

Project Integra

Hampshire Joint Municipal Waste Management Strategy

Part 2 – Supporting Information

April 2006



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1. Some Background

1.1 The Need for a Joint Municipal Waste Management Strategy

1.1.1 Introduction

Waste is one of the undesirable by-products of our consumption patterns and historically, volumes increase with growth in the economy. During the 1970s and 80s Hampshire depended largely on incineration and landfill to deal with the County's municipal waste. However the passing of European and UK legislation aimed at protecting the environment and conserving resources, along with Hampshire's dwindling landfill space, have meant that waste management has changed significantly since the late 1980s. Project Integra was set up in the 1990s to bring about that change to *Integrated Waste Management*.

The '*waste hierarchy*' now acts as the guiding principle of waste management in the UK and this dictates that waste prevention is the most desirable situation followed by reducing, reusing and then recycling resources before they are disposed of. Modern *integrated* waste management is sophisticated and requires waste collection and waste disposal authorities to engage in education and awareness raising as well as providing collection, treatment and disposal infrastructure that minimises the effects that waste management can have on the environment at all levels.

As a way of delivering an effective means of managing the waste generated by Hampshire's¹ households, Project Integra has taken stock of the amount of waste that will be generated in the future and has mapped out a strategy – the *Joint Municipal Waste Management Strategy* – to meet the inevitable challenges up to 2020.

1.1.2 Legislation

The production of this Joint Municipal Waste Management Strategy (JMWMS) is a statutory requirement. Section 32 of the Waste and Emissions Trading Act 2003 (WET Act) requires waste authorities in all English two-tier areas to have a joint strategy to manage '*waste from households and other waste that, because of its nature or composition, is similar to waste from households*'². In addition the WET Act also states that the waste authorities must:

- Carry out appropriate consultation on any policies formulated to support the strategy;
- Keep all such policies under review; and

¹ This generic term refers to the administrative areas covered by Hampshire County Council, Portsmouth City Council and Southampton City Council.

² *Waste and Emissions Trading Act (2003): Elizabeth II. Ch 33*. ISBN 0105433039. London: HMSO.

- Set out such policies in a statement.

The authorities are also obliged to publicise the policies and policy statement and must send copies to the Secretary of State and the Environment Agency. Moreover, an additional copy must be available at all reasonable times at Councils' offices for inspection by the public free of charge.

The JMWMS must also take cognisance of existing and emerging international and national legislation affecting waste management. Section 3 provides an overview of the policy framework and key statutory requirements that will affect the shape of future waste management in Hampshire.

1.2 Project Integra

In 1993 Hampshire County Council and the district councils undertook a county wide public consultation process to take account of the views of Hampshire residents on how to deal with the problem of increasing waste arisings, decreasing landfill and inadequate incineration facilities.

The consultation process resulted in the introduction of an integrated waste management strategy, known as Project Integra, adopted by the 11 district councils of Hampshire, Portsmouth and Southampton unitary authorities, Hampshire County Council, and the private waste contractor Hampshire Waste Services. The partners and their statutory waste management functions are set out in Table 1.1. Links were also established within a wider network including Parish Councillors and Community and Education groups. These links have been maintained and are constantly being developed.

Project Integra (PI) was formed on the basis of a seven point action plan.

- Action on waste minimisation
- Action on composting
- Action on recycling
- Support for anaerobic digestion
- Use of recovery technologies, including incineration
- 3 - 5 waste processing facilities (not exceeding 200 000 tonnes per annum).
- Residual waste to landfill

The collaborative partnership has resulted in a progressive and successful waste management environment in Hampshire and the key to this success to date is the mutual support and co-operation that exists between all the partners. The delivery of the JMWMS is dependent on the continuation of this close working. The responsibilities and obligations of all of the partners are laid out in a Memorandum of Understanding, which was completed in 1997 and, although not legally binding, this document acts as the guiding principles for Project Integra. The Memorandum of Understanding is provided in **Appendix A**. In 2001 the partners agreed to form a Joint Committee with a remit set out in a constitution – this is also detailed in Appendix A.

Table 1.1 Project Integra Partner Organisations, their Statutory Functions and Other Roles

Partner Authority	Statutory Function	Other Roles
Basingstoke and Deane Borough Council	Waste Collection Authority	Waste minimisation, publicity & information
East Hampshire District Council	Waste Collection Authority	Waste minimisation, publicity & information
Eastleigh Council	Waste Collection Authority	Waste minimisation, publicity & information
Fareham Borough Council	Waste Collection Authority	Waste minimisation, publicity & information
Gosport Borough Council	Waste Collection Authority	Waste minimisation, publicity & information
Hampshire County Council	Waste Disposal Authority and Waste Planning Authority (all waste)	Waste minimisation, publicity & information
Hampshire Waste Services (AKA Onyx Hampshire)	Waste Disposal Contractor – provision and operation of facilities	Waste minimisation, publicity & information
Hart District Council	Waste Collection Authority	Waste minimisation, publicity & information
Havant Borough Council	Waste Collection Authority	Waste minimisation, publicity & information
New Forest District Council	Waste Collection Authority	Waste minimisation, publicity & information
Portsmouth City Council	Unitary Authority – Waste Collection Authority; Waste Disposal Authority and Waste Planning Authority	Waste minimisation, publicity & information
Rushmoor Borough Council	Waste Collection Authority	Waste minimisation, publicity & information
Southampton City Council	Unitary Authority – Waste Collection Authority; Waste Disposal Authority and Waste Planning Authority	Waste minimisation, publicity & information
Test Valley Borough Council	Waste Collection Authority	Waste minimisation, publicity & information
Winchester City Council	Waste Collection Authority	Waste minimisation, publicity & information

The Project Integra joint committee (also known as the Management Board) was constituted by the Partner Authorities under Section 101(5) and 102(1) of the Local Government Act 1972. Meetings of the Board are subject to the provisions of the Local Government Act 1972, including provisions on access to information and meetings being held in public. The role of the Policy Review and Scrutiny Committee is to discharge the functions conferred by Section 21 of the Local Government Act 2000 in relation to the activities of the Board.

The Constitution requires the Board to produce a Draft Annual Business Plan which will set out the strategy for the achievement of the partnership's objectives over the next full twelve-month period commencing on the 1st April. The Draft Annual Business Plan must be considered by each of the Partner Authorities with a view to giving it their approval. On being approved by all

the Partner Authorities, the Draft Annual Business Plan becomes the Approved Annual Business Plan.

1.3 Other Key Players

1.3.1 The South East Regional Assembly

The South East England Regional Assembly (SEERA) is a representative regional body comprising elected councillors from each of the regions authorities and representatives from business and community groups. The South East region covers the county areas of Berkshire, Buckinghamshire, East Sussex, Hampshire, Isle of Wight, Kent, Oxfordshire, Surrey and West Sussex.

SEERA has acted as the Regional Planning Body for the South East since April 2001 and has responsibility for proposing strategic planning policies to Government. In 2003/04 SEERA prepared a regional waste management strategy as part of its review of Regional Planning Guidance. The main policy themes of this strategy are ³:

- Waste minimisation;
- Recycling and composting;
- Other recovery and diversion from landfill;
- Landfill;
- Self sufficiency;
- Market Development and advocacy; and
- Inter-regional links.

1.3.2 Waste Planners

Hampshire County Council, Portsmouth and Southampton City Councils are the Minerals and Waste Planning Authorities for Hampshire and they work with on strategic planning for minerals and waste. Together these authorities are undertaking a review of the existing Hampshire, Portsmouth and Southampton Minerals and Waste Local Plan which was adopted in 1998. This review is being undertaken in accordance with the Planning and Compulsory Purchase Act 2004 and will result in the production of a Hampshire Minerals and Waste Development Framework (MWDF). The policies included in this JMWMS have been developed in conjunction with the draft MWDF.

1.3.3 Environment Agency

The Environment Agency is a statutory consultee on all Waste Management Strategies and is the central government body that regulates waste management through a system of licences.

³ South East Regional Assembly (2004). *Proposed Alterations to Regional Planning Guidance , South East - Regional Waste Management Strategy. No Time to Waste.* SERA.

Licences are issued to all organisations concerned with the collection, storage, treatment and disposal of waste material and also regulate waste management facilities such as MRFs, incinerators and landfill sites.

Any new waste management facilities must meet with the approval of the Environment Agency as well as with the Waste Planning Authority.

1.3.4 The Wider Community

The community is a key stakeholder in the process of developing (and implementing) a waste management strategy. The waste management service that the partners of Project Integra provide to the residents of Hampshire is one of the key public services and as such, the priority placed on attaining customer satisfaction is high. Given this priority, the partners of Project Integra have (and will continue to) successfully engage with the community sector on all matters pertaining to the delivery of a quality waste management service.

A Municipal Waste Management Strategy provides vital information to all sections of the community regarding the future of their environment. A period of public consultation was undertaken to gain the views of Hampshire residents whilst this document was in draft form. The views expressed during the consultation exercise have helped to form the policies and actions found later in the document. These policies and actions show how Hampshire's waste will be dealt with up to 2020. This document reflects the views of all consultees, including the residents of Hampshire.

Additionally, the JMWMS for Hampshire is a public document and is designed to explain the intentions of Project Integra and its partners in managing waste. This document is available for public viewing and aims to provide details of the effects that the waste collection and disposal authorities' plans will have on the wider community.

1.3.5 The Community Sector and Non-Governmental Organisations

It is important to recognise that it is not only local authorities that are actively engaged in resource management within Hampshire. A variety of community based initiatives, charities and non-governmental organisations (NGOs) undertake the collection and recycling of material across the Project Integra area. These include;

- The Salvation Army - textiles collection (via banks and doorstep collections) and textiles sorting and trading
- Oxfam - textiles, books and music reuse (via charity shops and bring banks)
- Dorcas - furniture reuse charity in New Forest

1.3.6 The Waste & Resource Management Industry

The industry already plays a significant role in the management of waste in Hampshire. Onyx Hampshire (formerly Hampshire Waste Services), a subsidiary of Onyx Environmental Group, are the main disposal contractor for Project Integra and operate the materials and energy recovery facilities, composting and landfill sites across the county. Onyx, Serco, Cleanaway and Verdant operate collection contracts for some of the authorities, the remainder serviced by in-house organisations

Future expansion of waste infrastructure is likely to require significant investment from the private sector. This JMWMS, in setting out Project Integra's vision, will assist the private sector in understanding the objectives of the partner authorities.

1.3.7 Other Businesses

In recent years the trend has been for Councils to move away from direct provision of refuse collection services to local businesses as the waste management industry provide these services competitively in all areas of the County. The problem is that the relatively low cost of landfill has meant little incentive for the industry to offer competitive recycling or composting services to smaller businesses with low volumes of good quality material. The effect of the landfill tax and scarcity of landfill sites is beginning to change this but in the meantime local authorities have a role in facilitating this type of service.

1.3.8 Governmental Organisations

DEFRA (the Department for the Environment, Food and Rural Affairs), is the central government department responsible for waste management policy and strategy issues in England. Specifically, it is responsible for issuing policy guidance and setting statutory recycling/composting targets for local authorities. The ODPM is responsible for strategic land use planning issues.

The Waste and Resources Action Programme (WRAP) was established as a not-for-profit company limited by guarantee by DEFRA, the Department for Trade and Industry (DTI) and the devolved administrations of Scotland, Wales and Northern Ireland in 2001. It was set up in response to Waste Strategy 2000⁴ to promote sustainable waste management and its work is focussed on a number of work programmes. These include;

- Creating stable and efficient markets for recycled materials and products for the 100 million tonnes of waste accounted for by commercial, industrial and municipal waste (this includes waste from houses, offices and factories)
- Specific work in six material streams: aggregates, glass, organics, paper, plastics, and wood, supported by work in three generic areas: financial mechanisms, procurement, and standards.
- Reducing waste at home, by working towards increasing home composting, reducing nappy waste, working with the big retailers to reduce supermarket waste and creating a waste minimisation innovation research fund to help with this.
- Recycling and composting more, by setting up an advisory service to help councils make their recycling schemes more effective, and providing support for the composting industry to expand to absorb the extra material collected.

⁴ Department of the Environment, Transport and the Regions (2000). *Waste Strategy 2000*. HMSO, London

- Engaging the public by raising awareness of the need to reduce waste and recycle more, particularly by helping councils to get the most out of their collection schemes by promoting them effectively.⁵

⁵ Work programmes defined in the Waste and Resources Action Programme (WRAP) Business Plan

2. Current Municipal Waste Management in Hampshire – Some Facts and Figures

2.1 Waste Arisings & Composition

2.1.1 Total Arisings

Table 2.1 shows that the total amount of municipal waste arising in Hampshire, Portsmouth and Southampton in 2003/04 was almost 880 000 tonnes. Table 2.2 shows this was approximately 530 kg per person and almost 1 300 kg per household.

The total quantity of municipal waste arising in the study area increased in 2004/05 to over 890 000 tonnes – an increase of 1.9% on the previous year (see Table 2.3).

Table 2.1 Total Municipal Arisings 2003/04 to 2004/05 (tonnes)

Partner Authority	2003/04	2004/05 (provisional)
Basingstoke and Deane Borough Council	65 732 (61 861)	66 942 (63 132)
East Hampshire District Council	37 322 (37 272)	37 515 (37 515)
Eastleigh Council	38 771 (38 493)	40 750 (40 246)
Fareham Borough Council	43 567 (41 428)	43 563 (41 641)
Gosport Borough Council	26 445 (26 445)	25 706 (25 703)
Hart District Council	35 612 (35 591)	33 174 (33 130)
Havant Borough Council	44 471 (44 471)	44 348 (44 342)
New Forest District Council	64 545 (63 443)	64 975 (63 981)
Portsmouth City Council	84 469 (82 191)	86 298 (84 047)

Table 2.1 cont Total Municipal Waste Arisings 2003/04 to 2004/05 (tonnes)

Partner Authority	2003/04	2004/05 (provisional)
Rushmoor Borough Council	32 558 <i>(32 530)</i>	32 923 <i>(32 908)</i>
Southampton City Council	103 640 <i>(100 607)</i>	104 603 <i>(101 490)</i>
Test Valley Borough Council	49 109 <i>(49 039)</i>	45 243 <i>(45 194)</i>
Winchester City Council	48 358 <i>(43 761)</i>	49 313 <i>(44 622)</i>
TOTAL	876 468 <i>(861 885)</i>	892 720 <i>(846 041)</i>

Source: Project Integra, 2005

Note: Figures in brackets and italics relate to household waste arisings only.**Table 2.2 Municipal Waste Arisings 2004/05: Quantities per Household and per Capita**

	(A) Total Municipal Waste Arising in 2004/05 (tonnes) (Provisional data)	(B) Total Population (2001 Census)	(C) Total Quantity of Municipal Waste Arising per capita (kg/head/year) (A ÷ B x 1000)	(D) Total Number of Households (2000)	(E) Total Quantity of Municipal Waste Arising per Household (kg/year) (A ÷ D x 1000)
Basingstoke & Deane	66 942	154 500	433	61 722	1 085
East Hampshire	37 515	110 200	340	43 625	860
Eastleigh	40 750	115 800	352	47 001	867
Fareham	43 563	108 900	400	43 577	1 000
Gosport	25 706	77 200	333	31 337	820
Hart	33 174	85 600	388	32 470	1 022
Havant	44 348	116 600	380	48 460	915
New Forest	64 975	171 300	379	71 985	903
Portsmouth	86 298	188 800	457	78 719	1 096
Rushmoor	32 923	90 100	365	35 263	934
Southampton	104 603	221 000	473	91 217	1 147

Table 2.2 cont Municipal Waste Arisings 2004/05: Quantities per Household and per Capita

	(A) Total Municipal Waste Arising in 2004/05 (tonnes) (Provisional data)	(B) Total Population (2001 Census)	(C) Total Quantity of Municipal Waste Arising per capita (kg/head/year) (A ÷ B x 1000)	(D) Total Number of Households (2000)	(E) Total Quantity of Municipal Waste Arising per Household (kg/year) (A ÷ D x 1000)
Test Valley	45 243	111 400	406	44 134	1 025
Winchester	49 313	109 800	449	43 132	1 143
TOTAL	675 353	1 661 200	5 157	672 642	12 816

Source: Waste Arisings Data; Hampshire County Council, 2005. Population/Housing Data; ONS 2005

Table 2.3 Percentage Change in Municipal Waste Arisings 2003/04 to 2004/05

	% Change 2003/04 - 2004/05
Basingstoke & Deane	+1.8
East Hampshire	+0.5
Eastleigh	+5.1
Fareham	-0.01
Gosport	-2.8
Hart	-6.8
Havant	-0.3
New Forest	+0.7
Portsmouth	+2.2
Rushmoor	+1.1
Southampton	+0.9
Test Valley	-7.7
Winchester	+2.0
Average	+1.9

Source: Hampshire County Council Waste Management, 2005

It should be noted that the variations in the percentage change in arisings may relate to the collection arrangements in each district. For example Gosport introduced alternate weekly collections between 2003 and 2005 and in the same period Hart District Council and Test Valley Borough Council both banned garden waste from residual waste bins.

2.1.2 Composition

Understanding the composition of household waste is crucial to understanding how it can be managed most effectively. In 1999, Project Integra received a grant from the *Onyx Environmental Trust* (a trust which distributes funds raised through the landfill tax) along with pooled funds from the Project Integra partners, to conduct in-depth research into the contents of Hampshire's household waste stream. Over 62 waste samples from all 13 waste collection authorities from within Hampshire were examined in detail, weighed and categorised into a total of 164 fractions. These samples were chosen from households using the ACORN classification system - an established set of categories derived from the population census and lifestyle questionnaires. Moreover, a representative sample of over 1 500 residents were quizzed about their attitudes and behaviour towards waste and their shopping habits. The study also analysed samples of waste that were delivered to the household waste recycling centres (HWRCs).

The results of the study demonstrated that paper, card and putrescible wastes such as garden refuse and food waste form the greater part of waste produced by Hampshire residents. Plastics also represented the next largest portion followed by miscellaneous waste, comprising composite items that are hard to recycle such as disposable nappies, sanitary products and "fines", including dust, ash, grit and other very small items. By applying the results of this study to the total household waste arising for Hampshire for 2003/04, Table 2.4 shows the approximate tonnage of each material waste stream.

Table 2.4 Estimated Tonnage of Household Waste by Material (2003/04)

Material Stream	Estimated tonnage (2003/04)	% Composition
Paper and Card	284 422	33.0%
Putrescible	258 565	30.0%
Plastics	112 045	13.0%
Metals	43 094	5.0%
Textiles	43 094	5.0%
Glass Bottles/Jars	34 475	4.0%
Miscellaneous	86 188	10.0%
TOTAL	861 885	100.0%

2.2 Current Waste Management Practice in Hampshire

2.2.1 Household Waste

The waste collection systems vary between the collection authorities in Hampshire, with almost all householders receiving a kerbside recycling collection. Some authorities operate fortnightly collections of residual waste which alternate weekly with dry recyclables and green garden waste. Others operate a weekly collection of residual waste supported by a recycling service. The collection containers also vary; authorities use wheeled bins or sacks for residual waste,

garden waste and dry recyclable material. Garden waste collections are chargeable in some areas whereas some authorities offer free collections. Table 2.5 summarises the current waste collection arrangements.

Table 2.5 Summary of Collection Arrangements (2005)

Authority	Residual	Dry Mixed Recyclables	Green
Basingstoke and Deane	Weekly 240L bin	Fortnightly wheeled bin DMR) or weekly piggy back bin/plastic bag	None
East Hampshire	Fortnightly 240L bin (AWC)	Fortnightly DMR wheeled bin	Chargeable sacks, same week as DMR
Eastleigh	Wheeled bin	Fortnightly DMR wheeled bin	Chargeable reusable sack collected weekly
Fareham	Fortnightly 240L bin (AWC from Sept 2005)	Fortnightly DMR wheeled bin	Free collection service reusable sack, collected fortnightly
Gosport	Fortnightly (AWC) 140/240L bin	Fortnightly DMR wheeled bin	Chargeable sack collected fortnightly
Hart	Weekly 240 bin	Weekly DMR wheeled bin	Chargeable reusable sack collected fortnightly
Havant	Weekly 240L bin (AWC in 3 phases from Sept 2005)	Fortnightly DMR wheeled bin	Chargeable sacks
New Forest	Weekly sack	Fortnightly DMR clear sack	Chargeable sacks or reusable sacks
Portsmouth	Weekly black sack	Wheeled bin / box DMR	None
Rushmoor	Weekly wheeled bin	Fortnightly DMR wheeled bin,	Fortnightly collection in chargeable, reusable bags
Southampton	Weekly wheeled bin	Fortnightly DMR wheeled bin (being extended to whole City in 2005/6)	Free reusable sack fortnightly
Test Valley	Weekly wheeled bin (AWC from early 2007)	Fortnightly DMR wheeled bin	Chargeable sack collected fortnightly
Winchester	Weekly wheeled bin (AWC in trial area)	Fortnightly DMR wheeled bin	Free reusable sack fortnightly in trial area

There is also a wide range of supporting services for householders wishing to dispose of waste. All authorities offer bring site facilities for the recycling of material such as paper, cans, glass and textiles, although the number and density of these sites vary between authorities. There are around 1 600 bring banks across the Project Integra area.

There are also 26 Household Waste Recycling Centres (HWRCs), where larger items can be accepted. The HWRCs accept a wide range of materials that are where possible recycled or re-used. This includes garden waste which is collected and bulked before being sent for composting.

2.2.2 Other Municipal Wastes

Street Cleansing Waste

Street cleansing waste refers to all material collected as part of the WCAs scheduled street cleansing operations including waste from litter bins, street sweepings, mechanically swept material and material collected from footpaths and relevant land (such as verges and car parks).

Beach Waste

Beach waste refers to any waste deposited on a public beach that requires removal and disposal. This does not include oil resulting from oil spillages at sea.

Fly-tipped Waste

Under the Environmental Protection Act 1990 (Section 33) fly-tipping refers to the depositing or knowingly allowing the depositing) of controlled waste on any land without a waste licence. This is generally exemplified by material dumped in lay-bys, car parks or fields without the landowner's knowledge. The source of fly-tipped material varies from bags of domestic refuse to regular dumping of commercially collected wastes, rubble or hazardous material.

Commercial Waste

Commercial waste refers to waste emanating from premises used wholly or mainly for the purposes of trade or business. Most local authorities offer some collection services to commercial customers, this tends to be restricted to residual waste collection although some offer limited recycling services.

2.3 Municipal Waste Movements

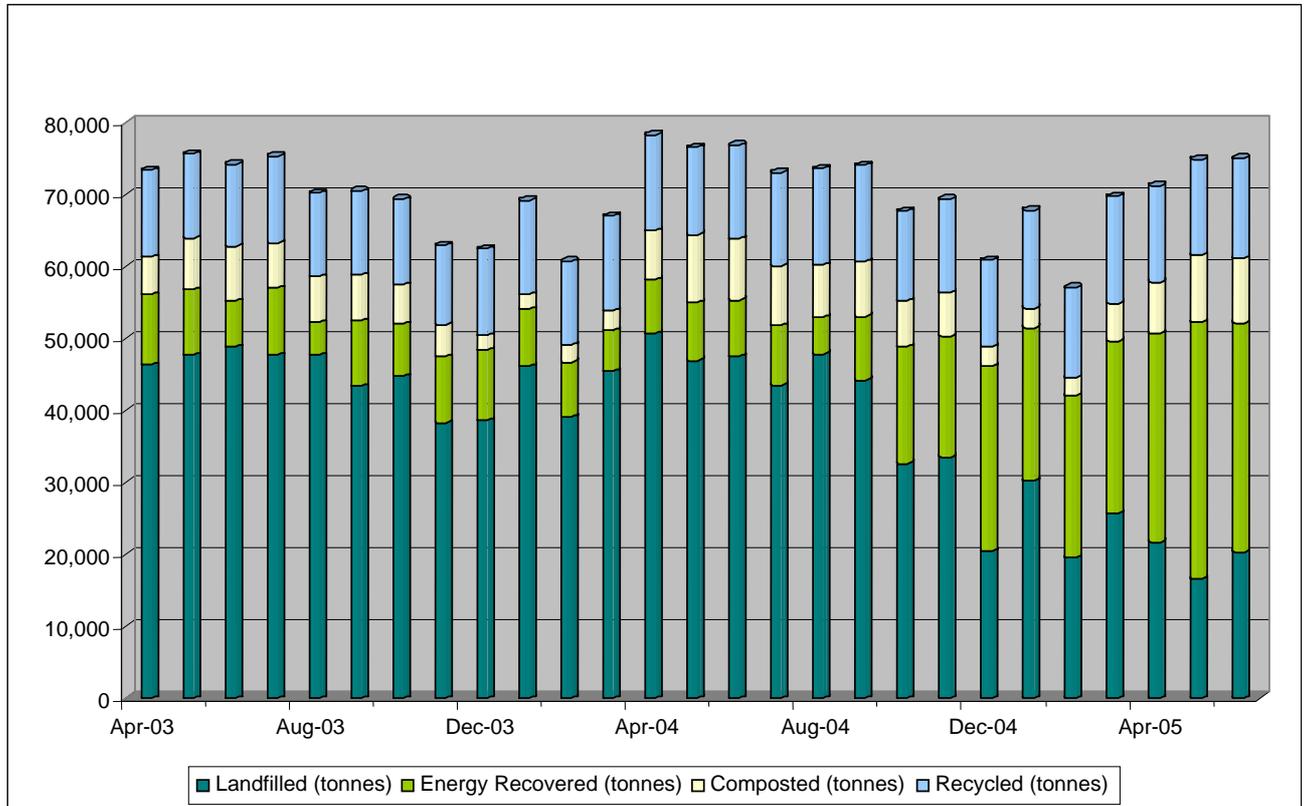
All dry mixed recyclate, glass and garden waste collected in Hampshire is currently sorted and /or processed in the county. Products such as clean glass cullet, news and PAMs and mixed paper are mainly sent elsewhere in the UK as a raw material for manufacturing into new products.

The majority of residual municipal waste is either incinerated for energy recovery or landfilled within the county. A small proportion of residual municipal waste is exported from the northern part of the County for landfill disposal in Buckinghamshire.

2.4 Management

Hampshire County Council, Portsmouth City Council and Southampton City Councils, as Waste Disposal Authorities, have a joint contract with Onyx Hampshire (formerly Hampshire Waste Services). This long term contract was signed in January 1996. The contract will run for 20 years from early 2005 when the final major facility of the current phase was commissioned. The contract stipulates that HWS receive a fixed sum for the provision of facilities and a gate fee for each tonne handled. The gate fee varies according to the facility but processing costs for all materials are, on average, around £47 per tonne.

Figure 2.1 illustrates the fate of household waste arising in Hampshire. Over the last two years the use of landfill as the main disposal route has progressively diminished as the three new energy recovery facilities have come on line.

Figure 2.1 Fate of Municipal Waste 2003 to 2005

2.5 Existing Municipal Waste Management Infrastructure

2.5.1 Materials Recovery Facilities

A Materials Recovery Facility or MRF is a plant designed to receive mixed (or 'co-mingled') recyclable material and separate the material streams. This is normally done using a combination of hand picking and mechanical separation methods; such as sieving, screening, magnetic separation and air jetting. Once the material has been sorted the individual waste streams are bulked or baled and sent for reprocessing. Non-recyclable material that has been separated during the process is also bulked and sent for disposal, normally to landfill or an Energy from Waste plant.

There are two MRFs in Hampshire, one at Portsmouth and one at Alton

2.5.2 Composting Facilities

Green garden waste is segregated at Household Waste Recycling Sites across Hampshire and sent to various sites for composting. In addition most Hampshire authorities offer a collection service for garden waste.

Project Integra currently sends material to sites at Little Bushey Warren near Basingstoke, Chilbolton and Down End near Fareham. The material is composted in windrows and, following maturation and screening, is sold back to the public through the HWRCs as 'Pro Grow' soil conditioner.

2.5.3 Waste Transfer Stations

Waste Transfer Stations act as hubs for refuse collection vehicles. Vehicles used to collect waste from households and commercial premises discharge their loads at a WTS and it is transferred to articulated container vehicles with over 20 tonne capacity. It is these larger vehicles who deliver the waste to the landfill site or Energy from Waste plant.

There is a network of nine WTS across Hampshire, their location is key as it determines the distance a refuse collection vehicle must travel from its round to discharge its contents.

2.5.4 Household Waste Recycling Centres

There are twenty six Household Waste Recycling Centres (HWRCs) in Hampshire, these are sometimes referred to as Civic Amenity (CA) sites or simply 'tips'. A HWRC is a facility provided by the council for members of the public to dispose of household waste free of charge. The facilities are often used to dispose of large and bulky items that would not be suitable for disposal or recycling via the regular kerbside refuse collections.

As the name suggests, the emphasis is on recycling material delivered to HWRCs. This is generally done through the provision of designated skips, bays or containers for individual recyclable materials. All sites are staffed and the site staff assist the public in disposing of their unwanted materials in the correct manner. Not all material delivered to HWRCs is recyclable and this is ultimately sent to landfill or an EfW plant. All segregated recyclable material is sent to reprocessors or to reuse schemes for items such as furniture.

HWRCs are also licensed to accept some forms of hazardous household waste such as asbestos, engine oil and household chemicals. This is the safest form of disposal for such items.

2.5.5 Energy Recovery Facilities

Around 20% of the residual waste produced in Hampshire is sent to Energy Recovery Facilities (ERFs). These facilities incinerate waste and use the energy released in this process to generate electricity which is sold to the National Grid. There are three operational ERFs in Hampshire; they are located at Chineham, Marchwood and Portsmouth. These three facilities generate an estimated 37 megawatts of electricity each year.

2.5.6 Landfill

Historically landfill has been the most convenient method of waste disposal in Hampshire due to an abundance of landfill sites. There are currently 3 sites accepting non-inert waste in the County; Somerley, Efford and Southleigh. As waste degrades in landfill sites it releases a range

of gases, several of which have been identified as potent 'greenhouse gases' which contribute to global warming. There is limited void space in Hampshire's landfill sites and this, coupled with the harmful environmental effects act as a strong reason why alternative disposal methods are needed.

A map illustrating the location and number of licensed waste facilities in Hampshire is provided at **Appendix B**.

3. The Challenge Ahead and Drivers for Change

3.1 Introduction

This chapter provides an overview of the municipal waste management challenge that lies ahead and the policy framework and key statutory requirements that will affect the shape of future waste management in Hampshire. The fulfilment of statutory and non-statutory requirements represent an important consideration in the decision making process and decisions concerning these will have a knock on effect on the scope, duration, flexibility, and costs of the future contract(s) for waste management that are let by the partner authorities of Project Integra.

3.2 The Challenge Ahead

3.2.1 Waste Growth

Nationally, average annual growth in municipal waste is approximately 2.4% (DEFRA Municipal Waste Management Survey 2001/02, May 2003). Work carried out on behalf of Project Integra by Brook-Lyndhurst in the autumn of 2004 indicates that this national trend is also reflected more locally in Hampshire. Such growth specifically reflects changing household structure and increasing economic prosperity.

3.2.2 Future Volumes and Composition

Growth in the overall volume of material in the municipal stream is linked to consumption but also population and housing provision increase. Hampshire County Council's 'A Profile of Hampshire' sets out some background detail in respect of population and household change across. Specifically, it demonstrates that:

- Over the period 2001 to 2021, population in Hampshire is predicted to increase by around 5.8% - from 1.65 million 1.74 million.
- Up to 2011, provision has been made for approximately 6,000 new homes to be built each year; and
- Over recent years, the number of people making up a household has decreased – for example, between 1991 and 2001 the number of single person households increased by around 30%.

Further details are also set out in **Appendix C**.

Trends, fashions and patterns of consumption affect the amount and type of material collected. These are a reflection of relative affluence of residents. This strategy aims to look at forecast arisings across Hampshire over a 15 year period and as such economic cycles may play a significant role in changing consumer attitudes, behaviour and generation of material for disposal.

3.3 Drivers for Change: Guiding Principles

3.3.1 Background

The JMWMS has been developed in conjunction with the land-use policy framework for waste (i.e. the Hampshire Minerals and Waste Development Framework) taking into account:

- The ‘waste hierarchy’ and the ‘proximity principle’ that the planning authority must take into account when preparing development plans;
- The framework developed in the recent South East Regional Waste Strategy; and
- General principles of environmental protection and consideration of impact on amenity in specific waste planning applications.

The strategy sets out policies and aspirational targets with regard to the management of Hampshire’s municipal waste well into the future, for which provision will have to be made. As such, it is written in the context of the emerging Hampshire, Portsmouth and Southampton Minerals and Waste Development Framework, Best Value requirements and planning policy guidance as set out in Planning Policy Guidance Note 10 *Planning and Waste Management* (PPG10) and its emerging replacement – Planning Policy Statement 10.

3.3.2 The Waste Hierarchy

Project Integra has regard to the principle and intent of the waste hierarchy as outlined in Waste Strategy 2000. However Project Integra also recognises the need to retain flexibility in the light of sound science and practicalities such as cost, public response and wider sustainability issues such as transport costs and opportunities for economic development. This approach considers the flow of waste as a process, each stage of which offers opportunities to reduce waste and better manage material resources. The hierarchy is as follows:

- Prevent;
- Re-use;
- Recycle;
- Recovery; and
- Dispose.

3.3.3 The Proximity Principle

Project Integra also acknowledges the proximity principle which states that material should be handled, treated and disposed of as near as possible to its place of consumption.

The original PI Strategy of 1995 was grounded in this principle which aims to avoid passing the environmental costs of waste management to communities that are not responsible for its generation. The proximity principle also minimises the environmental costs of transportation. The need for Hampshire’s community to take responsibility for the environmental costs for unavoidable waste is particularly important, however PI also recognises that for many material resource streams it is more efficient and sustainable to have regional, national or even global

outlets for materials. Examples include the transport of aluminium cans to Alucan at Warrington, Cheshire or the export of green glass back to continental Europe.

3.4 Drivers for Change: Performance Targets

3.4.1 The Landfill Directive and National Targets

One of the most notable pressures at present is the EU Landfill Directive, which was agreed in Europe in 1999. This seeks to prevent or reduce possible negative environmental effects from the landfilling of waste by introducing uniform standards throughout the EU. Specifically, it sets ambitious targets for the reduction of biodegradable municipal waste (BMW) that is disposed of to landfill.

The Directive was brought into force in the UK on June 15th 2002 as the Landfill (England and Wales) Regulations 2002, and since then it has been introduced in stages to give UK industry time to adapt. The European policies and targets for waste have been reflected in the Government's National Waste Strategy for England and Wales ⁶ (Waste 2000), which sets out the Government's policy and vision for the promotion of sustainable waste management over the next twenty years. The document expands on information previously published in the Government's White Paper 'A Way with Waste'⁷, by providing additional detail on the Government's aspirations over the short, medium, and long term and the contributions that local authorities will be required to provide in meeting the national objectives.

To comply with the provisions of the Landfill Directive, the Government has adopted national targets for the diversion of biodegradable municipal waste from landfill. Table 3.1 indicates these targets.

Table 3.1 National Diversion Targets for Biodegradable Municipal Waste

- | |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none">• By 2010 biodegradable municipal waste (BMW) must be reduced to 75% of the total BMW (by weight) produced in 1995.• By 2013 BMW must be reduced to 50% of the total BMW (by weight) produced in 1995.• By 2020 BMW must be reduced to 35% of the total BMW (by weight) produced in 1995. |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

The directive also bans liquids and certain materials from landfill and tightens site monitoring and engineering standards. It will be supplemented by the new European Waste Catalogue, which has extended the range of materials classified as 'hazardous', and the Waste Acceptance Criteria, which will introduce stringent pre-treatment requirements.

⁶ Department of the Environment, Transport and the Regions (2000). *Waste Strategy 2000*. ISBN 0 10 146932 2 May 2000.

⁷ Department of the Environment, Transport and the Regions (June 1999). *Away with Waste: A Draft Waste Strategy for England and Wales Parts 1 and 2*.

Furthermore, to comply with the provisions of the Landfill Directive, Government has established national targets for the recycling and recovery of municipal waste. These national targets are supported by statutory performance standards for household recycling / composting, and tradable permits for local authorities to restrict the amount of biodegradable municipal waste going to landfill.

The key national targets set out in Waste Strategy 2000 are set out in Tables 3.2 and 3.3.

Table 3.2 National Targets for the Recycling and Composting of Household Waste

- | |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none">• To recycle or compost at least 25% of household waste by 2005• To recycle or compost at least 30% of household waste by 2010• To recycle or compost at least 33% of household waste by 2015 |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Table 3.3 National Targets for the Recovery* of Municipal Waste

- | |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none">• To recover value from 40% of municipal waste by 2005• To recover value from 45% of municipal waste by 2010• To recover value from 67% of municipal waste by 2015 |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

* Recovery means to obtain value from waste through recycling, composting, other forms of material recovery, or recovery of energy.

To ensure that all local authorities contribute to achieving these targets, the Government has set statutory performance standards for recycling and composting for each local authority for 2003/04 and 2005/06. The Government will also set statutory performance standards for local authorities for 2010 and 2015.

3.4.2 Statutory Performance Targets for Hampshire

The management of municipal waste is currently carried out against the backdrop of having to achieve statutory recycling/composting targets. As detailed above, *Waste Strategy 2000* introduced a commitment to setting targets for individual waste collection and disposal authorities and the Government's "*Guidance for Municipal Waste Management Strategies*" (DETR, March 2001) specified individual targets (based on actual recycling rates in 1998/9). The achievement of these targets is an integral part of the Government's Best Value regime and Best Value Performance Indicators (BVPs) are directly concerned with their achievement. Table 3.4 sets out these statutory targets.

Table 3.4 Actual rates of Recycling/Composting 1998/99 - 2004/05 versus Statutory Standards for 2005/06

	1998/99 (actual %)	2000/01 (actual %)	2001/02 (actual %)	2002/03 (actual %)	2003/04 (actual %)	2004/05 (actual %)	2005/06* (statutory target %)
Hampshire	23	25	21	26	27.02	30.28	30
Portsmouth	15	18	15	15	14.45	26.19	30
Southampton	10	10	10	12	11.34	15.66	24
Basingstoke & Deane	10	10	11	15	15.99	16.14	30
East Hampshire	8	14	16	23	31.83	31.99	24
Eastleigh	26	39	27	28	29.99	31.52	30
Fareham	19	16	17	22	22.09	22.16	30
Gosport	9	8	9	9	15.13	22.73	27
Hart	14	13	13	14	16.11	22.53	30
Havant	17	17	18	16	18.50	21.20	30
New Forest	22	23	24	23	24.47	24.79	30
Rushmoor	10	7	7	12	16.39	18.39	24
Test Valley	22	19	22	13	13.75	19.36	30
Winchester	21	22	14	16	17.33	17.48	30

Source: Hampshire County Council 2005 (figures provided direct from the Local Authorities)

Notes:

Figures for Waste Collection Authorities exclude an apportioned amount for recycling carried out at HWRCs whilst figures for Waste Disposal Authorities include recycling at HWRCs.

The original target levels for 2005/6 were downgraded by DEFRA in December 2004. Where a local authority originally had a target in excess of 30%, this was adjusted to 30%.

3.4.3 Non Statutory Targets

In addition to the statutory targets, Project Integra has set a non-statutory recycling target of 50% by 2010, including 40% from kerbside and WCA bring banks. One of the outcomes of the 'More from Less' material resources strategy is to achieve an overall recycling rate of 60% by 2020. It is clear that municipal waste, which accounts for 0.9 million tonnes of the estimated 5.67 million tonnes generated per annum (MRS 2005), can play an important role in meeting this target.

At the time of writing the government is undertaking an interim review of Waste Strategy 2000, in line with commitments made within the Strategy. This review is expected to reassess waste management in England and evaluate the progress made since the publication of the original document. This will include a review of costs, waste growth, recovery and recycling targets, new technologies and social and economic aspects of waste management.

DEFRA has identified a number of key issues that are being reviewed these include; a closer integration in policy between waste and the Sustainable Consumption and Production agenda, the optimum framework of targets for recycling and composting and the integration of the government's approach to municipal and non-municipal waste streams.

The Government intends to publish an authoritative revised Waste Strategy for England in summer 2006. This document will set out the Government's vision and strategic direction on waste for the next 15 or more years, as well as the actions and policies to deliver the strategy.

3.5 Drivers for Change: Other Legislation

3.5.1 Background

Legislation is increasingly based on the precautionary principle and prevention, which are manifested in the waste hierarchy, duty of care and producer responsibility.

In terms of legislation, consideration must be given to the following:

- Legislation already affecting waste management;
- Legislation passed at the European level but not on UK statute books; and
- Legislation under development at the EU level.

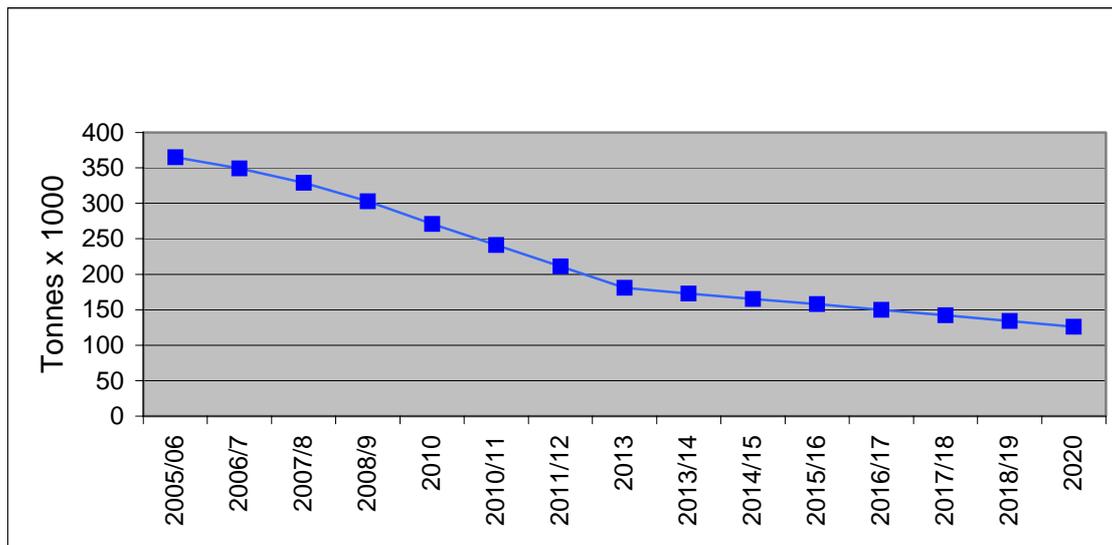
The remainder of this section seeks to summarise other legislative drivers of relevance to the JMWMS.

3.5.2 Waste and Emissions Trading Act

The Waste and Emissions Trading (WET) Act 2003 allows the government to place restrictions on the amount of biodegradable waste sent to landfill by each Waste Disposal Authority (WDA). This Act is implemented in England through the Landfill Allowance Trading Scheme (LATS). This scheme commenced on April 1 2005. Under LATS all English WDAs will be issued with a number of landfill allowances, each of which permits them to dispose of 1 tonne of biodegradable waste.

If an authority expects to landfill more than their prescribed limit they are required to purchase additional permits. If an authority landfills less than their allocation they can sell the surplus allowances. Authorities will also be able to "bank" unused allowances for use in future years or borrow against a future year's allocation. However the banking options cannot be used in Target years ("Compliance years" as laid down in the Landfill Directive).

Initial allocations were based on each authorities 2001/02 landfill data and allocations will reduce each year. Reduction in allocations is not linear with large reductions annually until 2013, and smaller diversions between 2013 and 2020. Figure 3.1 shows the current allocations for Hampshire.

Figure 3.1 LATS Allowances for Hampshire (2005 - 2020)

Source: Project Integra Business Plan 2005-2010

Prices for allowances will not be fixed and will be subject to market forces. Hampshire was the first authority to sell a portion of its landfill allowances when it sold 138 000 tonnes of allowances for £20 per tonne in July 2005. This price is vastly different to the £100-150 per tonne initially predicted and reflects the wide availability of allowances.

If an authority landfills more than their allocation of biodegradable municipal waste and are not able to purchase the required number of allowances, DEFRA will impose financial penalties for each tonne of BMW landfilled without an allowance. The current proposed penalty level is £150 per tonne. If England fails to meet its target in any of the target years, then the fine imposed on the country by the EU will be divided proportionately between the authorities that failed to meet their targets in the same target year. The EU fine will be in addition to the £200 per tonne fine.

The legal responsibility for complying with the LATS and BMW targets set out under the Landfill Directive lies with the WDA, although each WDA has powers of direction over the Waste Collection Authorities (WCAs).

The Act also includes a provision introducing a statutory duty on authorities in two-tier areas, subject to certain exemptions, to have in place a joint municipal waste management strategy, to address the issues of landfill allowances. It also included new provisions giving waste disposal authorities the power to direct waste collection authorities to deliver waste in a state of separation.

3.5.3 Household Waste Recycling Act

The Household Recycling Act 2003 amends the Environmental Protection Act 1990 and requires that where English Waste Collection Authorities have a general duty to collect household waste they shall ensure that by the end of 2010 they collect at least two types of recyclable materials separately. Certain exemptions exist, for example where the cost of doing

so is unreasonably high or where comparable alternatives are in place. Such alternatives may include the provision of bring banks or a household waste recycling centre within 100 metres of a property.

3.5.4 Strategic Environmental Assessment Directive

The Strategic Environmental Assessment (SEA) Directive came into force in 1st July 2004. It requires the environmental assessment of a range of plans, which are likely to have significant effects on the environment. In October 2003, the ODPM issued guidance on the implementation of the Directive in relation to land use and spatial plans. The guidance makes explicit the links to sustainability appraisal methodology. This has been supplemented by draft practical guidance on SEA (issued in July 2004) and forthcoming practical guidance on sustainability appraisal. It is understood that there is a move away from an appraisal process characterised as qualitative towards a more quantitative assessment of plans and strategies.

The development of this JMWMS has been informed by an SEA. The results of the SEA process are contained within Part 3 - the SEA Environmental Report.

3.5.5 'Specialist' Waste Legislation

In addition to being responsible for managing all household and trade waste collected the Councils deal with a number of specialist waste streams, some of which are produced by the householder. These wastes may be subject to different legislation, or require special treatment and disposal. Legislation relating to hazardous waste is listed below⁸.

The Landfill Regulations 2002

The Landfill Regulations 2002 are designed to prevent the practice of 'co-disposal' of hazardous and non-hazardous waste in the same landfill. It also requires that the hazardous wastes identified in the European Waste Catalogue must be pre-treated, according to a three-point test, to reduce their quantity and hazard before they are landfilled (unless this is of no practical environmental benefit). The number of landfill sites permitted to accept hazardous waste was reduced to five sites when the legislation came into full effect in July 2004.

Waste Acceptance Criteria (WAC) part of Landfill Regulations

These criteria have been designed to ensure that the requirements of the Landfill Regulations are fully met. The criteria are used by landfill operators to decide whether they can accept hazardous waste into their landfill. The WAC are numerical limits for leachable substances and organic content and standards for physical stability. The necessary testing standards and procedures are also specified within the Landfill Regulations.

The Hazardous Waste Regulations 2005

The Hazardous Waste Regulations replaced the Special Waste regulations from July 2005. The new regulations are designed to discourage the production of hazardous waste, ensure the safe management of hazardous waste produced and to set tighter limits on hazardous waste sent to landfill. They classify a range of wastes as hazardous which had not previously been classified,

⁸ DEFRA (2005) *Hazardous Waste Legislation*. Online. Available from: <http://www.environment-agency.gov.uk/subjects/waste/1032477/800036/?version=1&lang=e> [Accessed 31 May 2005]

these include computer monitors and televisions with cathode ray tubes and end of life vehicles. This brings the classification of such items in line with the European Waste Catalogue. The regulations also require that most producers of hazardous waste register with the Environment Agency to ensure that the waste is sent to an appropriate recovery or disposal facility.

The End of Life Vehicle (ELV) Directive

The reduction in the value of scrap metal and the used car market has contributed to an increase in the number of vehicles abandoned on road sides, lay-bys and waste ground. The UK has now implemented the *Directive on End of Life Vehicles (2000/53/EC)*. This has been transposed into UK law as the *End of Life Vehicles Regulations 2003 (SI 2635)*. These regulations introduced environmental standards for the dismantling, recycling and disposal of materials from ELVs. The regulations have also led to a permitting system for authorised treatment facilities (ATFs) which meet prescribed environmental standards.

The regulations also place a significant responsibility on vehicle manufacturers and importers, firstly to comply with design standards introduced to make the recycling of ELVs easier and also to collect and recycle vehicles that they place on the UK market.

Under the terms of the End-of-Life Vehicles (ELVs) Directive, producers will have to ensure 85% recovery and 80% recycling of their vehicles by weight by January 1, 2006, although vehicles made before 1980 have lower targets of 75% recovery and 70% recycling. By 2015, recovery rates will have to be 95% and recycling rates at 85% for all vehicles.

Waste Electrical and Electronic Equipment (WEEE) Directive

The European Waste Electrical and Electronic Equipment (WEEE) Directive became European law in February 2003, setting collection, recycling and recovery targets for all types of electrical products. It applies to a large range of equipment from refrigerators to toasters to telephones.

The Directives were implemented in European member states by August 2004. Collection, treatment and financing systems for WEEE must be in place by September 2005 and the first collection and treatment targets need to be attained by December 2006. The regulations required to enforce the directive in England UK are, at the time of writing, significantly delayed and there is considerable uncertainty surrounding the practical requirements of the Directive for UK producers.

However, key points of the new legislation are likely to include:

- A compulsory household collection target of 4 kg, by 2006, with a new target for 2008;
 - Compulsory producer responsibility for the management of consumer WEEE waste;
 - Producers able to use collective or individual financing schemes;
 - Banning of heavy metals and toxic flame-retardants from July 2006;
 - Measures to minimise the disposal of WEEE by consumers as mixed municipal waste;
 - Producers banned from preventing re-use or recycling of products with "clever chips";
-

- Costs of treating historical waste shared proportionately between current producers; and
- Up-front financial guarantees by producers to guard against costs from orphan WEEE.

As a result of the provisions of this legislation, local authorities are likely to have to provide purpose built containers at reuse and recycling sites to avoid damaging WEEE products. It may be necessary to provide a kerbside collection service, however this will not be clear until the UK Regulations are implemented.

The European Waste Oil Directive (WOD)

The current regulations have been in force since 1987 and contain a series of requirements to ensure safe management of waste lubricating oils. EU member states are required to give priority to the regeneration of these oils, where technically, economically and organisationally feasible. Where regeneration into base lubrication oil is not feasible, member states are required to ensure that combustion is carried out under environmentally acceptable conditions.

The UK collects over 80% of recoverable waste oil - amongst the best collection rates in Europe. Almost all the 370 000 tonnes of waste oil recovered annually is recycled to meet a specification as a recovered fuel oil, which replaces the virgin heavy fuel oil that would otherwise be used. No waste oil is currently regenerated for use as lubrication oil in the UK. Government is continuing to look at ways of encouraging waste oil regeneration in the UK, while preserving its excellent collection rate. There is a need for a range of recovery routes for waste oil in the UK and regeneration has an important role to play.

The Waste Incineration Directive (WID)

This sets stringent requirements on all emissions from incineration. It applies to all new installations from December 2002, and to installations that already existed at that date from December 2005. Many installations will be affected, for example cement kilns burning waste solvents and facilities recovering waste oil through burning.

The European Battery Directive

With a view to encouraging higher recycling of household batteries across the EU, the European Commission is proposing to amend its legislation on battery recycling to require the separate collection and recycling of all types of batteries in the EU, and the reduction of cadmium in nickel-cadmium batteries.

The proposed amendment to the existing Batteries Directive sets high recovery targets. Through this, the Directive aims to reduce the quantities of post consumer batteries entering the waste stream. Under the new proposals, targets have been set to collect 75% by weight of all spent consumer batteries and 95% of spent industrial and automotive batteries. Batteries containing mercury will be banned immediately and those containing more than 5ppm of cadmium by weight will be banned from 2008. The Batteries Directive poses a significant challenge to the UK as there are no operational collections for mixed domestic batteries at present. The Government is currently funding research into the cost implications of recycling household batteries in the UK

The Environmental Protection (Controls on Ozone Depleting Substances) Regulations 2002

The European Union's Ozone Depleting Substances Regulations came in force from 1st January 2002, and require all CFCs and HCFCs to be removed from refrigeration equipment before such appliances are recycled or disposed of. Whilst the CFCs in the liquid refrigerant are already collected, these Regulations also require the HCFCs in the insulation foam to be extracted which requires substantial processing of redundant fridges and freezers. In addition, as a result of the legislation, fridges and freezers are also classified as special/hazardous waste as a consequence of containing CFCs.

The Environmental Protection (Disposal of Polychlorinated Biphenyls and other Dangerous Substances) Regulations

Electrical equipment such as radios and washing machines sold before 1986 may contain small quantities of polychlorinated biphenyls (PCBs). PCBs are usually contained in electrical capacitors and can cause environmental damage if buried in landfill sites.

The *European Directive 96/59/EC on the Disposal of Polychlorinated Biphenyls (PCBs) and Polychlorinated Terphenyls (PCTs)* requires that where practicable, PCB containing equipment which is contained within another piece of equipment shall be removed and collected separately when the latter equipment is taken out of use, recycled or disposed of. Equipment containing PCBs must also be treated as special waste.

The Animal By-Products Regulations 2003

Regulations surrounding the handling and disposal of animal by-products came into force 1st May 2003 and enforcing legislation in England was effective from 1st July 2003. This legislation has a particularly significant effect on the collection of household kitchen waste for composting.

The EU Regulations categorise animal by-products into 3 risk areas:

Category 1 – Very high risk animal by-products including carcasses infected (or suspected to be infected) with BSE, catering waste from means of transport operating internationally, animals used in experiments, wild animals when suspected of being infected with a communicable disease. All Category 1 animal by-products (or mixtures containing Category 1 animal by-products) must be directly disposed of by incineration or to landfill after heat treatment.

Category 2 – High-Risk animal by-products including manure and digestive tract contents and condemned meat (on-farm deaths). All Category 2 animal by-products must be directly disposed of by incineration or processed through a composting/biogas plant provided they have been rendered under pressure (133°C, 3 bar) prior to entering the composting/biogas process.

Category 3 – Low risk animal by-products including parts of slaughtered animals that are fit for human consumption, parts of slaughtered animals that are not fit for human consumption but do not have signs of communicable diseases and derive from carcasses that are fit for human consumption, hides, skins, hooves, horns, feathers, former foodstuffs and catering waste. Category 3 animal by-products can be processed via a composting/biogas plant without pre-treatment.

Until 31 December 2005 certain former foodstuffs can be transported and treated as catering wastes⁹. These include:

- Food from manufacturing premises if it is currently catering waste (products intended to be eaten without further cooking) and
- Food from retail outlets if measures are taken to exclude raw meat.

The treatment standard required for composting or biogas digestion of animal by-products is 70°C for 1 hour with a maximum particle size of 12mm. The standard is mandatory for treatment of all Category 3 animal by-products (excluding catering waste) and Category 2 animal by-products that have been rendered. The composting must take place in a closed reactor, as the Regulation requires that there is no access by vermin. In addition, all material in the system must meet the required temperature for the necessary time.

The Regulation allows for national standards to be applied for the composting of catering wastes.

3.6 Drivers for Change: Financial Implications

3.6.1 Tradable Landfill Permits

In line with the Waste and Emissions Trading Act 2003 Hampshire, along with all UK WDAs have been issued with landfill allowances which permit the authority to landfill a maximum tonnage of biodegradable municipal waste each year. The allowances are tradable and, as such, have a market value.

The price of tradable landfill permits is determined by prevailing market forces and are likely to increase as landfill avoidance targets become more pressing. Hampshire was the first authority to trade permits when it sold permits for 138 000 tonnes to a number of other WDAs. The permits were sold for £20 per tonne.

Hampshire is in a strong position in the context of the tradable permit scheme as it has large capacity Energy from Waste facilities. Landfill is the only disposal option for many WDAs in the UK and many face the prospect to purchasing large amounts of permits if waste minimisation, recycling and composting initiatives fail to bring them below their LATS allowance. It is likely that Project Integra as a whole will have surplus allowances particularly up to 2013 and this could represent a valuable source of income. It should be noted however that the permit trading system is relatively new and, at the time of writing, very few authorities are selling or buying. The fluidity of the scheme makes it difficult to predict the climate of the future markets but Hampshire's high material and energy recovery management approach suggests that Tradable Landfill Permits represent a financial opportunity rather than a risk.

⁹ **Catering waste** is defined as 'all waste food including used cooking oil originating in restaurants, catering facilities and kitchens, including central kitchens and household kitchens.'

3.6.2 Landfill Tax

The Landfill Tax was introduced in October 1996 at a rate of £7 per tonne of material landfilled. The tax is a specifically targeted levy on the disposal of wastes in landfill sites throughout the UK. It has two main objectives:

- To ensure, as far as practicable, that the cost of landfill properly reflects the impact which it has upon the environment; and
- To help ensure that targets for more sustainable waste management in the UK are achieved.

The tax has increased by £1 per tonne per year up to and including April 2004 (A mechanism known as the landfill tax multiplier). From April 2005 the multiplier increased to £3 per tonne per year and the current rate of landfill tax is £18 per tonne. The multiplier will continue to a medium- to long-term rate of £35 per tonne. Such increases will further increase the cost of landfill and introduce financial risks for landfill orientated waste management solutions over the medium and long term. However the issues are already acute and Project Integra believes that the cost of landfill is still far too low to drive the radical and extensive alternative resource management solutions required.

Hampshire's foresight in its 1995 strategy in moving away from landfill to a high material and energy recovery approach will save the Hampshire Community over £12m in avoided landfill tax in 2005/6 alone. However some landfill will still be required, the amount will be determined by our success in increasing recycling. Improving recycling to 50% overall could avoid an additional increase in costs of £4-5m by 2009/10.

3.6.3 Recycling Credits

In accordance with guidelines laid out in the Environmental Protection Act 1990, Hampshire County Council pay recycling credits to the operators of schemes which collect and separate recyclable materials from waste for reprocessing. The payment of credits to recycling organisations is designed to reflect the avoided cost burden to the WDA who would otherwise have to dispose of the material. The Project Integra Memorandum of Understanding outlined flow of recycling credits within Hampshire. Notably this meant that WCAs do not claim credits for material processed through MRF and composting facilities. The credits effectively act as an 'off balance sheet' contribution to project costs by the WCAs. Recycling credits are paid to the collectors of materials such as textiles and glass which is not handled by Hampshire Waste Services. Credits are also paid to third party organisations such as charities who divert material from disposal.

3.6.4 Regulatory Uncertainty

There are several pieces of legislation and regulation e.g. the WEEE Directive, that have yet to be fully defined in terms of potential financial impact on the partners of Project Integra's waste management services. Although costings cannot realistically take account of regulatory uncertainty, such costs will need to be accounted for in overall funding regimes for future environmental services.

4. Acronyms and Glossary of Terms

4.1 Acronyms

ABPR	Animal By-Products Regulations
AD	Anaerobic Digestion
BAT	Best Available Technique
BMW	Biodegradable Municipal Waste
BVPI	Best Value Performance Indicator
CA	Civic Amenity site (see also HWRC)
CFC	Chlorofluorocarbon
DEFRA	Department for Environment, Food and Rural Affairs
DTI	Department of Trade and Industry
DTLR	Department for Transport, Local Government & the Regions
EA	Environment Agency
EFW	Energy from Waste
ELV	End of Life Vehicle
EPA	Environmental Protection Act (1990)
HWRC	Household Waste Recycling Centre
HWS	Hampshire Waste Services
MBT	Mechanical ~ Biological Treatment
MRF	Materials Recovery Facility
MWDF	Minerals and Waste Development Framework
PCB	Polychlorinated Biphenyl (s)
RDF	Refuse Derived Fuel
WCA	Waste Collection Authority
WDA	Waste Disposal Authority
WEEE	Waste Electrical and Electronic Equipment
WRAP	Waste and Resources Action Programme
WTS	Waste Transfer Station

4.2 Glossary

Aggregates – sand and gravel and crushed rock used by the construction industry.

Anaerobic Digestion – a process where biodegradable material is encouraged to break down in the absence of oxygen. Material is placed into an enclosed vessel and in controlled conditions the waste breaks down into *digestate* and *biogas*.

Basel Convention – the 1989 United Nations Basel Convention on the control of transboundary movements of hazardous wastes and their disposal provides a framework for a global system of controls on international movements of hazardous and certain other wastes.

Best Practicable Environmental Option (BPEO) – a BPEO is the outcome of a systematic and consultative decision-making procedure which 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 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 in the short term.

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

Biological Treatment - Any biological process that changes the properties of waste (e.g. *anaerobic digestion, composting*). Biological treatment includes *landspreading* activities that are *licensed*.

Bring (drop-off) Recycling - Recycling schemes where the public bring material for recycling to centralised collection points (e.g. bottle and can banks) at *Reuse and Recycling* sites, supermarket car parks and similar locations.

Central Composting – large-scale schemes which handle kitchen and garden waste from households and which may also accept suitable waste from parks and gardens.

Reuse and Recycling Waste – a sub-group 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.

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

Combined Heat and Power – a highly fuel efficient technology which produces electricity and heat from a single facility.

Commercial Waste – waste arising from premises which are used wholly or mainly for trade, business, sport, recreation or entertainment, excluding municipal and industrial waste.

Community Sector – including charities, campaign organisations and not-for-profit companies.

Composting – an aerobic, biological process in which organic wastes, such as garden and kitchen waste are converted into a stable granular material which 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 – comprised of household, industrial, commercial and clinical waste which require a waste management licence for treatment, transfer or disposal. The main exempted categories comprise mine, quarry and farm wastes. Radioactive and explosive wastes are controlled by other legislation and procedures .

Duty of Care – applies to anyone who imports, produces, carries, keeps, treats or disposes of waste. Everyone subject to the duty of care has a legal obligation to comply with it and there are severe penalties for failing to do so. The Duty of Care does not apply to waste collection from households.

EC Directive – a European Community legal instruction, which is binding on all Member States, but must be implemented through the legislation of national governments within a prescribed timescale

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) incineration with electricity generation.

Environment Agency – established in April 1996, combining 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.

Gasification - converts the bulk of the waste's carbon-containing material into gases by heating it in the controlled presence of oxygen. The products from this process form low to medium heating value fuel gases together with tars, char and ash. These products are ultimately dependent on the type of reactor as well as the waste, but most systems produce a raw gas suitable for direct firing in kilns or boilers.

Hazardous Waste – see special waste

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

Household Waste – this includes waste from household collection rounds, waste from services such as street sweepings, bulky waste collection, litter collection, hazardous household waste collection and separate garden waste collection, waste from Reuse and Recycling sites and wastes separately collected for recycling or composting through bring or drop-off schemes, kerbside schemes and at Reuse and Recycling sites.

In-Vessel Composting - composting in an enclosed vessel or drum with a controlled internal environment, mechanical mixing, and aeration.

Incineration – 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 – waste from any factory and from any premises occupied by an industry.

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

Integrated Waste Management – involves a number of key elements, including: recognising each step in the waste management process as part of a whole; involving all key players in the decision-making process; and utilising a mixture of waste management options within the locally determined sustainable waste management system.

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

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.

Landfill Sites – are areas of land in which waste is deposited. Landfill sites are often located in disused quarries or mines. In areas where there are limited, or no ready-made voids, the practice of *landraising* is sometimes carried out, where some or all of the waste is deposited above ground, and the landscape is contoured.

Landspreading – is the spreading of certain types of waste onto agricultural land for soil conditioning purposes. Sewage sludge and wastes from the food, brewery and paper pulp industries can be used for this purpose.

Licensed Site – a waste disposal or treatment facility which is licensed under the Environmental Protection Act for that function.

Life Cycle Assessment – can provide a basis for making strategic decisions on the ways in which particular wastes in a given set of circumstances can be most effectively managed, in line with the principles of Best Practicable Environmental Option, the waste hierarchy and the proximity principle.

Materials Recovery Facility - A Materials Recycling (or Reclamation) Facility or MRF is a facility where waste is received and materials which can be recycled are separated from residual waste. There are 2 main types of MRF, Clean MRF and Dirty MRF.

(Clean) Materials Recovery Facility – accepts co-mingled recyclables, such as that which may be collected on a kerbside collection. The materials are separated into individual waste streams. This can be done manually - operatives ‘pick’ the recyclable material as it passes on a conveyor, or automatically – a variety of magnets, eddy separators and optical sensors automatically separate the mixed recyclable materials.

(Dirty) Materials Recovery Facility – accepts raw refuse, such as that collected on standard refuse rounds, and removes some recyclable items from the waste. The fact that the waste has not been ‘source separated’ as in a clean MRF means that the recyclable material is often contaminated and picking it from the mixed waste is a difficult process.

Mechanical/ Biological Treatment (MBT) - is an overarching term referring to a number of processes that treat residual waste before disposal. The aim of MBT is to minimise the environmental impacts of end disposal and to gain some further value from the waste through the recovery of materials and, in some cases, energy.

The possible permutations of MBT treatment are numerous. The main technologies are based on either “splitting” or “stabilisation”. In “splitting”, a derived fraction of material is treated biologically. In “stabilisation” the entire waste is subjected to biological treatment with subsequent splitting of the mass of stabilised material to produce compostable/ recyclable material, refuse derived fuel (RDF) and residues for landfilling.

Minimisation – see reduction

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.

Planning Policy Guidance Notes (PPGs) and Mineral Planning Guidance Notes (MPGs) – Government Policy Statements on a variety of planning issues, including waste planning issues, to be taken as material considerations, where relevant, in deciding planning applications

Producer Responsibility – 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

Recycling – involves the reprocessing of wastes, either into the same product or a different one. Many non-hazardous industrial wastes such as 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 action. Reduction can be accomplished within a manufacturing process involving the review of production processes to optimise utilisation of raw (and secondary) materials and recirculation processes. It can be cost effective, both 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 reduced packaging.

Re-use – can be practiced by the commercial sector with the use of products designed to be used a number of times, such as re-usable 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.

Self-Sufficiency – dealing with wastes within the region or country where they arise

Separate Collection – kerbside schemes where materials for recycling are collected either by a different vehicle or at a different time to the ordinary household waste collection

Special Waste – 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 a combustion flashpoint of 21°C or less, or is a medical product as defined by the Medicines Act 1968.

Sustainable Development – development which 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 Waste Management – means using material resources efficiently, to cut down on the amount of waste we produce. And where waste is generated, dealing with it in a way that actively contributes to the economic, social and environmental goals of sustainable development

Treatment – involves the chemical or biological processing of certain types of waste for the purposes of rendering them harmless, reducing volumes before landfilling, or recycling certain wastes

Unitary Authority – a local authority which has the responsibilities of both Waste Collection and Waste Disposal Authorities

Waste – is the wide ranging term encompassing most unwanted materials and is defined by the Environmental Protection Act 1990. Waste includes any scrap material, effluent or unwanted surplus substance or article which 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

Waste Disposal Authority – a local authority charged with providing disposal sites to which it directs the Waste Collection Authorities for the disposal of their controlled waste, and with providing Reuse and Recycling facilities

Waste Hierarchy – suggests that: the most effective environmental solution may often be to reduce the amount of waste generated – *reduction*; where further reduction is not practicable, products and materials can sometimes be used again, either for the same or a different purpose – *re-use*; failing that, value should be recovered from waste, through *recycling*, *composting* or *energy recovery from waste*; only if none of the above offer an appropriate solution should waste be *disposed*

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 which it authorises is carried out in a way which protects the environment and human health

Waste Transfer Station – a site to which waste is delivered for sorting prior to transfer to another place for recycling, treatment or disposal

Appendix A: Project Integra Memorandum of Understanding & Constitution

11 Pages **Memorandum of Understanding**

The relationship between the district councils and Hampshire County Council, and the role of each local authority within Project Integra is set out in a Memorandum of Understanding. This was completed in 1997 and, although not legally binding, provides the mainstay to the success of the partnership. Its guiding principles are:

- Project Integra has developed from an integrated waste management strategy as a result of close working between the district councils and the county council. Mutual support and co-operation has been the key to the whole operation and the success of the strategy is dependent on the continuation of this approach;
- In determining the viability of, and continuation or otherwise of any activity or process, regard should be had to the effect and impact of that decision upon the council tax payer as a whole and the impact on the integrated waste management approach;
- Matters requiring decisions where the principles of the above apply will be referred to the regional groups or, if countywide, to the WDA/WCA Strategy group for determination; and
- When determining matters, regard should be had to the principles of Local Agenda 21 and sustainability from both the environmental and economic perspectives, and the fact that all parties are constrained by finite resources.

The Memorandum of Understanding goes on to clarify roles and obligations for the parties in the following areas:

- Waste Deliveries - specifically ownership and wastes excluded from the agreement, including certain recyclables.
 - Disposal arrangements and costs for commercial and industrial waste
 - Waste volume and service planning
 - Contract management
 - Provision of and opening hours of delivery points for collected waste, and contingency arrangements if they are unavailable
 - Collection and processing of collected recyclables, garden waste and biowaste
 - Input specifications for collected recyclables, garden waste and biowaste
 - Marketing of recyclables and distribution of income
 - Separated recyclables (e.g. bank material)
 - Promotional activities
-

- Abandoned vehicles
- Household waste recycling centres (Amenity sites)

Constitution

1. Background

1.1 The Partner Authorities and HWS have, for several years, co-operated on a partnership basis in connection with the development of Project Integra, Hampshire's integrated waste management programme.

1.2 The parties now wish to establish a clearer and more accountable framework for these arrangements, in order that they are able to respond in a more effective and co-ordinated way to a number of new challenges. These include new targets for recycling and recovery of waste under the National Waste Management Strategy, changes in European legislation affecting waste management, and the promotion of sustainable development including the valorisation of waste as a resource.

1.3 The parties have therefore agreed to establish the Project Integra Management Board.

1.4 For the purposes of the constitution the parties comprise:

- Basingstoke & Deane Borough Council
 - East Hants District Council
 - Eastleigh Borough Council
 - Fareham Borough Council
 - Gosport Borough Council
 - Hampshire County Council
 - Hampshire Waste Services Ltd (a registered subsidiary of Onyx Environmental Group plc)
 - Hart District Council
 - Havant Borough Council
 - New Forest District Council
 - Portsmouth City Council
 - Rushmoor Borough Council
 - Southampton City Council
 - Test Valley Borough Council
 - Winchester City Council
-

2. Purpose

2.1 The purpose of this Constitution is to set out in clear terms how the Board operates and how decisions are made.

2.2 The Constitution may be amended from time to time, where all Partner Authorities and HWS agree such amendments. The Board may propose amendments for consideration and approval in its Draft Annual Business Plan.

3. Definitions

"Annual General Meeting" means the annual meeting referred to in Paragraph 10.1.

"Approved Annual Business Plan" has the meaning given in Paragraph 13.3.

"Board" means the Project Integra Management Board.

"Board Member" means a person appointed to the Board under Paragraph 8.1.

"Executive Officer" means the officer designated for the purposes of Paragraph 16.1.

"Chairman" means the Board Member appointed as Chairman further to Paragraph 10.2.

"Committee" means the Policy Review and Scrutiny Committee.

"Committee Member" means a member of the Policy Review and Scrutiny Committee.

"Deputy" means a person appointed as a deputy member of the Board further to Paragraph 8.4.

"Draft Annual Business Plan" has the meaning given in Paragraph 13.2.

"Functions" means the functions of the Board set out in Paragraph 6.

"HWS" means Hampshire Waste Services Limited.

"Joint Municipal Waste Strategy" means the Guidance on Municipal Waste Management Strategies published by the DETR (March 2001).

"Objectives" means the objectives of the Board set out in Paragraph 5.

"Partner Authorities" means the local authorities set out in paragraph 1.4.

"Policy Review and Scrutiny Committee" has the meaning given in Paragraph 15.

"Project Integra" means Hampshire's integrated waste management programme.

"Recycling Plan" means Plans submitted in accordance with Section 49 of the Environmental Protection Act 1990.

"Role of the Board Member" is as specified in Paragraph 9.

"Special Meeting" means a meeting convened under Paragraph 11.

"Vice-Chairman" means the Board Member appointed as Vice-Chairman further to Paragraph 10.2.

"Voting Member" means any Board Member other than that appointed by HWS.

"Valorisation" refers to the concept of optimising or increasing the value of waste by treating it or regarding it in some other fashion to give it added value. This could include treating it as an economic development resource and/or secondary raw material for industry.

4. Current Mission

4.1 Project Integra's mission is to manage waste generated by households in Hampshire, gaining benefits from integration, scale, synergy and influence.

4.2 To achieve its purpose Project Integra will operate within the principles and definitions set by the United Nations (United Nations Action Programme – United Nations Division for Sustainable Development 10/08/1999 (Local Agenda 21)), the European Union's 6th Environment Action Programme (2001 – 2010) for Sustainable Development and UK policy objectives as set by Government within its sustainable development programme.

5. Objectives

The Objectives of the Board are as follows:

5.1 To develop a long-term vision for waste as a resource in Hampshire.

5.2 To prepare the Joint Municipal Waste Strategy for Partner Authorities and to co-ordinate the production and publication of the joint Recycling Plan for Project Integra

5.3 To increase awareness of waste as a resource and to interact with other stakeholders to promote waste minimisation and achieve an economically, environmentally and socially sustainable waste valorisation programme

5.4 To work with and support as required statutory agencies, non governmental organisations (NGO's), small and medium sized enterprises (SME's), business, scientific and commercial organisations and other bodies who are in pursuit of developing, supporting and influencing the future direction of sustainable waste/resource management.

5.5 To manage waste from outside Hampshire or from commercial and industrial sources if commensurate benefits accrue to Project Integra and it contributes to the overall environmental, social or economic well being of Hampshire's residents.

5.6 To be bound by the principles of Best Value and to maximise the opportunities under the power to promote the environmental, social or economic well being in all matters related to waste/resource management and to support the development of future proposals for Community Planning on behalf of its constituent members.

5.7 To influence long term planning needs for waste as a resource in Hampshire.

5.8 To conduct any other activities in accordance within the general scope of responsibility and provided it continues to promote, develop or secure the role of Project Integra in integrated waste and resource management to the benefit of stakeholders within Hampshire.

6. Functions

The functions of the Board are as follows:

6.1 To develop a strategic policy framework within which the Partner Authorities can each discharge their functions as waste disposal authority or waste collection authority (as the case

may be) and as advised by the Government in the preparation and publication of Joint Municipal Waste Strategies and in other ways so as to achieve the Objectives.

6.2 To produce, for consideration and approval of the Partner Authorities, the Draft Annual Business Plan, and to implement the Approved Annual Business Plan.

6.3 To discharge, on behalf of the Partner Authorities, their functions in respect of the making of arrangements for the recycling of waste, where such arrangements:

6.3.1 Affect two or more of the Partner Authorities; and

6.3.2 Have been authorised by all of the Partner Authorities by being specifically referred to in the Approved Annual Business Plan.

6.4 To influence, advise and lobby government and other agencies, both nationally and internationally, where to do so is consistent with the Objectives.

6.5 To commission research into matters relevant to the Objectives.

6.6 To develop proposals for the future development of Project Integra (to be included for consideration in the Draft Annual Business Plan). Such proposals may include the creation of separate entities to undertake particular lines of activity, such as (without limitation) the commissioning of research, public awareness campaigns, and the provision of training and consultancy services.

6.7 To develop proposals on how the Partner Authorities can discharge their functions in the field of waste management to promote or improve the economic, social and environmental wellbeing in Hampshire and contribute to the achievement of sustainable development in the United Kingdom.

6.8 To carry out such other activities calculated to facilitate, or which are conducive or incidental to the discharge of the Board's Functions in implementing the Annual Approved Business Plan.

7. Name and Legal Status

7.1 The Board is a joint committee constituted by the Partner Authorities under Section 101(5) and 102(1) of the Local Government Act 1972. Its name is the "Project Integra Management Board". Meetings of the Board are subject to the provisions of the Local Government Act 1972, including provisions on access to information and meetings being held in public.

7.2 The area within which the Board is to exercise its authority is the administrative county of Hampshire together with the unitary authority areas of Portsmouth and Southampton.

8. Composition of the Board

8.1 The Board shall comprise 15 Members, being one Member appointed by each Partner Authority, and one co-opted Member representing HWS.

8.2 Each Partner Authority shall ensure that its appointed Board Member is a member of their executive, except where the executive concerned is a mayor and council manager executive, in which case the Board Member shall be the council manager or other officer. The Partner Authority shall ensure that the person appointed has relevant knowledge of being responsible for waste or other resource management at a strategic level, and has the skills and qualities required to fulfil the role of the Board Member.

8.3 The representative of HWS shall be the Managing Director of Hampshire Waste Services Ltd, with the skills and qualities required to fulfil the role of the Board Member. The co-option of the representative in question shall be a matter for the approval of the Board.

8.4 Partner Authorities, and HWS, may each appoint another named person to act as a Deputy for their appointed Board Member. Where the appointed Board Member is unable to attend a meeting, their Deputy may attend and carry out their responsibilities, including, in the case of a Voting Member, voting in their absence. The Executive Officer shall be notified of any appointment of a Deputy, such notification taking effect upon receipt. Those appointing a Deputy shall ensure that they meet the requirements of Paragraph 8.2 or, where appropriate, Paragraph 8.3 above.

8.5 The term of office of a Board Member and any Deputy shall be four years from their date of appointment (or reappointment), provided that for the duration of that period they remain a person who is capable of being appointed to the Board in accordance with Paragraph 8.2 or, where appropriate, 8.3 above. Partner Authorities and HWS may change their appointed Board Member or Deputy at any time provided that written notice of any such change is provided to the Executive Officer, taking effect upon receipt

9. Role of the Board Members

The responsibilities of a Board Member are as follows:

9.1 To be committed to, and act as a champion for, the achievement of the Objectives.

9.2 To be a good ambassador for the Board and for Project Integra.

9.3 To attend Board meetings, vote on items of business and make a positive contribution to the achievement of the Objectives.

9.4 To remain acquainted with emerging technologies and processes in the area of waste/resource management.

9.5 To act as an advocate for the Board in seeking the approval of their Partner Authority to the Draft Annual Business Plan.

10. Meetings

10.1 The Board shall meet on a quarterly basis. The venue for meetings shall be determined by the Board. One meeting in each year shall be specified as the Annual General Meeting.

10.2 The Chairman and Vice-Chairman of the Board shall be appointed at the Annual General Meeting. Appointments take effect until the next Annual General Meeting. In the absence of the Chairman for any reason the responsibilities of the Chairman can be discharged by the Vice-Chairman. A Chairman or Vice-Chairman may be re-elected to serve for another period of one year if that is the wish of the majority of the Board.

10.3 A printed copy of the summons and agenda for each meeting and (except for the initial meeting) the minutes of the previous meeting, shall be despatched by the Executive Officer at least fourteen days before such meeting to each Board Member and, for information, to each Member of the Policy Review and Scrutiny Committee.. The summons shall contain notice of all business, except urgent business, which is in the ordinary course or by direction of the Chairman or Executive Officer required to be brought before the Board.

10.4 If within ten minutes of the appointed time for the commencement of the meeting a quorum (that is four Voting Members) is not present, the meeting shall be dissolved. Any business not disposed of shall be considered at the next meeting.

10.5 The Chairman may invite any person to attend a meeting of the Board for the purpose of making a presentation, or participating in discussion, on any item relevant to the Board's Functions, where that person is able to provide a professional or commercial viewpoint, which the Chairman considers, would be of assistance to the Board.

11. Special Meetings

11.1 The Chairman may summon a Special Meeting of the Board at any time. A Special Meeting shall be summoned on the requisition in writing of not less than four Voting Members, which requisition shall be delivered to the Executive Officer and shall specify the business to be considered at the Special Meeting. The Executive Officer shall arrange for the Special Meeting to be held in accordance with the timetable in Paragraph 10.3 above.

12. Decision Making

12.1 Voting Members shall be entitled to a vote on items of business considered by the Board (the Board Member appointed by HWS, as a co-opted member, is not permitted to vote by virtue of Section 13(1) of the Local Government and Housing Act 1989).

12.2 Subject to Paragraphs 12.4 and 13.3 below, every question shall be determined by the voices of those Voting Members present, provided that if there is a Voting Member who indicates dissent to this procedure then a vote by a show of hands shall take place. A simple majority shall be required.

12.3 In the event of there being an equal number of votes for and against a particular proposition, the Chairman shall have a casting vote.

12.4 Where the effect of a particular proposition, if adopted by the Board, would be to give rise to contractual or financial implications for any Partner Authority, then in addition to the normal requirement for a simple majority of votes, the vote of the Member appointed by that Partner Authority, in favour of the proposition, shall be required. Where a particular proposition does not have the support of the Members appointed by all Partner Authorities so affected, the proposition cannot be adopted by the Board.

12.5 Where the effect of a decision of the Board is that the Partner Authorities, or any of them, shall enter into contractual arrangements, the Partner Authorities so affected hereby delegate authority to complete the contractual documentation on their behalf (subject to Paragraph 12.6 below) to [insert name of designated lead authority], further to Section 101 Local Government Act 1972.

12.6 The Partner Authorities shall complete a legal agreement setting out the basis on which risks and liabilities are apportioned between them, where contractual arrangements are entered into by one of them, as lead authority on behalf of itself and the other authorities, further to a resolution of the Board.

13. Annual Business Plan

13.1 At its Annual General Meeting, the Board shall consider and approve the Draft Annual Business Plan.

13.2 The Draft Annual Business Plan shall set out the strategy for the achievement of the Objectives over the next full twelve-month period commencing on the 1st April. It will specify the activities to be undertaken, and arrangements to be entered into, in support of that strategy, together with a full assessment of the financial, resource, service, legal and contractual implications.

13.3 The Draft Annual Business Plan shall be considered by each of the Partner Authorities with a view to giving it their approval. On being approved by all of the Partner Authorities, the Draft Annual Business Plan shall become the Approved Annual Business Plan. A Partner Authority may approve the Draft Annual Business Plan subject to a reservation in respect of any particular matter that it has concerns with. Where approval is given subject to such reservation, the Partner Authority's Voting Member is not entitled to vote on the matter in question when it is subsequently considered by the Board, and any resolution of the Board on the matter in question does not bind that Partner Authority.

13.4 The Board may consider and propose a draft amendment to the Approved Annual Business Plan, where necessary to accommodate unforeseen circumstances, which have arisen which would assist the Board in achieving the Objectives. Any proposed amendment, which is agreed by the Board, shall then be submitted to the Partner Authorities for approval. On being approved by all the Partner Authorities, the amendment is then incorporated in the Approved Annual Business Plan.

14. Delegation to Sub-Committees and Officers

14.1 The Board and the Committee may arrange for any of its functions to be discharged by a sub-committee or by an officer of one of the Partner Authorities, provided that any such arrangements do not include delegation of matters falling within the scope of Paragraph 12.4 above, which shall remain the sole responsibility of the Board.

14.2 The Board and the Committee may appoint working groups of Members and officers to consider specific matters referred and report back to the Board.

15. Policy Review and Scrutiny Committee

15.1 The role of the Policy Review and Scrutiny Committee is to discharge the functions conferred by Section 21 of the Local Government Act 2000 in relation to the activities of the Board. In the exercise of these functions, the Policy Review and Scrutiny Committee shall:

15.1.1 Review and/or scrutinise any decisions made or actions taken in connection with the discharge of any of the Board's Functions;

15.1.2 Make reports or recommendations to the Board in connection with the discharge of any of the Board's Functions;

15.1.3 Consider any relevant matter affecting the area or its inhabitants; and

15.1.4 Exercise the right to call in, for consideration, decisions made by the Board but not yet implemented.

15.2 In particular the Policy Review and Scrutiny Committee may:

15.2.1 Undertake policy reviews in particular the review and suggested amendments to the Board's Draft Annual Business Plan, Best Value Performance Plan and input into appropriate Community Plans or such other similar documents as the Board may wish to adopt.

15.2.2 Consider and advise on the structure of the Joint Municipal Waste Strategy.

15.2.3 Review decisions taken by the Board and/or Executive Officer and the performance of services provided directly or indirectly by the Board, including power to require members of the Board and relevant officers to attend before it to answer questions.

15.2.4 Formulate new policy proposals for consideration by the Board.

15.2.5 Carry out reviews under the Government's Best Value regime.

15.2.6 Review the level of financial resources to be included in annual service budgets and the overall level of the Board's aggregate budgets.

15.2.7 Review performance against target income and expenditure levels.

15.2.8 Prepare and submit to the Board annual programmes of work to be undertaken each year.

15.3 Notwithstanding the annual programme of work referred above, the Board could request the Committee to undertake a review of policy at any time. The Board may also work with the Committee to undertake reviews of existing policies or proposed development of new policies at any time.

15.4 The Policy Review and Scrutiny Committee shall comprise 17 Committee Members, being one Member appointed by each Partner Authority, one co-opted Member appointed by HWS, and two co-opted Members appointed by the Committee to represent relevant community interests or groups. Members may not include members of Partner Authority executives. Members shall have relevant knowledge of issues relating to waste or other resource management, and the skills and qualities required to assist the Committee in discharging its review and scrutiny functions.

15.5 Partner Authorities, and HWS, may each appoint another named person to act as a Deputy for their appointed Committee Member. Where the appointed Committee Member is unable to attend a meeting, their Deputy may attend and carry out their responsibilities, including, in the case of a Voting Committee Member, voting in their absence. The Executive Officer shall be notified of any appointment of a Deputy, such notification taking effect upon receipt. Those appointing a Deputy shall ensure that they meet the requirements of Paragraph 15.4 above.

15.6 The term of office of a Committee Member and any Deputy shall be four years from their date of appointment (or reappointment). Partner Authorities and HWS may change their appointed Board Member or Deputy at any time provided that written notice of any such change is provided to the Executive Officer, taking effect upon receipt.

15.7 The provisions in Paragraphs 10, 11 and 12.1 – 12.3 above shall apply to meetings of the Policy Review and Scrutiny Committee in the same way that they apply to meetings of the Board, with references to the Chairman, Vice-Chairman and Members of the Committee substituted for the references to the Chairman, Vice-Chairman and Members of the Board. In this context the term "Voting Members" shall be read as meaning the Committee Members appointed by the Partner Authorities.

15.8 Subject to Paragraph 15.9 below, a decision of the Board will be notified to Committee Members within five working days, and will take effect seven days after such notification has been given, unless in that period any four or more members of the Policy Review and Scrutiny Committee request a meeting of the Committee to review the decision. All action to implement the decision shall then be suspended, and a meeting of the Committee shall take place within 21

days from the date of receipt by the Executive Officer of the request for review of the decision. At the meeting the Committee shall decide whether to exercise the powers in Section 21(3) of the Local Government Act 2000 to recommend that the decision is reconsidered, or (in exceptional cases) to arrange for the review function to be exercised by any Partner Authority. Where the Committee so decides, the Board shall reconsider the decision and decide whether or not it should be changed. Subject to such reconsideration by the Board, the decision will then take effect.

15.9 The arrangements in Paragraph 15.8 shall not apply where the Chairman of the Committee agrees that it is the best interests of Project Integra for a decision of the Board to be implemented as a matter of urgency. In such cases the Board's decision takes immediate effect.

15.10 Where any Member of the Committee or of any sub-committee so requests, arrangements shall be made for any matter relevant to the functions of the Committee or as the case may be, the sub-committee, to be included in the agenda for, and discussed at, a meeting of the Committee or sub-committee.

16. Executive Officer and Professional Support

16.1 The Board shall designate a named person to fulfil the function of Executive Officer. The responsibilities of the Executive Officer, in respect of the business of the Board, its sub-committees, working groups, and the Policy Review and Scrutiny Committee shall be as follows:

16.1.1 To make all necessary arrangements for the convening of meetings

16.1.2 To provide, or, where necessary, procure the provision of, all necessary advice on the technical, legal and financial implications of matters under consideration

16.1.3 To bring attention to relevant matters which merit consideration.

16.1.4 To take and maintain minutes of meetings, and ensure that business at meetings is conducted in accordance with legal requirements.

16.1.5 To be responsible for communications with other agencies, including the media.

16.1.6 To manage and co-ordinate the day-to-day affairs of the Board and its administrative support.

16.2 The Board shall engage the services of a Legal Adviser and Financial Adviser.

16.3 The business address for all communications relating to the administration of the Board's affairs shall be determined by the Board.

17. Urgent Matters

17.1 Subject to Paragraph 16.2, this Paragraph applies where the best interests of the Board require that action should be taken, or a decision made, on a matter which would normally fall to be considered by the Board in the exercise of its functions, but where such best interests would be compromised by the action, or decision, being deferred until the next meeting of the Board. In such cases the Executive Officer is authorised to take such action or decision, following consultation with the Legal Adviser, Chairman and Vice-Chairman. Any such action taken shall be reported to the next meeting of the Board.

17.2 Paragraph 17.1 does not apply to decisions falling within the scope of Paragraph 12.4.

18. Conduct and Expenses of Members

18.1 All Board and Committee Members shall observe at all times the provisions of the code of conduct, which, in due course, is adopted by their Partner Authority under Section 51 of the Local Government Act 2000. In the meantime, Members are required to observe the provisions of any existing code of conduct adopted by their Partner Authority or, where none exists, the National Code of Local Government Conduct.

18.2 Each Partner Authority shall be responsible for meeting any expenses to which any Board or Committee Member appointed by them, as their representative is entitled as a result of their attendance at duly authorised meetings. HWS are responsible for meeting any expenses incurred by their appointed representatives. Expenses properly incurred by the two non-HWS appointed co-opted members of the Policy Review and Scrutiny Committee shall be met by the Board.

19. Liabilities of Board Members

19.1 Board Members have the same responsibilities and liabilities as those, which apply when sitting on other committees and bodies as appointed representative on behalf of their authority. Where contractual arrangements are authorised by the Board, any liabilities arising under those arrangements will rest with the constituent Partner Authorities who are parties to those contractual arrangements. Indemnification for any liabilities, which do arise, is a matter between the Board Member and their Partner Authority. It is noted that under Section 101 of the Local Government Act 2000, the Secretary of State may by order make provision conferring power to local authorities to provide indemnities to some or all of their members and officers.

20. Press and Public Relations

20.1 The Board shall have power to issue such press releases and carry out such further publicity as it deems necessary for the furtherance of the Objectives, including the dissemination of information relating to the Functions and workings of the Board, and any action taken or proposed to be taken for the benefit of the residents of Hampshire and other stakeholders.

21. Standing Conference

21.1 The Board shall arrange for an annual meeting of persons interested in the development of Project Integra, to be known as the Standing Conference. The purpose of the Standing Conference is to seek a broad range of views on the future development of policy. Each Partner Authority shall be invited to be represented by members and officers, as it considers appropriate, to speak and discuss issues under review. The Standing Conference will be held before the Annual General Meeting of the Board to enable views to be expressed on the Draft Annual Business Plan.

Appendix B: Map Illustrating Licensed Municipal Waste Management Facilities in Hampshire

1 Page

Appendix C: The Hampshire Context

6 Pages **Geographic Coverage of the Hampshire Joint Municipal Waste Management Strategy**

Located in the south of England Hampshire is bordered by Berkshire to the north, Surrey and West Sussex to the east and Wiltshire and Dorset to the west. The southern boundary of the county is formed by the Solent.

Hampshire is one of the largest 'shire' counties in England, is made up of 12 District and Borough Councils and covers over 367 000 hectares. Portsmouth City Council and Southampton City Council are also partners in Project Integra and this JMWMS and cover an additional area of 4025 and 5200 hectares respectively.

Figure C.1 over the page illustrates the geographic coverage of Project Integra and this JMWMS.

Population

Current Population

Table C.1 below sets out details of current population levels in Hampshire.

Table C.1 Population in Hampshire

Administrative Area	Population
Hampshire County Council	1 240 103
Portsmouth City Council	186 701
Southampton City Council	217 445
TOTAL	1 644 249

Source: Office of National Statistics 2001 Census [<http://www.statistics.gov.uk/>]

Figure C.1 Geographical Extent of the Area Covered by Project Integra



Predicted Population Growth

There is an obvious correlation between population change and waste production, with waste arisings increasing as population expands. The UK has a growing population with national growth rates of around 0.4% per year since 2001. Declining fertility and mortality rates mean that the population is ageing with a declining proportion of the population aged under 16 and an increasing proportion aged 65 and over.

Overall population in Hampshire is predicted to increase by around 5.8% by 2021 – see Figure C.2.

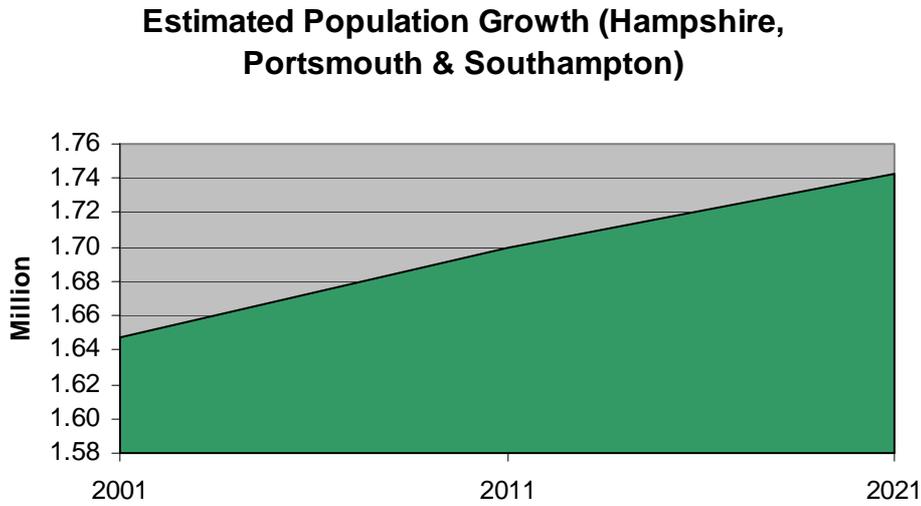
Figure C.2 Estimated Population Growth (Hampshire, Portsmouth and Southampton) 1991 - 2021

Table C.2 below provides forecast population change by District/City and/or Borough Council, and a Hampshire total figure, which includes Portsmouth and Southampton City Councils. The figures, which have been taken from the 2005 edition of 'A Profile of Hampshire' produced by Hampshire County Council, show that an overall population increase of 5.8% is predicted. This equates to around 95 500 individuals. At an authority level the predicted population change varies from a decrease of 2.6% in Havant to an increase of 16.5% in Basingstoke and Deane.

Table C.2 Projected Population Change by District, City and/or Borough Council 2001 - 2026

	2001	2011	2021	% change 2001-2021
Basingstoke and Deane	152 578	164 979	177 784	+16.5%
East Hampshire	109 281	111 400	113 977	+4.3%
Eastleigh	116 173	120 889	124 219	+6.9%
Fareham	107 968	109 505	110 185	+2.1%
Gosport	76 402	79 856	83 429	+9.2%
Hart	83 499	86 605	90 546	+8.4%
Havant	116 845	114 999	113 820	-2.6%
New Forest	169 329	170 997	169 866	+0.3%
Rushmoor	90 974	94 140	96 803	+6.4%
Test Valley	109 802	115 935	121 855	+11.0%
Winchester	107 220	112 868	117 746	+9.8%
Portsmouth	188 063	193 655	198 459	+5.5%
Southampton	219 324	223 682	224 270	+2.3%
Hampshire Total	1 647 458	1 699 510	1 742 959	+5.8%

Source: A Profile of Hampshire, 2005 (Hampshire County Council)

Housing

Provision of Additional Housing in Hampshire

Hampshire's County Structure Plan 1996 - 2011 outlines the additional dwelling requirements for each of the districts and the cities of Portsmouth and Southampton. Policy H2 sets out the provisions to be made in the local plans for each district. This determines that a total of 80 290 additional dwellings will be required between 1996 and 2011, with the distribution across the districts as shown in Table C.3

Table C.3 Distribution of Housing between Districts 1996-2011 (Policy H2)

	Total
Basingstoke and Deane	12 060
East Hampshire	5 500
Eastleigh	6 295
Fareham	4 740
Gosport	2 980
Hart	4 750
Havant	2 990
New Forest	5 480
Portsmouth	9 000
Rushmoor	2 980
Southampton	7 330
Test Valley (North)	6 160
Test Valley (South)	2 730
Winchester	7 295
Hampshire Total	80 290

Regional Planning Guidance for the South East (RPG9) determines that Hampshire must make an average annual provision of 6 030 dwellings per annum. However these figures are currently being revised as part of the South Eastern Regional Spatial Strategy

Household Change

The total number of households in Hampshire increased by almost 12% between 1991 and 2001, more than double the percentage increase in population over the same period.

Average household size in Hampshire declined from 2.55 in 1991 to 2.42 in 2001. In England, average household size declined from 2.47 in 1991 to 2.36 in 2001. This decline is largely the result of changes in household composition, and it is these changes which have been the predominant influence in fuelling the demand for additional dwellings, locally and nationally.

Within Hampshire, average household sizes in 2001 ranged from 2.51 in Hart and Rushmoor to 2.31 in New Forest. Between 1991 and 2001, average household size declined in Hart by 7.7%, compared with a 5.1% decline in Hampshire and a 4.5% decline in England. The number of married couple households in Hampshire fell by around 4.2% between 1991 and 2001. However, this decline was more than counterbalanced by an increase in cohabiting couple households of about 15 300, an increase of over 50% in this household type since 1991. The largest increase was in one person households, which increased by 30,090 or 30.4%. This increase represented 56% of total household change, and is the principle reason for the decline in average household size referred to above.

Development Areas

Major Development Areas (MDAs) for Hampshire are also identified in the Hampshire County Structure Plan. Policy H3 states that out of the 80 290 properties to be provided under the Structure Plan, provision for 12 000 dwellings will be met by the development of new communities to be distributed as shown in Table C.4.

Table D.4 Hampshire Major Development Areas

Major Development Area	Total Number of Additional Dwellings
Basingstoke	4 000
South East of Eastleigh	3 000
Andover	3 000
West of Waterlooville	2 000
Total	12 000

It should be noted however that Hampshire County Council Planning Department are aware that these figures will be changing. It is thought that the 3 000 dwellings originally for Eastleigh may not actually be developed, although this should be clarified when Eastleigh produce their Local Development Framework. The figures have, however, been included, as they are the most current official data available at the time of writing.

What Does This Mean for Hampshire?

The growth in population and increasing housing provision place additional pressure on the Hampshire's waste management infrastructure. The revision of the MDAs will clarify the types of areas where increased numbers of homes are due to be provided. The waste collection authorities will be required to incorporate all new properties into their collection schedule and the waste disposal authority will potentially have an increasing waste burden. The key aim of this strategy is to mitigate against the increased waste arising caused by the predicted population growth, and effectively reduce the waste arisings through increased awareness and provision of effective re-use and recycling systems.
