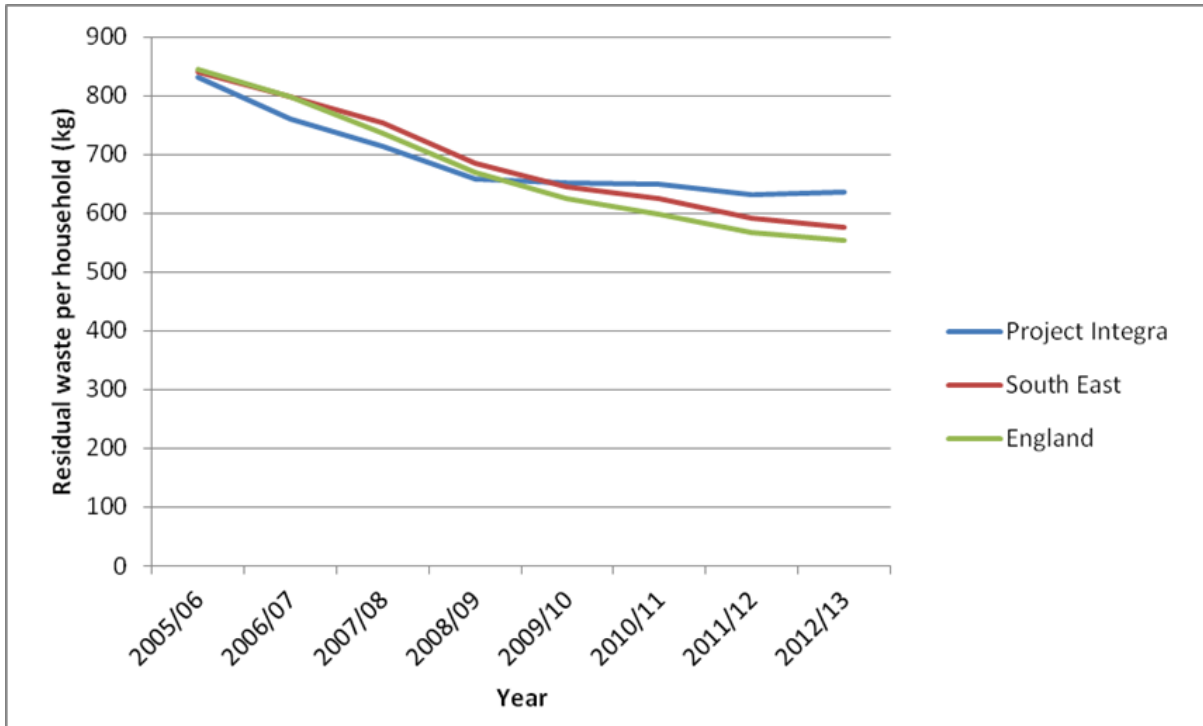


Figure 1. PI residual waste arisings (kg per household) compared to national and south east trends 2005/06 - 2012/13

Figure 2 below shows that PI estimate if the slight increase from 2011/12 - 2012/13 continues this will lead to a steady increase in household waste (refuse and recycling) within Hampshire over the next 13 years reaching up to 900,000 tonnes by 2025/26. This ongoing increase across Hampshire will lead to a rise in disposal costs alongside missed income from materials that could be recycled being included in residual waste.

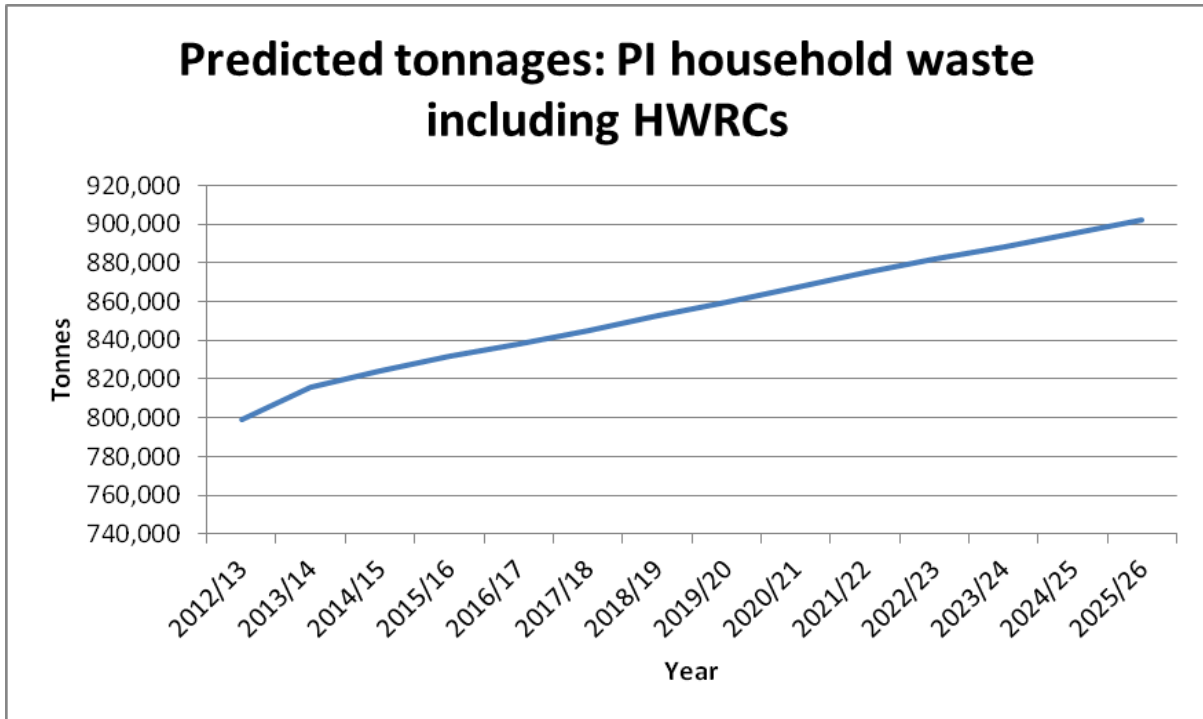


Figure 2. PI predicted tonnages

4. Portsmouth's current performance

Figure 3 below shows that Portsmouth's residual waste tonnage gradually started increasing in 2012-13 after reducing annually for 4 years. It is predicted that residual waste will continue at the current rate of increase (1.65%) into 2014-15. The final column is the desired tonnage for 2014-15 having achieved the target of no more than a 0.5% increase.

Add in a graph on historical data of total waste arisings for Portsmouth

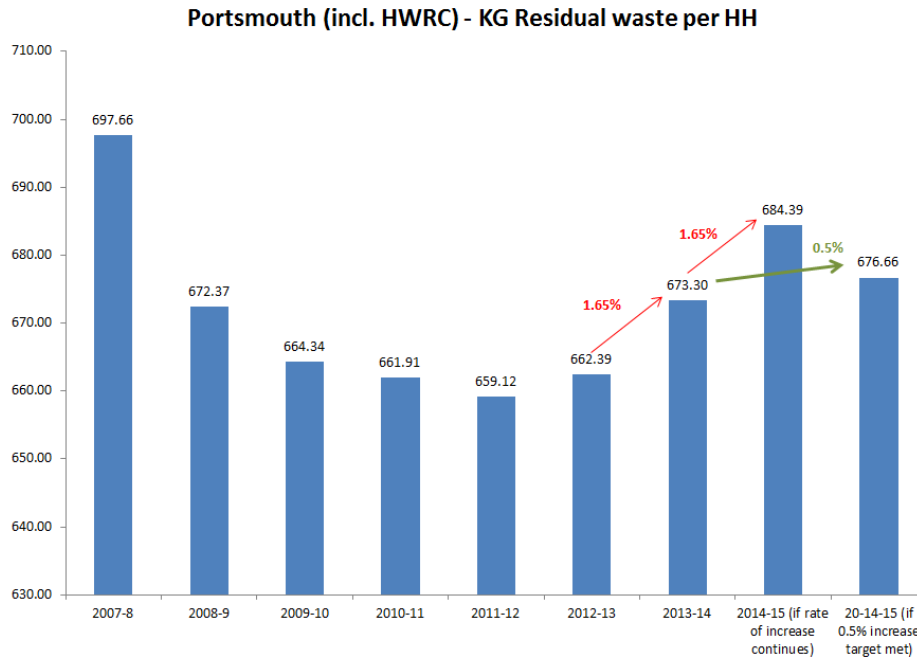


Figure 3. Portsmouth's residual waste (kg per household) 2007/8 - predicted 2014/15

Figure 4 below shows that Portsmouth's increase in residual waste from 2012/13 to 2013/14 has been significantly lower than more than half of the other Hampshire local authorities. This could be due to the impact of Portsmouth's Big Recycle, a recycling incentive scheme which has been running since September 2013.

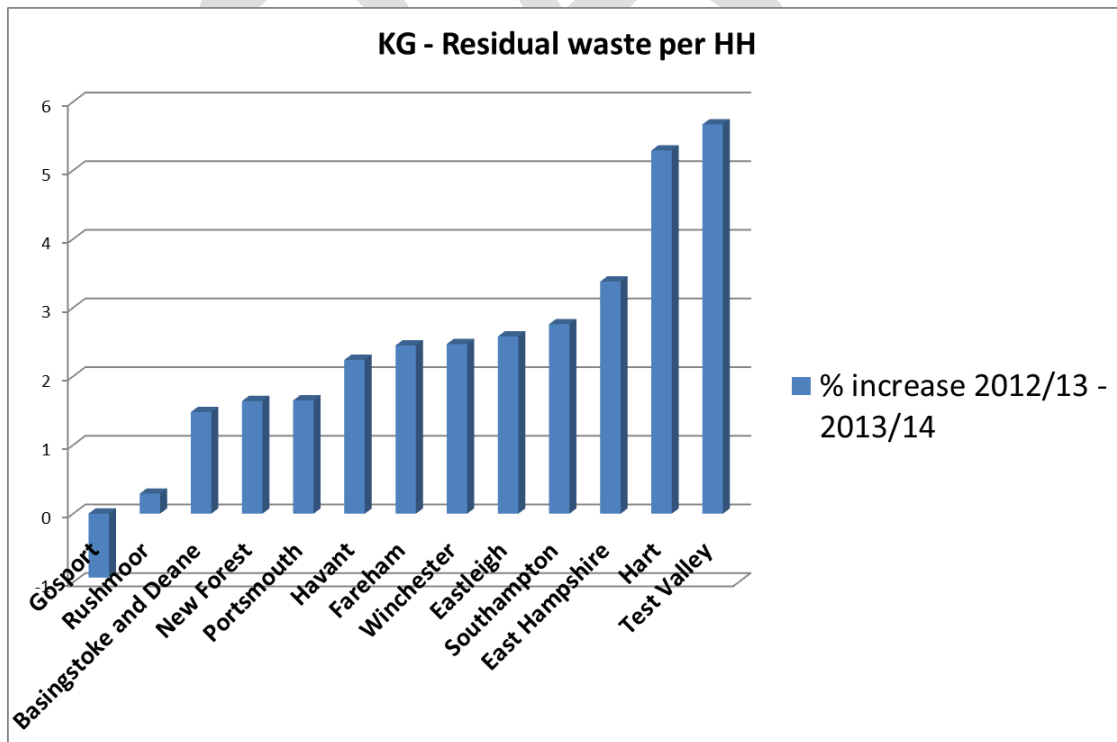


Figure 4. Where Portsmouth stands in Hampshire - Residual waste % increase (kg per household)

Table 1 below summarises the key top level waste data for Portsmouth. Whilst being a high achiever in landfill diversion, Portsmouth still has work to do on reducing waste as well as improving recycling rates.

Summary 2013-2014			
N191 Total Residual Household Waste per Household (kg/household)	N192 Percentage HH waste sent for Reuse, Recycling or Composting (recycling rate)	N193 Percentage of Municipal Waste Sent To Landfill	Portsmouth's contamination rate for recycling
673.35	22.17%	9.18%	7.13%

Table 1. Total waste - Portsmouth 2013-14

PI's waste prevention plan prioritises increasing levels of recycling alongside more traditional waste prevention activities. Figure 5 below shows how Portsmouth's recycling rate has remained between 22%-25% over the last 8 years. Although it is hard to compare recycling rates between local authority areas due to the range of materials that are collected, this level is low when compared to neighbouring authorities who are averaging 30-45%. It is important to note that Portsmouth has not expanded the number of materials that are collected and also has much less opportunity for green waste. This may explain why the rate is comparatively low.

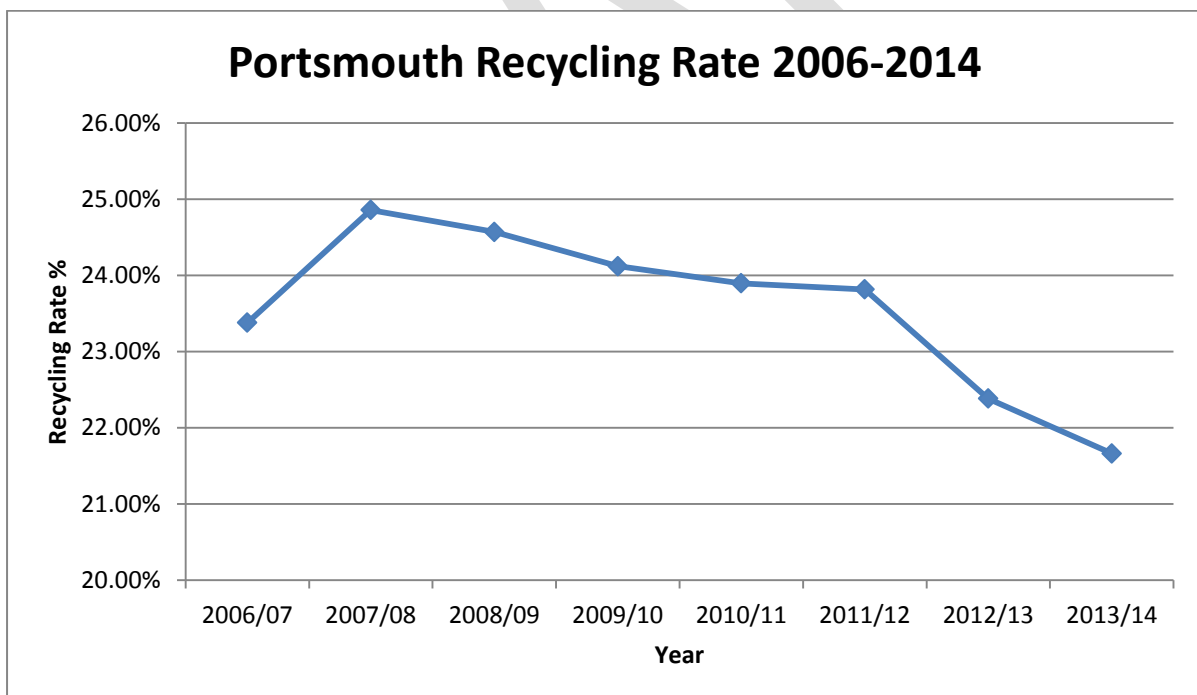


Figure 5. Portsmouth Recycling Rate 2006-2014

5. Previous work on waste prevention in Portsmouth

General Waste Prevention

In 2009 the 'Waste Less Challenge' was set up in partnership with other Hampshire authorities, inviting residents to reduce their household waste over a 7 day period. Participants reduced their black bag weight by an average of 37% and were rewarded with a goody bag of helpful waste prevention tools.

Green Neighbours

Workshops to volunteers have been run on various different waste related topics such as:

- Composting
- LFHW
- Grow your own food
- One pot cooking

Bulky waste and reuse

Working with the University of Portsmouth in 2014 to promote reuse of household items and furniture in initiatives called the 'Big Move Out' & the 'Big Move In'.

Pro-active call waiting message encouraging resident to re-use or take bulky items to charity shops before considering our collection service.

HWRC

Reuse is placed above recycling on the waste hierarchy.

The Portsmouth Recycling Centre has a dedicated 'reuse area', where items are recovered before being placed into bins and sold on.

Home composting

A compost bin will divert 150kg of waste per household per year.

In 2006 around 20,000 free home compost bins were given away to Portsmouth residents. Since 2007, the WRAP home composting scheme (now operated by Straight) has been promoted, offering residents a cost price bin. Recent purchasing rates are low, with around 5 composting containers (including caddies and wormeries) being sold per month.

Food waste

6.7 million tonnes of food is thrown away by households every year.

Various promotions of the 'Love Food Hate Waste' campaign have taken place in the last 5-6 years to educate on reducing food waste. This was carried out through different events, distributing promotional materials and targeted Flagship articles.

Textiles

Portsmouth now has around 100 textile banks across the city.

Recently the reuse of clothes has been promoted in the form of 'swap shops' or 'swishing' events through the Portsmouth Big Recycle.

Improving internal practices

Internal practices are focussed on reducing the use of paper:

- New printers to reduce wasted paper
- Less storage for paper files - reduction in use of paper
- Hot-desking and 'clear desk' policy - nowhere to keep paper on desk or in drawers, therefore reduction in use of paper
- Electronic storage of documents
- Removal of plastic cups at water dispensers
- Distribution of reusable plastic mugs/glasses to staff
- Responsible procurement policy
- Sustainability strategy
- Carbon management plan

Review of policies

In 2014, service and policy options that have not been considered in the past were investigated through a Members workshop. The main focus was on identifying ways of reducing black bag waste by looking into the following:

- Restriction of black bag waste collections (limit of 2 bags per week = less waste & more waste prevention)
- Alternate weekly collections (less refuse collections = more recycling & waste prevention)
- Compulsory recycling scheme
- Food waste collection (divert food waste from black bags, helping with less frequent refuse collections)
- Kerbside glass collection (removing from the black bag waste)

It was agreed to carry out further investigations into compulsory recycling policy and kerbside glass collection to clarify their feasibility for Portsmouth.

6. Measuring the plan

This plan will be monitored by reviewing progress against the action plan. Project Integra will review their plan annually and PCC will feed in to this in order to monitor progress. For Portsmouth specific actions these will be reviewed through the Environment Service business plan monitoring.

7. Portsmouth Waste Prevention Action Plan

The table below sets out Portsmouth's actions around waste prevention. It is based on the actions identified by Project Integra in their Hampshire wide Waste Prevention Plan and includes the Portsmouth specific action needed to deliver these actions.

Action - taken from PI waste prevention plan	Target material	Behaviour change approach	Portsmouth Action needed to deliver	Owner/ To action	
High priority					
Seek external funding and sources of non-financial support to deliver waste prevention work. Where possible work with partners to access funding.	All	Exemplify Encourage	Develop a waste prevention plan	<ul style="list-style-type: none"> Ideas for projects & partnership working to bid for WRAP waste prevention funding Bid for further DCLG funding to extend the PBR incentive scheme Possible future sponsorship 	SG, SD, JC, JF
Establish a baseline for all waste prevention work.	All	Exemplify Engage	Measure progress	<ul style="list-style-type: none"> Measure progress by aiming for the PI 0.5% max increase in residual waste target (for 2014/15) using tonnage data compare with local and national trends 	SG, SD, TG
Measure progress against the Plan at a local level and review progress annually.	All	Exemplify	Measure progress	Set up regular monitoring of the action plan & review on an annual basis	SG, JF
Link with the national indicators when released by Defra.	All	Exemplify	Measure progress	Keep up to date with figures	SG, TG
Seek to increase home composting, e.g. with the aim of increasing uptake	Garden waste, food waste	Enable Encourage	Educate and raise awareness	<ul style="list-style-type: none"> Continue Green Neighbours 	SD

Action - taken from PI waste prevention plan	Target material	Behaviour change approach	Portsmouth Action needed to deliver	Owner/ To action	
to reduce garden and appropriate unavoidable food waste such as peelings and tea bags. Review promotion of home composting with a view to increasing levels of support to lapsed bin users through online advice and regular promotion. Investigate opportunities for community composting where locally appropriate.			<ul style="list-style-type: none"> initiatives School workshops Communications - budget depending Flagship articles Work with housing participation team to engage communities 		
Review options for delivering a campaign to reduce avoidable food waste focussing on Love Food Hate Waste and Fresher for Longer, including events, social media, links with Schools Programme, and Public Health campaign, advertising etc.	Food waste	Enable Engage	Educate and raise awareness	<ul style="list-style-type: none"> Continue Green Neighbours initiatives Events School workshops Promotion through Portsmouth Big Recycle Flagship articles Staff already trained Communications - budget depending 	SD
Review all communications relating to waste prevention, including incorporating findings from Small Changes Big Difference/ Zero Waste Challenge. Promote ways to prevent, reduce and reuse waste across	All	Enable Engage Encourage	Educate and raise awareness	<p>There are currently no communications to be reviewed on this subject.</p> <ul style="list-style-type: none"> Continue to promote through PCC website and 	<u>PI to lead</u> , SD

Action - taken from PI waste prevention plan	Target material	Behaviour change approach	Portsmouth Action needed to deliver	Owner/ To action
Hampshire, e.g. on one central website. Include 'easy wins' such as Mail Preference Service, reusable nappies and smart shopping. Also seek to deliver waste prevention through 'lifestyle' based messages to target traditionally 'non-green' residents. Use a range of methods such as events, social media and advertising which is localised and community based.				<p>Flagship articles</p> <ul style="list-style-type: none"> • Await PI for central website • Create a Low Carbon Vision/waste prevention communication plan
Create a comprehensive database of reuse outlets including TSOs which is regularly updated for use by both the public and staff booking bulky kerbside collections. Where contractually possible, seek to formally promote furniture reuse organisations at booking stage of bulky kerbside collections.	Reusable items, EEE	Enable	Work with civil society	<ul style="list-style-type: none"> • Provide PI with list of textile banks • Discuss with CHD possibility of promoting other routes for bulky waste disposal <p>PI to lead, SG, AM</p>
Medium priority				
Support national waste prevention initiatives and their local implementation e.g. plastic bag levy.	Plastics (amongst others)	Exemplify	Become a local leader	<ul style="list-style-type: none"> • Continue to provide reusable bags for life • Continue to provide flats recycling bags • Promote less <p>SD</p>

Action - taken from PI waste prevention plan	Target material	Behaviour change approach	Portsmouth Action needed to deliver	Owner/ To action	
			packaging where practical		
Maximise opportunities and systems for reuse in the new HWRC contract beginning 2015. Seek to ensure regular reuse reporting is a requirement of the contract.	EEE, reusable items,	Exemplify Enable	Become a local leader	<ul style="list-style-type: none"> Continue to provide a reuse sales area 	MW
Seek to embed waste prevention into internal business practices by developing best practice 'signposting' guide including WRAP case studies aimed at authorities' internal practices. Work with internal teams to consider waste prevention and resourcefulness in catering, facilities management, events, adults'/children's/ housing departments, schools, IT and procurement practices. Promote to wider public sector as appropriate.	Facilities management, EEE, reusable items	Exemplify	Become a local leader	<ul style="list-style-type: none"> Review council's internal waste contract - analyse figures Work towards the Low Carbon Vision Continue implementing responsible procurement policy 	JF, JC
Seek to review residual waste collection policies, and where appropriate increase enforcement of policies such as no side waste, or consider introducing compulsory recycling/correct container policies to encourage kerbside recycling and	Textiles, paper & board, plastics, food	Exemplify	Become a local leader	<ul style="list-style-type: none"> Review policies and look at additional service options Gauge members' opinions through a workshop Research other local 	SG, JF

Action - taken from PI waste prevention plan	Target material	Behaviour change approach	Portsmouth Action needed to deliver	Owner/ To action	
reduce residual tonnages.			authorities		
Maintain a watching brief on central Government guidance, WRAP research and best practice from other local authorities to inform waste prevention initiatives.	All	Exemplify	Become a local leader	Compliance officer to continue keeping up to date on changes in waste through research	SG, SD, JF
Seek to improve available waste composition data, for example include residual composition analysis in the 2014 Resource Capture and Treatment Review.	All	Exemplify	Measure progress	Await PI action	<u>PI to lead</u>
Consult on the option of introducing a chargeable trade waste scheme at HWRCs as part of the contract starting in 2015, with the objective of diverting trade waste from the household stream and encouraging resource efficiency amongst local businesses. Work alongside WCAs to jointly promote their trade waste collection services.	C&D	Exemplify Enable	Work with businesses	Review responses to consultation and implement any changes relating to trade waste	MW
Investigate options to increase reuse from bulky kerbside collections through both operational changes and links with existing partnerships including SE7 and the Hampshire Furniture Reuse Network (HFRN).	Reusable items, EEE	Exemplify Enable	Work with civil society	<ul style="list-style-type: none"> • Contact charities • Promote textile banks • Link with the Reuse Network if possible • Put forward 	<u>PI to lead,</u> AM, SD

Action - taken from PI waste prevention plan	Target material	Behaviour change approach	Portsmouth Action needed to deliver	Owner/ To action	
			suggestion to cease free bulky waste collections available currently to residents on certain benefits		
Investigate potential for partaking in a reuse forum including furniture reuse organisations and local authorities, plus internal departments (adults'/ children's/ housing etc.) to aid better mutual understanding and identify innovative opportunities for increasing reuse through partnership working. Consider extending to wider public sector and possibly universities.	Reusable items, EEE	Engage Exemplify Enable	Work with civil society	<ul style="list-style-type: none"> • Implement Low Carbon Vision • Promote reuse websites • Charity shop interaction • Working with the university on reuse initiatives 'Big Move Out/In' 	SD, JC, AM
Lower priority					
Develop and deliver a countywide campaign to improve public perception of second hand items such as furniture and textiles therefore aiding market development. Promote the forthcoming reuse quality standard developed by WRAP and link to WRAP's recently launched 'Love Your Clothes' campaign	Reusable items, EEE and textiles	Enable	Educate and raise awareness	<ul style="list-style-type: none"> • Continue swishing events • Continue partnering with the University on reuse events • Promote textile banks • Promotion through PCC website and 	<u>PI to lead</u> , SD

Action - taken from PI waste prevention plan	Target material	Behaviour change approach		Portsmouth Action needed to deliver	Owner/ To action
				Flagship articles	
Look into the potential to deliver skills workshops/swap shops focussing on repair (textiles, furniture) and cooking skills. Available to the wider community and advertised at secondary schools, universities, colleges and community groups. Approach education authority to establish curriculum links.	Reusable items, EEE and textiles	Engage Enable	Educate and raise awareness	<ul style="list-style-type: none"> • Continue Green Neighbours work • Work with colleges & the University 	SD
Investigate ways to engage with local businesses on waste prevention and signpost them to resources.	All	Engage Exemplify Enable	Work with businesses	<ul style="list-style-type: none"> • Look for sponsorship options for PBR • Work with PSAG on the Low Carbon Vision • Promote through the PCC website - business waste page • Use of sustainable and responsible procurement policy 	SD, JF, JC

Action - taken from PI waste prevention plan	Target material	Behaviour change approach	Portsmouth Action needed to deliver	Owner/ To action	
Seek to work with private sector companies to identify product specific opportunities for reuse and waste prevention messages.	All	Exemplify Enable	Work with businesses	Improve relationships through the Sustainable Business Partnership	SD, JF
Investigate options to deliver a Portsmouth specific pilot project to work with a new supermarket store to focus on waste prevention i.e. a new Tesco's store in the city to reduce packaging	Plastics (amongst others)	Engage Exemplify Enable	Work with businesses	Identify potential new store. Engage with relevant supermarket to identify options for waste prevention. Develop a proposal for a pilot project Link with Low Carbon Vision & public health agenda.	JF, SG
Investigate options for a Portsmouth specific awareness raising pack for residents on good lifestyle practices i.e. waste prevention, low carbon living, healthy habits etc. This could include information on all facilities in Portsmouth available which enable good lifestyle practices.	All	Engage Enable	Educate and raise awareness	Investigate opportunities with other services across PCC	JF/SG/J C