

Project Integra

Hampshire Joint Municipal
Waste Management Strategy

Appendix 1

Refresh of Core Strategy

November 2012



1. Introduction

1.1 Context

Hampshire has been widely acknowledged for its partnership working on waste, its impressive integrated waste management facilities, relatively high performance and contribution to shifting fundamental thinking from waste to *resource management*.

While Hampshire remains in a good position in relation to most other areas of the UK, it still has a more to do to improve performance to consistently high levels across the whole area, to optimise costs and to achieve this while working to high and consistent level of public satisfaction.

Hampshire also continues to aspire to put into practice the concept of Material Resource Management as embodied in the Hampshire stakeholder document '*More from Less*'¹ and this still continues to have fundamental implications for the way we organise services in the future.

As a way for the 14 waste authorities in Hampshire to deliver this agenda, Project Integra² has refreshed its *2006 Joint Municipal Waste Management Strategy (JMWMS)* in order to provide strategic direction for its operational work, the basis for its annual action plans and indeed for each partner authority to be able to deliver its services against a common strategy framework.

The refreshed strategy covers the period 2013-2023, with a focus on the next five years and potential for further review after that, depending on circumstances at that time.

The revised Waste Framework Directive (2008/98/EC) sets targets for Member States to achieve 50% recycling of municipal waste by 2020. In England government recycling targets for local authorities have ended and the Review of Waste Policies (2011) indicates that England is expected to achieve this target as a result of existing policies. There are therefore, no recycling targets set out in the refreshed strategy.

1.2 Project Integra Strategic Board (PISB) Decisions

At the PISB meeting on 12 Jan 2012 the following Decision was made:

That the operational focus for PI activities was one of working to reduce costs across the whole system through:

- waste prevention (environmentally sound, cost efficiency)
- recycling and performance improvements - for instance through reducing contamination, increasing capture of materials, improving income for materials,

¹ <http://www3.hants.gov.uk/morefromless.pdf>

² The Project Integra partnership comprises the 11 Districts/Boroughs as Waste Collection Authorities (WCAs); Hampshire County Council as a Waste Disposal Authority (WDA); the 2 Unitary Authorities of Portsmouth & Southampton as both WCAs & WDAs; and Veolia Environmental Services (VES), the integrated waste management contractor.

- changing management arrangements (environmentally sound, cost efficiency)
- reducing landfill (environmentally sound, cost efficiency)
- training (cost efficiency)
- joint working between authorities (cost efficiency)

And, looking ahead together (long term solution & strategy, joint working).

At the PISB meeting on 1 March 2012 it was agreed to:

Refresh the JMWMS to provide a strategic direction of travel for waste management in Hampshire.

1.3 Definition of Waste

As its name implies the Joint Municipal Waste Management Strategy (2006) focused on ‘Municipal Waste’, a definition which covered all waste collected by the local authority, including some non municipal fractions such as construction and demolition waste.

Since then government has broadened the definition of municipal waste in order to harmonise with European definitions. A new term - Local Authority Collected Waste (LACW) - has been brought into use to describe all waste collected by the local authority, including non municipal fractions such as construction and demolition waste. From 2011 it is this term that is used in statistical publications which previously referred to municipal waste.

In refreshing this Strategy it was agreed that, for consistency with the 2006 Strategy the term municipal waste should be retained, but that in this context it would refer to Local Authority Collected Waste. However, it is worth noting that most Project Integra actions focus on household waste, namely waste produced on domestic property.

1.4 How this Strategy was Developed

This strategy has been developed in the context of Hampshire’s Material Resources Strategy, Best Value requirements and in conjunction with the land-use policy framework for waste (i.e. the Draft Hampshire Minerals and Waste Development Plan (September 2012).

Adoption of the original strategy in 2006 followed a significant process of consultation and environmental assessment. The core strategy remains valid, as does much of its content, but needs “refreshing” to take account of policy, legislative and financial changes that have occurred since 2006, as well as updating the drivers for change and the challenge ahead for the period of the new plan.

It is not considered necessary to repeat the extensive processes of the 2006 strategy given the relatively minor changes to the content of this document.

1.5 Format of this Strategy

The Hampshire JMWMS still comprises three key documents:

- Part 1: Core Strategy (i.e. this ‘refreshed’ document). This sets out the strategic direction of municipal waste management in Hampshire over the period up to 2023. It includes a policy framework and supporting actions, which have been crafted to ensure delivery of the overall waste management vision.
- Part 2: Supporting Technical Document. This sets out a range of (unchanged) detailed information that supports the content of Part 1; and
- Part 3: Strategic Environmental Assessment ‘*Environmental Report*’. The JMWMS is required by statute to be assessed against (and shaped by) a range of sustainability criteria. This (unchanged) document explains how this process was carried out and reports on the results of the appraisal process.

As part of the refresh of the JMWMS, the structure of the core strategy has been reordered to reflect PI’s focus on the three key issues of:

- Customer Focus
- Value for Money
- Environmental Sustainability

2. Drivers for Change and the Challenge Ahead

2.1 The Current Municipal Waste Picture In Hampshire

2.1.1 How much Municipal Waste is Generated in Hampshire?

The amount (arising) of municipal waste have reduced over the 5 years since the 2006 strategy was adopted – both in terms of total arisings and arising per household or person – as illustrated in Table 1 below.

This is a trend that has been seen at a national as well as local level and results from a combination of the effects of waste prevention initiatives and reduced consumption as a result of the recession.

Table 1: Total municipal waste arisings in Hampshire, Portsmouth and Southampton: 2005/06 compared to 2010/11

		2005/06	2010/11	Change
Municipal waste collected	tonnes	878,667	839,230	-4%
Per household	Kg/hh/a	1300 (approx.)	1,120	
Per person	Kg/person/a	530 (approx)	485	

2.1.2 How is Municipal Waste Currently Managed?

The waste collection systems in Hampshire vary between the collection authorities. However all households receive a kerbside collection for dry mixed recyclables (paper & card, plastic bottles, cans, tins and aerosols). Most receive garden waste collections

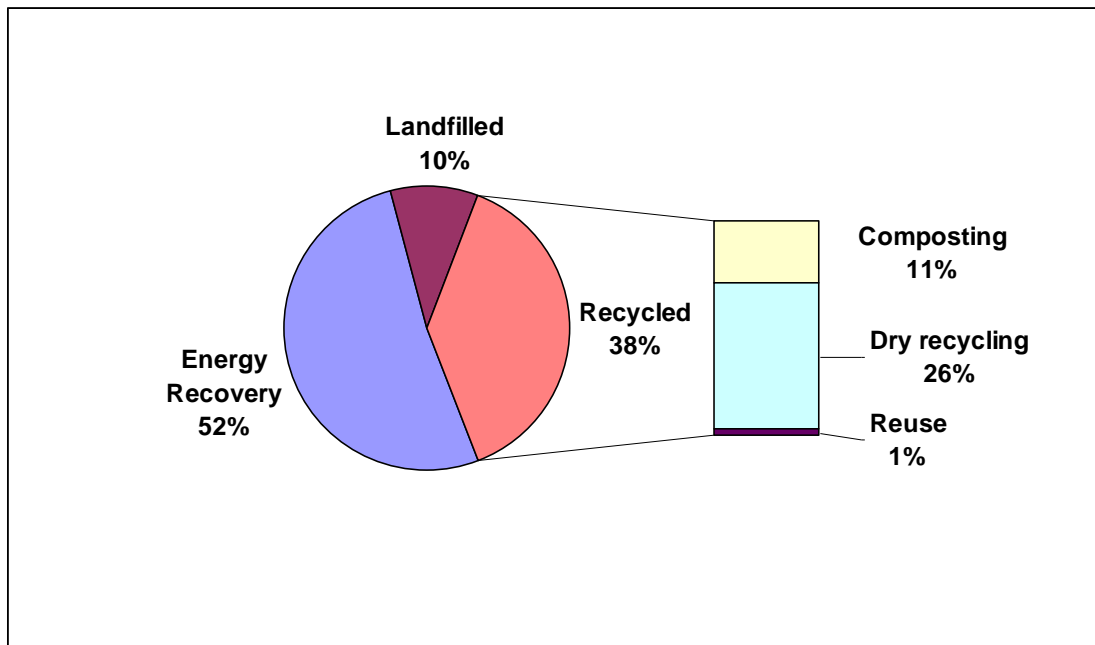
and many receive glass collections.

In addition an extensive network of 26 Household Waste Recycling Centres (HWRCs) and around 750 bring sites provide facilities for households to deposit recyclables and/or waste.

Recyclable materials collected at the kerbside are sorted in two Materials Recovery Facilities (MRFs) and all residual waste collected at the kerbside is sent for energy recovery at three Energy Recovery Facilities (ERFs). Two windrow composting facilities handle the majority of the garden waste received at the HWRCs and collected by WCA's, turning it into ProGrow soil improver.

Figure 1 illustrates the management routes for all municipal waste in Hampshire in 2010/11.

Figure 1: Management Routes for Municipal Waste in Hampshire 2010/11.



2.2 New Drivers for Change

The slowdown in growth of waste arisings compared to the projections made in the 2006 Strategy is particularly significant and has obviated the need for significant new municipal waste disposal infrastructure within Hampshire, although some new facilities may be required to enable continued diversion of waste from landfill and to reflect development of new waste treatment technologies.

The trend in waste and resource management towards treating waste as a commodity, enabling it to be considered as a resource rather than a liability will drive the trend towards greater control of material resources by local authorities.

Some critical material resources are becoming increasingly scarce, such as the ‘speciality’ metals vital for a range of high-tech applications and green technologies, giving a greater importance and value to recycling end-of-life products.

Energy is also an increasingly valuable commodity and energy from waste helps meet national targets for energy from renewable sources and resilience in energy supply.

The revised Waste Framework Directive and national policy has increased the importance of treating waste more as a resource in accordance with the waste hierarchy and as far up the hierarchy as possible.

Legislative, fiscal and regulatory changes that influence both producer and consumer responsibilities nationally and locally.

Locally the Hampshire Minerals and Waste Plan sets out a spatial framework for the capacity and location of waste facilities required to deal with all waste streams in Hampshire in the period to 2030, and an emphasis on minimising landfill.

This is a time of significant change for local authorities, brought about by pressures to make efficiencies and savings through greater collaboration and sharing services across authorities and with other public sector organisations.

The review of Project Integra completed in 2012 has focused attention on a range of activities aimed at reducing costs across the whole waste and resource management process.

Landfilling of waste continues to be the least preferable option in environmental terms and is further discouraged by Landfill Tax which will escalate annually to a ‘floor’ of £80 per tonne in 2014-15. This tax, on top of the normal gate fee, means that recycling and energy recovery technologies have now become more economic to install and operate than landfill.

3. Strategic Options for the Future Management of Municipal Waste in Hampshire

- 3.1** The evaluation of options undertaken in the 2006 JMWMS identified ‘Option 5’ as the preferred approach (see Appendix 1).

Authorities within the Partnership have made significant progress in implementing this approach, consider it remains fit for purpose, and as a result there are no proposals for radical change to it in the short term.

4. Vision and Aims

- 4.1** **Overarching Vision**

In the context of managing municipal waste in Hampshire, the overarching vision for this Joint Municipal Waste Management Strategy is as follows:

In period to 2023 Hampshire will manage the effectiveness of its sustainable material resources system to maximise efficient re-use and recycling of material resources and minimise the need for disposal in accordance with the national waste hierarchy.

4.2 Aims

To deliver this overarching vision, the fundamental aim of Project Integra is to provide a sustainable solution for dealing with Hampshire's household waste materials³ in an environmentally sound, cost effective and reliable way. Success in achieving this depends on joint working between all the parties in the best interests of our communities.

Specifically, the aims of this JMWMS are:

- To deliver the relevant municipal elements of the Material Resources Strategy as set out in the stakeholder document 'More from Less';
- Earn the support and understanding of the wider public, including businesses, leading to a change in behaviour towards material resources;
- Make access to recycling and related facilities and services a positive experience for resident and small businesses by improving the coverage of kerbside collection systems, implementing further material recovery streams and continuous improvement of services;
- Sustain recent reductions in the growth of household waste;
- Maximise value for money by considering the system as a whole through delivery of an integrated waste and resource management process;
- To provide suitable and sufficient processing facilities for existing and new material streams; including the consideration of funding structures other than traditional project finance in order to deliver better value for money.
- Secure flexible, sustainable and ethical markets for recovered materials and products;
- Ensure each partner clearly understands its roles and responsibility for delivery in accordance with the Memorandum of Understanding;
- Meet the statutory obligations but at the same time maintain Hampshire at the forefront of the waste to resources agenda;
- Incorporate commercial and trade waste, including recycle, where possible to improve efficiency of waste and resource management systems, including those for municipal waste; and

³ As defined in the Controlled Waste (England and Wales) Regulations 2012

- Improve the efficiency and effectiveness of services through collaboration with neighbouring authorities, including those of the SE7 authorities⁴.

5. Framework of Key Objectives and Supporting Actions

5.1 Introduction

This section sets out the key objectives against which Project Integra can formulate its supporting actions and Annual Action Plan.

5.2 Key Objectives

Project Integra will be guided by three overriding objectives:

- **Customer Focus;**
- **Value for Money; and**
- **Sustainability**

5.2.1 Customer Focus

Objective 1

Project Integra partners are committed to placing a high priority on maintaining and enhancing high customer satisfaction in providing a waste and resource management service to the residents of Hampshire.

Supporting Action 1: Project Integra partners will maintain consistent and high standards of waste services across Hampshire, based on customer feedback and satisfaction surveys.

5.2.2 Value For Money

Objective 2

Project Integra partners will seek to ensure that the public, and where appropriate, businesses – particularly small and medium enterprises – are provided with an efficient waste management and recycling & reuse service that represents best practice and best value through bring banks, kerbside collections and across the HWRC network.

All waste services will be subject to continuous review and improvement of existing services and systems.

Supporting Action 2: Project Integra partners will continue to evaluate options to progressively extend and improve the efficiency of recycling & reuse collections to maximise the value of recycled & reused materials.

⁴ The 'South East 7' (SE7) are top-tier councils comprising East and West Sussex, Hampshire, Kent and Surrey, and the unitary councils of Brighton & Hove and Medway.

5.2.3 Sustainability

Objective 3

Project Integra partners will encourage the treatment of waste as close as reasonably possible to its source and at the highest level of the waste hierarchy as is economically practicable, minimising the cost of waste transport, and consistent with the principles of environmental sustainability and whole life cycle costs.

Supporting Action 3: Project Integra partners will give consideration to all appropriate alternative technologies to those currently employed as a means of maximising diversion from landfill, reducing CO₂ emissions and balancing cost efficiency and waste management services.

In order to achieve these overriding objectives, Project Integra partners will work to the following supporting objectives, based on the waste hierarchy:

5.2.4 Behavioural Change

Objective 4

Project Integra partners will challenge themselves, the wider community, including the private sector, and government by raising awareness and ownership of resource management issues to change society's attitude and behaviour towards maximising waste prevention, re-use and recycling in order to embed the waste hierarchy in our approach to waste management.

Supporting Action 4 : Project Integra partners will continue to encourage and strengthen partnerships with the community, voluntary (including Third Sector Organisations) and private sectors and investigate opportunities for external funding to generate practical, community based waste minimisation and reuse initiatives including the development and delivery of the Recycle for Hampshire communications and behavioural change programme and the schools education programme.

5.2.5 Waste Prevention and Reuse

Objective 5

Project Integra partners will continue to encourage waste prevention and re-use and work with others, including manufacturers and retailers, to sustain an average annual rate of waste growth below 0.5%.

Supporting Action 5: Project Integra partners will work with WRAP and other similar stakeholder agencies as well as private sector organisations and businesses involved in the supply chain operations that impact on local authorities in order to maximise waste prevention opportunities.

5.2.6 Waste Recycling and Composting

Objective 6

Project Integra partners will continue to encourage participation in recycling and composting, and consider the value of materials and whole system costs and implement appropriate measures to achieve these aims.

The HWRC network across Hampshire will continue to be developed in order to fulfil its role of providing convenient, innovative, and accessible reuse, recycling and composting services for the whole community.

Supporting Action 6: Project Integra partners will undertake regular waste analyses of reuse and recycling facilities (including the MRF performance process, bring banks, household collections and other collections e.g. bulky, commercial etc in order to provide baseline data on a sufficiently regular basis to measure the effectiveness and enable consistent comparison of waste recycling and minimisation initiatives.

Hampshire County Council, Portsmouth City Council and Southampton City Council will engage with the community to consider options aimed at improving the HWRC service provision across Hampshire, maximising value for money and helping service provision for SMEs. The management service contract will be retendered in 2015.

5.2.7 Waste Treatment and Disposal

Objective 7

Project Integra partners will seek treatment of remaining, non-recyclable waste to achieve their aim for zero waste to landfill and continuously monitor and measure their progress towards it.

Supporting Action 7: Consideration will be given to all appropriate alternative technologies to those currently employed such as anaerobic digestion, gasification, mechanical & biological treatment, pyrolysis and solid recovered fuel as a means of maximising diversion from landfill, reducing CO₂ emissions and balancing cost efficiency and waste management services.

5.1.8 Leading the Way

Objective 8

Project Integra will continue to develop its waste and resource management services through local and broader collaboration to ensure that:

- the value of material resources is maximised;
- markets are supplied with high quality materials
- material is recycled through flexible, sustainable and ethical markets.

Supporting Action 8: Project Integra partners will continue to explore innovative opportunities for both accessing and maximising value from waste and also for improving recycling and recovery performance.

5.2 Monitoring and Review

Project Integra will undertake monitoring of performance. Results will be reported to the Project Integra Strategic board as part of the Project Integra Action Plan.

The JMWMS will be reviewed after 5 years, or sooner if required.

Appendix 1

Option 5 as set out in JMWMS 2006

<p>5</p> <p>Enhanced MRS pattern activity i.e. enhanced collection / treatment methods with enhanced waste minimisation and commercial waste elements)</p>	<p><i>Collection</i> – Kerb-side collection of dry mixed recyclables, glass and textiles; promote home composting and the use of food digesters; introduce an incentivised scheme for kerb-side collection of green waste (i.e. charge for green waste collections) and facilitate the provision of enhanced waste electrical and electronic equipment (WEEE) 'bring' facilities at household waste recycling centres (HWRCs).</p> <p><i>Commercial Recycling</i> – Provide / facilitate collection and processing capacity to optimise the capture of recyclables from the commercial sector (recyclables that are similar in nature to those arising from the municipal waste stream).</p> <p><i>Waste Growth</i> – MRS and Regional Waste Strategy targets – reduce growth to 1%pa by 2010 and 0.5%pa by 2020.</p> <p><i>Treatment of Residual</i> – Thermal treatment (EfW) of at least 420 000 tonnes per annum with excess residual waste being sent to landfill in the short term and further treatment in the long term.</p> <p><i>Landfill</i> – Pre-process all household waste with residues only to landfill (and minimum organics to landfill).</p>
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