

<b>DECISION-MAKER:</b>	CABINET
<b>SUBJECT:</b>	APPROVAL OF THE JOINT MUNICIPAL WASTE MANAGEMENT STRATEGY OF THE PROJECT INTEGRA PARTNERSHIP
<b>DATE OF DECISION:</b>	15 NOVEMBER 2021
<b>REPORT OF:</b>	<b>COUNCILLOR HARWOOD</b> <b>CABINET MEMBER FOR CUSTOMER SERVICE AND TRANSFORMATION</b>

<b><u>CONTACT DETAILS</u></b>			
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<b>STATEMENT OF CONFIDENTIALITY</b>	
NOT APPLICABLE	
<b>BRIEF SUMMARY</b>	
<p>The collection and disposal of household waste is delivered across Hampshire by an integrated waste management system. The system's strategic direction is coordinated by Project Integra ("PI"), a partnership of Hampshire County Council ("HCC"), its 11 districts, and unitary authorities Southampton City Council ("SCC") and Portsmouth City Council ("PCC"). Through the adoption of the Joint Municipal Waste Management Strategy ("JMWMS", appendix 1), PI is seeking partners' agreement to implement 'twin stream' collection systems to comply with the forthcoming Environment Bill ("the Bill"). Agreement on collections by PI partners will enable disposal partners (HCC, SCC and PCC) to proceed with the corresponding disposal infrastructure projects in accordance with the timeframes set out in the Bill.</p> <p>In addition to measures affecting dry mixed recycling ("DMR"), the Bill proposes the introduction of weekly food waste collections by local authorities. The likely timeframe for SCC to begin collecting food waste for recycling is considered by this report.</p>	
<b>RECOMMENDATIONS:</b>	
	(i) That Cabinet approve the Joint Municipal Waste Management Strategy.
	(ii) That Cabinet agree with the principle of a twin-stream recycling system, rather than a kerbside sort, and delegate authority to the Service Director for Business Development, following consultation with the Cabinet Member for Customer Service and Transformation,

		to develop a detailed plan for the implementation of a twin-stream collection service in the city.
<b>REASONS FOR REPORT RECOMMENDATIONS</b>		
1.		Twin streaming has been modelled as suitable for all PI partners and provides the most cost-effective and environmentally beneficial way to meet the requirements of the Bill.
2.		Committing to twin streaming by approving the JMWMS will enable work to progress – through tripartite disposal arrangements between HCC, SCC and PCC – on the significant infrastructure changes needed to meet the requirements of the Bill. A decision relating to the building of a new material recycling facility (“MRF”) at Chicken Hall Lane in Eastleigh is due to be brought to Cabinet in 2022.
<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>		
3.		Adoption of kerbside sort instead of twin streaming: Through the measures in the Bill, the Government is seeking to maximise the quality of recycling through material segregation. Its preference is for a kerbside sort system for DMR. Kerbside sort requires households to maintain a separate bin for each recyclable material. Under the current collection system, residents have three bins (residual, co-mingled DMR and glass). Kerbside sort DMR would require an <u>additional</u> three containers for residents, and significant modification to waste transfer station sites (eg, Marchwood).
4.		The collection and disposal of household waste outside of Hampshire’s integrated waste management system: This decision would require SCC to end its contractual relationship with HCC and PCC in relation to disposal, and to leave PI. SCC has rights and liabilities under the disposal contract between HCC and Veolia with respect to its administrative area, including ownership of capital assets worth over £9m. This contract ends in 2030. This report has not considered whether early termination is provided for by the relevant contracts. This notwithstanding, it is submitted that leaving should not be considered a viable option at the present time because of the significant strategic and costs advantages participation in the integrated waste management system affords SCC.
<b>DETAIL (Including consultation carried out)</b>		
5.		PI is managed by a joint committee known as the Project Integra Strategic Board (“the Board”). The Board is comprised of one Member appointed by each partner authority and one co-opted Member representing Veolia. The partnership’s constitution requires the Board to develop a strategic framework (the JMWMS) within which the partner authorities can discharge their functions. Waste management measures in the Bill – comprising the first significant changes to the regulatory landscape for waste in over a decade – have required the JMWMS to be updated for the first time since 2012. As the Board has no power to make decisions on behalf of its members, decisions to carry the JMWMS into effect will fall to SCC’s executive.
6.		The Bill sets out the legislative framework that will enable Government to establish post-Brexit governance arrangements for environmental matters and implement the Resources and Waste Strategy for England (2018), delivering on the ambition of the 25-year Environment Plan to protect and enhance the

	environment. The Bill has recently passed through third reading in both houses, with amendments now under consideration by the House of Commons.
7.	<p>The key aim of the Bill's consistency in recycling collections measures is to ensure a consistent range of material is collected for recycling at the kerbside across England, increasing the rate of recycling and maximising material quality. Based on information gathered from the most recent Government consultations, the following DMR materials will need to be collected from 2023/24 (subject to transitional implementation):</p> <ol style="list-style-type: none"> <li>a. cardboard;</li> <li>b. paper;</li> <li>c. aluminium and steel cans;</li> <li>d. plastic bottles;</li> <li>e. pots, tubs and trays ("PTTs");</li> <li>f. cartons;</li> <li>g. glass; and,</li> <li>h. plastic film (from 2026/27).</li> </ol>
8.	<p>The Hampshire integrated waste system does not currently provide for the collection of (e), (f) or (h). Accordingly, new materials recycling facility ("MRF") infrastructure will need to be built (existing MRFs at Alton and Portsmouth are not capable of processing PTTs, plastic films, cartons or glass). The adoption of a twin-stream system for this set of DMR materials imposes further specific new infrastructure requirements, affecting MRFs, transfer stations and collection fleets. Additional depot capacity for the storage of vehicles and containers may be required.</p>
9.	<p>A twin-stream system maintains the existing number of containers for DMR (two), but the containers will be used for a different mix of recycling. Glass, cartons, plastics, tin cans and aerosols would go into the existing, blue-lidded recycling bin, with paper and cardboard (fibres) in a separate bin (this is represented visually in appendix 2). Modelling work by Wood Consultants on behalf of PI considered how the introduction of different DMR collection systems would affect the performance, costs and carbon output both of individual authorities and the integrated Hampshire waste system as a whole. It concluded that a twin-stream DMR collection was the best solution as it would lead to a significant increase in recycling performance, and a reduction in carbon emissions equivalent to the kerbside sort option but with lower total costs. Notwithstanding the Government's preference for Kerbside sort, twin-streaming will meet the requirements of the Bill as a solution which is technically and economically practicable.</p>
10.	<p>The Government will expect local authorities with long-term waste disposal contracts to begin collecting food waste as soon as contracts allow from 2023/24. In its most recent consultation, the Government anticipates setting a date between 2024/25 and 2030/31 as a final deadline. In practice, the timeframe for SCC to start collecting food waste will be determined by the timeframe in which the disposal contractor (Veolia) can provide food waste treatment capacity (anaerobic digestion) and relevant upgrades to transfer station infrastructure for the Hampshire integrated waste system. To collect food waste, SCC will be required to:</p> <ol style="list-style-type: none"> <li>a. procure a new fleet of specialised food waste collection vehicles;</li> <li>b. supply a 'kitchen caddy' (internal container) and an external container to households; and,</li> </ol>

	c. develop and implement a communications plan for the new service.
<b>RESOURCE IMPLICATIONS</b>	
<b><u>Capital/Revenue</u></b>	
11.	There are no direct financial implications of adopting the recommendations in the report at this stage. The approval of the JMWMS is a commitment to achieve a set of high-level strategic priorities, driven by the Bill. It is anticipated that changes to the way waste is collected following the enactment of the Bill will require additional capital investment and potentially incur ongoing revenue costs. These are not yet known as they are dependent on the final outcomes of the Bill. Consultations indicate that there will be some New Burdens funding for local authorities to meet these costs, although there are no details on how this will work and there is a possibility that some costs may have to be met by the local authorities themselves. This includes a potential requirement to co-fund the building of a new twin-stream MRF at Chicken Hall Lane in Eastleigh in accordance with the tripartite cost-sharing arrangements between SCC, HCC and PCC. It is estimated that the SCC share could be around £3M. This is currently not included in the existing SCC capital programme so consideration of this project will need to be brought into the current round of business planning and a decision will be brought to Cabinet in due course following the completion of a full business case.
<b><u>Property/Other</u></b>	
12.	The recommendations in this report have no direct property implications for the reasons set out in paragraph 11. In relation to the separate weekly collection of food waste by SCC, it is anticipated that additional depot capacity may be required to accommodate a fleet of food-waste collection vehicles.
<b>LEGAL IMPLICATIONS</b>	
<b><u>Statutory power to undertake proposals in the report:</u></b>	
13.	Duties arising from the Environmental Protection Act 1990, as amended (“EPA 1990”), in particular ss 45, 45A & 51 (relating to the collection and disposal of household waste and recycling) and reg 12 of the Waste (England and Wales) Regulations 2011, as amended.
14.	The Bill intends for s 45A of the EPA 1990 (requiring the collection of at least two types of recyclable waste together or individually separated from the rest of the household waste) to be amended to require the consistent collection of a wider range of materials by local authorities, including the collection of food waste at least once a week.
<b><u>Other Legal Implications:</u></b>	
15.	In exercising its duties, regard will be paid to the SCC’s obligations pursuant to the Equality Act 2010, in particular, the Public Sector Equality Duty (‘PSED’) set out in s 149 of the Act. A detailed Equality and Safety Impact Assessment has been carried out supporting the proposed strategic changes (appendix 3).
<b>RISK MANAGEMENT IMPLICATIONS</b>	
16.	In practice, the JMWMS must be approved by all PI partners to enable Hampshire’s integrated waste management system to be developed to meet the requirements of the Bill. To mitigate the risk of a partner failing to approve

	the JMWMS, the principles of the strategy were agreed by partners at a meeting of the Board on 30 July 2021.
<b>POLICY FRAMEWORK IMPLICATIONS</b>	
17.	In implementing the JMWMS, SCC will consider and act fully and wholly in accordance with relevant Policy Framework Plans, in particular the Local Development Framework and Local Area Action Plans and the Sustainable Community Strategy.

<b>KEY DECISION?</b>	<b>Yes</b>
<b>WARDS/COMMUNITIES AFFECTED:</b>	ALL
<u>SUPPORTING DOCUMENTATION</u>	
<b>Appendices</b>	
1.	Joint Municipal Waste Management Strategy.
2.	Current collections vs twin streaming.

**Documents In Members' Rooms**

1.	None
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**Equality Impact Assessment**

<b>Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.</b>	<b>Yes</b>
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**Data Protection Impact Assessment**

<b>Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.</b>	<b>No</b>
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**Other Background Documents**

**Other Background documents available for inspection at:**

<b>Title of Background Paper(s)</b>	<b>Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)</b>
1.	None