

Title of meeting: Cabinet

Date of meeting: 27 July 2021

Subject: Future of Waste Collection Services

Report by: James Hill - Director of Housing, Neighbourhood and Building Services

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Wards affected: All

Key decision: Yes

Full Council decision: No

1. Purpose of report

- 1.1. To update the cabinet of the options for future waste collections in the city.

2. Recommendations

- 2.1. That the cabinet note the likely outcomes of the Environment Bill - in particular the requirement for a consistent set of materials to be collected.
- 2.2. That the cabinet agree with the principle of the provision of a twin stream recycling collection system rather than a kerbside sort system, and delegate authority to the Director of Housing, Neighbourhoods and Building Services to develop a detailed plan for implementation of a twin stream collection service in the City. (Twin stream will require 2 recycling containers, kerbside sort will require 4 recycling containers, see 3.7).
- 2.3. That the Cabinet note that the delivery of a twin stream collection system is dependent on the outcomes of the Environment Bill, agreement by Waste Disposal partners on the provision of a Materials Recovery Facility (MRF) to enable twin stream collection, and agreement from other Hampshire waste collection authorities to deliver a twin stream collection service.
- 2.4. Note that a further report will be brought to Cabinet with the business case for the provision of the MRF later this year.
- 2.5. That the cabinet agree a further report is brought to Cabinet for decision to agree a final specification for the twin stream collection service ahead of implementation.

3. Background



- 3.1. Under the terms of the Environmental Protection Act, 1990, Portsmouth City Council (the 'Council') is classed as a Waste Collection and Disposal Authority, and as such, under section 45 (1), has a statutory duty to collect household waste from all domestic properties in the city. Under Section 46(4) of the Act, the Council has specific powers to stipulate:
 - The size and type of the collection receptacle(s);
 - Where the receptacle(s) must be placed for the purpose of collecting and emptying;
 - The materials or items which may or may not be placed within the receptacle(s).
- 3.2. Currently rubbish is collected weekly and recycling is collected fortnightly. Additionally, by September 2021, over 55,000 (approx. 60%) households will also benefit from a separate food waste collection. There is also a network of bring banks for glass, textiles and cartons.
- 3.3. Portsmouth has a recycling rate of 26.7% (2019/20) and has improved due to changes made to the waste collection system as the amount of waste produced reduced and the amount of recycling increased.
- 3.4. Portsmouth has one of the lowest landfill use rates in the Country at 4.2% of waste.
- 3.5. The Council is keen to improve the range of materials that residents can recycle. This is demonstrated by the introduction of carton bring banks and a food waste collection service.
- 3.6. Additionally, the Environment Bill is progressing through Parliament and one of the key outcomes will be the requirement for consistency of collections in terms of the materials collected.
- 3.7. To deliver the aspiration for residents to recycle more, and to meet the requirements of the Environment Bill, PCC will need to expand the range of materials collected to include other plastics, cartons and glass at the kerbside. There may also be a requirement to provide free green waste collections.
- 3.8. There are a number of ways that we could collect these additional items and we have modelled two main systems for consideration for recycling. A green waste service would be provided separately.
 - A '**kerbside sort**' collection system - this would require residents to sort materials into an additional 3 containers which are then loaded at the side of the vehicle. This would provide high quality recycling. This option would



require significant changes to the existing waste transfer station network which would include provision and development of additional sites that would need to be identified, secured and appropriate planning permissions. There are also some practical concerns in terms of operating this type of system in Portsmouth due to the narrow roads which often have cars parked on each side of the road. This would make loading the vehicle challenging. It would increase health and safety concerns for collection crews as there would be more manual handling, and they would be working at the side of the vehicle rather than at the rear as they do now. This is also a more expensive option. (See appendix 1)

- A '**twin stream**' collection system - this would require 1 additional container as cardboard and paper (fibres) would be collected separately, but glass, cartons, plastics, tins/cans, aerosols would go into the existing recycling container. This would require a new Materials Recovery Facility (MRF).
- 3.9. Alongside the collection responsibilities, PCC is also a disposal authority and along with our disposal partners HCC and SCC will need to make provision of a facility that can process the additional materials. Our current facilities cannot be retrofitted with the appropriate technology and so a business case for a new container MRF is currently being developed. A separate report will be brought to Cabinet later this year.
- 3.10. Along with the other Hampshire local authorities, some modelling work was commissioned to Wood Consultants to appraise a number of options that would meet the likely outcomes of the Environment Bill.
- 3.11. These options considered a number of variations for twin stream and also the kerbside sort option. They have reflected size of required fleet, indicative cost increases, impact on recycling rate and reduction in CO₂e. See appendix 1. It is worth noting that Hampshire local authorities currently use the same disposal infrastructure and there are environmental and financial benefits to opting for the same recycling collection method (twin stream or kerbside sort).
- 3.12. The waste team is currently undertaking a project to look at the storage challenges for both households with kerbside collections and communal collections regarding the additional bin requirement. They are also looking at the range of bins available so that more options can be offered to residents.

4. Reasons for recommendations

- 4.1. The provision of a twin stream collection service will mean that residents can recycle a wider range of materials.
- 4.2. The Government has recently completed more consultations regarding the Environment bill and it is likely that PCC will need to make significant changes in order to meet the consistency of collection requirement.



- 4.3. Twin stream collection will mean an additional 140l bin for card/paper and the waste team are looking at alternative options for all containers where household have difficulty with bin storage.
- 4.4. Twin stream has been modelled as suitable for all Hampshire local authorities (all Hampshire local authorities share the waste disposal infrastructure) and provides the most cost effective and environmentally beneficial solution to deliver the requirements of the Environment Bill.
- 4.5. A site has been secured and a business case is being developed for a new twin stream MRF.
- 4.6. The provision of additional materials collections will reduce the CO2e by approx.1500 tonnes per annum and contribute to the City's target of net zero by 2030.

7. Integrated impact assessment

- 7.1. An IIA has been completed - a further IIA will be completed once the outcomes of the Environment Bill are fully understood.

8. Legal implications

- 8.1. As outlined in the body of this report and in the Consultation Summary (appendix 2), the Environment Bill, which is currently before Parliament, amends the Environmental Protection Act 1990 to require all waste collection authorities in England to arrange for the collection from households of glass, metal, plastic and paper/card - the four 'core' dry recyclable waste streams. Subject to exemptions to be defined, the legislation will require the collection of items within each such recyclable waste stream separately from items within the other recyclable waste streams.
- 8.2. Following the conclusion of the current (second) public consultation on the consistency of recycling collections, the government will analyse the consultation responses and prepare and publish its response and intentions for the implementation of the new statutory duties in this respect.
- 8.3. Once the Environment Bill has received Royal Assent and passed into law, the government will introduce secondary legislation by way of regulations which will implement the detailed changes. It will also prepare both statutory and non-statutory guidance which will provide further detail as to how the new duties of waste collection/waste disposal authorities will be expected to be carried out.
- 8.4. Given that the full detail of the new legislation and the supporting guidance has yet to be finalised it will be necessary to keep this emerging detail under review in the course of developing of the recommended twin stream collection system and in considering further the implications for the Council's waste disposal functions.

9. Director of Finance's comments

- 9.1. There are no direct financial implications of agreeing the recommendations within the report. The cost of pulling together a business case following the announcement of the Environment Bill will be met from existing cash limited resources.
- 9.2. It is anticipated that changes to the way waste is collected following the enactment of the Environment Bill will likely require additional capital investment and on-going revenue costs. These are not yet known as are dependent on the final outcomes of the bill. The consultations indicate that there will be some New Burdens funding for local authorities to meet these costs although there are no details on how this will work and there is a possibility that some costs may have to be met by the Local Authorities themselves.
- 9.3. The additional capital cost will come in the form of an additional modernised Materials Recycling Facility and work to transfer stations. The Council have already, in their Approved Capital Programme set aside £4.84m for a Single Material Recycling Facility funded from unsupported borrowing on the basis that this investment will lead to reduced disposal costs. It is likely that we will also require a further investment in a Waste Fleet that allows us to collect different waste streams. An amount of £4.125m has been added to the approved programme funded from unsupported borrowing for replacement of the existing fleet, but the additional vehicles that will be required will either be funded from new burdens funding or need additional capital investment.
- 9.4. In order to deliver the required additional waste collections, there will be increased revenue costs as more vehicles and crew will be required. There will also be a need to source a new or additional waste depot from which to operate as the current facility is not large enough to store the additional vehicles that will be required.

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Signed by: James Hill - Director of Housing, Neighbourhood and Building Services

Appendices:

- Appendix 1 - modelling comparison data
- Appendix 2 - consistency of consultation summary
- Appendix 3 - Integrated Impact Assessment

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:



Title of document	Location

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

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Signed by: