

Title of meeting: Cabinet Member for Community Safety & Environment

Date of meeting: 01 December 2021

Subject: Joint Municipal Waste Management Strategy

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

Report author: David Emmett - Head of Waste Collection and Disposal

Wards affected: All

Key decision: Yes

Full Council decision: No

1. Purpose of report

- 1.1** The purpose of this report is to seek approval of the Joint Municipal Waste Management Strategy (JMWMS) which sets the strategic direction for the Project Integra partnership. The Strategy sets out the key principles for how the waste management system for Portsmouth, Southampton and Hampshire will respond to and meet the forthcoming Environment Bill.

2. Recommendations

- 2.1** That Cabinet Member for Community Safety and Environment approves the Project Integra Joint Municipal Waste Management Strategy (JMWMS).
- 2.2** That delegated authority is given to the Director of Housing, Neighbourhoods and Building Services, in consultation with the Cabinet Member for Community Safety & Environment, to make minor amendments to the Joint Municipal Waste Management Strategy ahead of its final publication by the Project Integra Partnership and at subsequent 3-year reviews.

3. Background

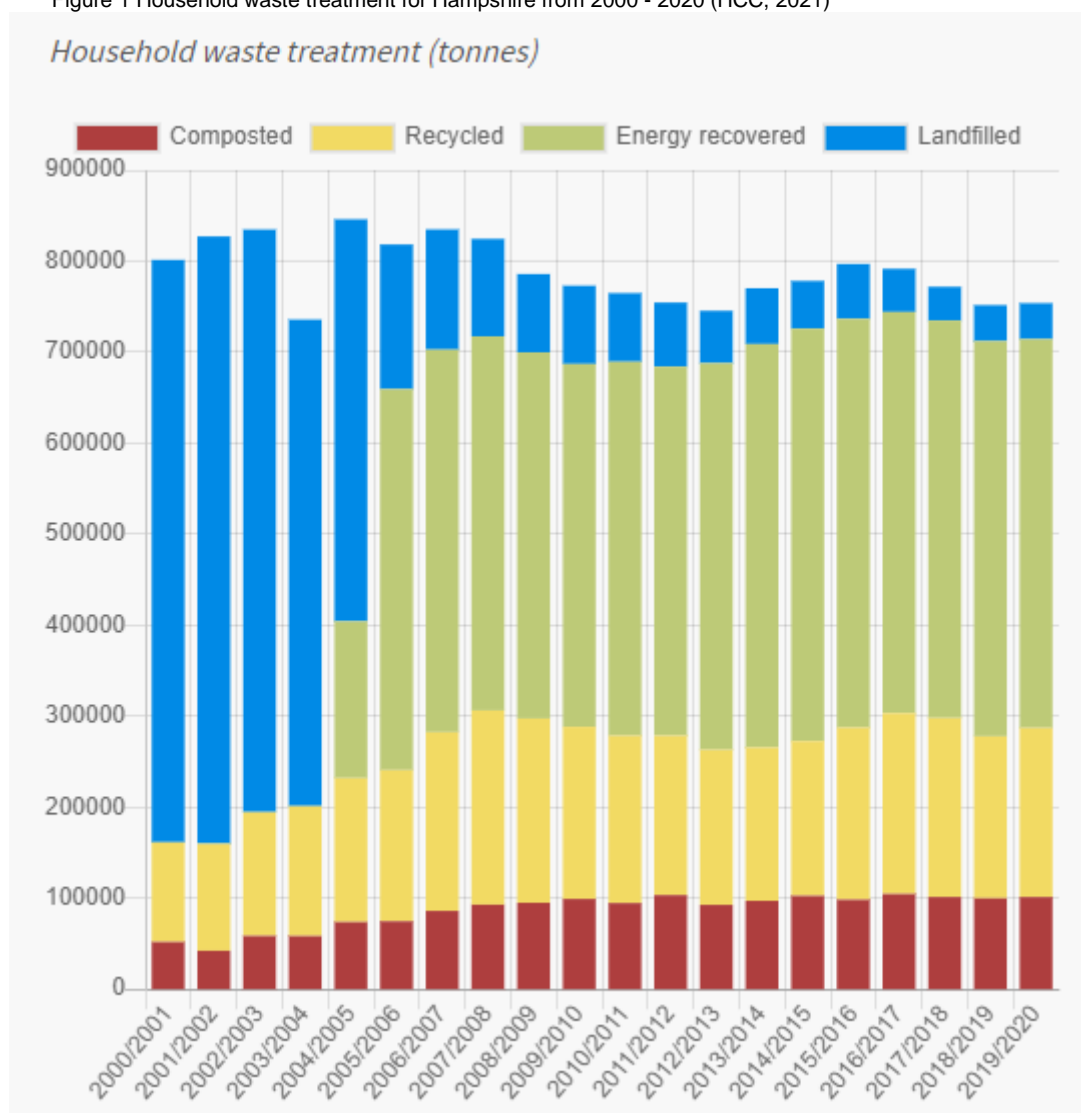
- 3.1.** Under the terms of the Environmental Protection Act, 1990, Portsmouth City Council (the 'Council') is classed as a Waste Collection and Disposal Authority, and as such, under section 45 (1), has a statutory duty to collect household waste from all domestic properties in the city. Under Section 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, starting in September 2021, over 50,000 (approx. 60%) households now also benefit from a separate weekly 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 The Council is a member of Project Integra (PI), a Hampshire waste partnership, comprising all 11 Waste Collection Authorities, unitary authorities Portsmouth City Council and Southampton City Council (waste collection and disposal authority) and Hampshire County Council (waste disposal authority). The partnership arose in the 1990s as a result of the need to have a co-ordinated response to waste and recycling collections, processing and infrastructure. The partnership meets 3 times a year as the “Project Integra Strategic Board” which consists of one voting Member, usually the authority’s Portfolio Holder.
- 3.5 As a waste partnership rather than a Joint Waste Authority there is no legal requirement to have a JMWMS however Project Integra has developed one to help the partnership reach its overarching strategic goals.
- 3.6 The JMWMS was last refreshed in 2012. It covered the time period from 2013 - 2023 and was developed in the context of no waste growth and in response to the Waste Directive 2011 which places a focus on treating waste as a resource and application of the waste hierarchy.
- 3.7 Whilst some progress has been made by Project Integra through delivery of this Strategy, overall performance, particularly in terms of recycling, has stagnated in the last few years (see figure 1). This, combined with the release of the Government’s Resources and Waste Strategy and the scale of change it is expected to have on all local authorities means that a review of the JMWMS is necessary.

Figure 1 Household waste treatment for Hampshire from 2000 - 2020 (HCC, 2021)



- 3.8 The Resources and Waste Strategy will be implemented via the forthcoming Environment Bill which is expected to become law in late 2021 with the first implementation dates in mid to late 2023. A clear strategy that covers the development and delivery of changes over this period and into the future is key to ensuring that the benefits are maximised for Portsmouth, Southampton and Hampshire.

4.0 Joint Municipal Waste Management Strategy

- 4.1 The updated JMWMS is included in Appendix 1. The strategy will be reviewed by the Partnership every three years, and sets out the vision for Hampshire's waste management:

"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."

- 4.2 The key legislative and policy drivers are identified in the Strategy with the primary one being the three key new waste policies that will be introduced by the Environment Bill 2020;

- i. Consistency of Household and Business Recycling Collections in England
- ii. Extended Producer Responsibility (EPR) for packaging
- iii. Introducing a Deposit Return Scheme (DRS)

This new key legislation represents a significant change to the waste management sector and will require new collection methods and disposal infrastructure.

- 4.3 Engagement work was undertaken with Lead PI Officers, and Portfolio Holders from all partners, to identify future priorities. These priorities were presented to the PI Strategic Board in July 2021, before the final JMWMS was drafted and circulated to all partners for their consideration.

- 4.4 The shortlist subjects (see table below) are the main key objectives which will be delivered under the JMWMS.

Key Objectives

Partnership Working <ul style="list-style-type: none"> • Identification of external funding opportunities • Revision to PI funding arrangements • Development of and commitment towards revised JMWMS Implementation Plan • Whole system thinking at PI level • Setting agreed performance indicators and targets
Recyclable Material Management <ul style="list-style-type: none"> • Introduction of two stream collections • Reduced contamination • Retained and maximised income share for materials
Waste Reduction <ul style="list-style-type: none"> • Increased reuse from bulky waste • Development and delivery of waste prevention initiatives • Continued promotion of home composting
Best Practice <ul style="list-style-type: none"> • Zero waste to landfill • Evaluation and introduction of alternative fuels for vehicles • Identification and evaluation of alternative technologies

Service Delivery

- Improved and consistent communications campaigns
- Consistent, best practice approach to service provision
- Consistent approach to staff training
- Increased cross boundary working
- Sharing of customer satisfaction surveys for the benefit of all partners

- 4.5 There are several other areas which are central to the strategy and cut across all objectives that will be taken forward. Local decision making will continue to be maintained across the Partnership to ensure local factors, budgets and challenges are considered within any decision making to ensure the approach is best suited for all partners.
- 4.6 A joint technically, environmentally, economically and practicable (TEEP) approach was seen as an important principle across partners going forward and will look to ensure a collaborative effort is made with the waste collection service and compliance with the regulations.
- 4.7 The Council is both a collection and disposal authority and therefore can look at whole system costs and review how changes to collection, disposal, and the Household Waste Recycling Centre impact other areas of the service from a waste reduction, cost and environmental benefit. Although the JMWMS set the strategy for all Hampshire Authorities in terms of key objectives and particular twin stream recycling, we can act independently of the JMWMS to continue to promote and peruse actions which will benefit the city for example small WEEE (Waste electrical and electronic equipment) kerbside collections, the introduction of food waste collections and the introduction of carton banks
- 4.8 A number of the JMWMS key objectives will also be embedded into waste management planning requirements for new developments (and will be shared with Planning colleagues).

5. Reasons for recommendations

- 5.1 The JMWMS is an important tool which allows the partnership to move forward together, by setting out the key priorities and provides the high level structure for the Project Integra partnership to deliver the requirements of the Environment Bill and achieve a significant step forward in performance on all levels.
- 5.2 It also confirms that the PCC “preferred option” of twin stream recycling set out in the cabinet report from July 2021 'Future of Waste Collection Services' (see background document list) aligns with the direction of travel across the PI partnership authorities.

6. Integrated impact assessment

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



7. Legal implications

- 7.1. The Joint Municipal Waste Management Strategy is a non-statutory strategy jointly adopted by the Hampshire waste collection and waste disposal authorities within Project Integra.
- 7.2 This report, together with the JMWMS appended, identify the legislative and policy framework and drivers at national level which inform the content and objectives of the Strategy, including the anticipated implications of new legislation coming forward pursuant to the Environment Bill 2020.

8. Director of Finance's comments

- 8.1 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.
- 8.2 Additionally it is likely that there may be some additional funding for local authorities as result of the government Extended Producer Responsibility scheme, although the details of how much this is worth to the Council are currently unknown.
- 8.3 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.
- 8.4 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.

- 8.5 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.
- 8.6 There will be no requirement to change operations until a jointly produced business case from Hampshire, Southampton and Portsmouth, this will set out the likely costs and funding required to implement any new measures.

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

Appendices:

Appendix 1 - Joint Municipal Waste Management Strategy

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
Future of Waste Collection Services	Future of Waste Collection Services.pdf (portsmouth.gov.uk)

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

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Signed by: