

CABINET 13 APRIL 2006

PROJECT INTEGRA WASTE MANAGEMENT STRATEGIES AND ASSOCIATED ISSUES

REPORT OF DIRECTOR OF COMMUNITIES

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RECENT REFERENCES

CAB755 – Meeting Statutory Recycling Targets - A Way Forward – 28 January 2004

CAB867 – Proposed Recycling Pilot – Outstanding Issues – 19 May 2004

CAB1179 – Evaluation of the Pilot Recycling Scheme -- 7 February 2006

EXECUTIVE SUMMARY:

The purpose of this report is to obtain endorsement/approval of two important strategic documents concerning waste management namely; the Joint Municipal Waste Management Strategy for Hampshire and the Project Integra Annual Business Plan (ABP) 2006-2011.

The report also requests Cabinet to consider and agree a revised waste management sub strategy for inclusion in the ABP detailing how the Council will meet a recycling target of 40% by 2010.

The Project Integra partnership is also currently being reviewed with a view to improving performance, efficiencies, joint working and the delivery of the wider waste agenda. As an interim measure minor changes are required to the Project Integra constitution which Cabinet is requested to approve.

RECOMMENDATIONS:

1. That the Council endorse the Project Integra Hampshire Joint Waste Management Strategy subject to the following;
 - (i) that prior to the introduction of any collection arrangements for commercial recyclables, clarification and agreement be obtained concerning cost implications and risks to the City Council;
 - (ii) Option 5 is supported in principal subject to the proviso that the Council will maintain its current arrangements of providing a free collection of garden waste with an incremental charging scheme for additional sacks.

2. That Cabinet approves the Project Integra Annual Business Plan (ABP) for 2006 - 2011 subject to the revised sub strategy for Winchester City Council as detailed in Appendix 3 being incorporated in the final plan.
3. That Cabinet endorses the changes to the Project Integra Constitution as detailed in Section 4.6 of this report.

CABINET 13 APRIL 2006PROJECT INTEGRA WASTE MANAGEMENT STRATEGIES AND ASSOCIATED ISSUESREPORT OF DIRECTOR OF COMMUNITIESDETAIL:1 Introduction

1.1 This report seeks the Councils endorsement of two strategic documents prepared by Project Integra namely:

- the Joint Municipal Waste Management Strategy (JMWMS) which is a plan for dealing with municipal waste in Hampshire in the next 10 years. A copy of the JMWMS is provided in Appendix 1;
- the Project Integra Annual Business Plan 2006-2011 (ABP) which, sets out service priorities for the next 5 years and the financial arrangements for 2006/07. A copy of the ABP is given in Appendix 2.

1.2 The report also informs Members of significant future changes being considered to Project Integra (PI) and seeks endorsement of a minor change in the Constitution concerning the position of a Standing Deputy Chairman of the Project Integra Management Board.

2. Joint Municipal Waste Management Strategy

2.1 The production of a Joint Municipal Waste Management Strategy (JMWMS) is a statutory requirement under Section 32 of the Waste and Emissions Trading Act 2003. This 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'. Although Waste Collection Authorities (WCAs) such as Winchester City Council were expected to produce individual JMWMS, it was agreed by DEFRA that a joint Project Integra Plan would be acceptable and indeed preferable. The deadline for the completed strategy to be received by DEFRA is 1 April 2006.

2.2 Officer and member representatives of the 14 District and Unitary Authorities within the Hampshire partnership have therefore worked together to prepare the JMWMS, which aims to map out strategies to meet the inevitable challenges in the service up to 2020. The strategy relies heavily on Project Integra's rolling 5 year Business Plan and the concept of Material Resource Management (MRS) as embodied in the Hampshire stakeholder document 'More from Less'. This will have fundamental implications in the way waste management services are organised in the future.

2.3 Options for Managing Municipal Waste: Section 3 of the JMWMS describes 5 options for managing municipal waste in Hampshire up to the year 2020 and raise specific question concerning each option. The options are detailed in Appendix 1 of this report.

2.4. Option 5 is selected as the preferred option because it has the greatest potential to achieve Government Waste Management targets, it reduces reliance on landfill, it

promotes recycling of household and commercial waste and it has the greatest environmental benefits. This option would also be the most consistent with the actions detailed in the City Council's Sub Strategy (detailed in Appendix 3 of this report).

- 2.5 Policies to be adopted: section 5 of the JWMS describes a series of 14 policies to be adopted by the Project Integra Partners as part of their commitment to sustainable waste management. These policies translate into Short, Medium and Long Term Actions and are supported in principle by Officers.
- 2.6 Environmental Implications: implementation of the JMWMS will result in significant benefits for the environment. The preferred option (Option 5) is expected to have a beneficial effect on emissions to air from the perspective of global climate change and environmental quality. This option also includes recycling and energy recovery schemes and will reduce energy requirements and the consumption of fossil fuels.
- 2.7 Crime and Disorder implications: Policy 14 of the JMWMS (Section 5.1.9) commits partners of Project Integra to using their statutory powers to regulate the waste management service. This should contribute to a more co-ordinated approach to environmental crime such as fly tipping.

3. Project Integra Annual Business Plan (ABP)

- 3.1 Project Integra (PI) is the adopted brand name for the Waste Management Partnership for Hampshire. The Project Integra Partners are Hampshire County Council, the District Councils, Portsmouth City Council, Southampton City Council and Onyx Hampshire. Project Integra is controlled by a Management Board which was constituted under Section 101 (5) and Section 102 (1) of the Local Government Act 1972.
- 3.2 The ABP is a key document as it sets out the key initiatives and service priorities for the next five years and financial arrangements for 2006/07. The headline objective is to achieve an overall 50% recycling rate by 2010 with a target of 40% for individual Waste Collection Authorities (WCA). The draft ABP was approved by the PI Management Board on 13 January 2006 and now requires consideration and endorsement by each of the constituent authorities. The ABP is a draft document and can be approved subject to reservations etc. It is attached in full as Appendix 2 of this report.
- 3.3 **Partner Sub Strategies:** as part of the 2005/06 planning process partners were required to prepare a sub strategy to indicate how they propose to reach a 40% recycling and composting rate for inclusion in the ABP or otherwise maximize recycling. (Appendix 1 of the ABP refers) It is for each authority to state how it intends to reach its target. In respect of Winchester a commitment was made to meet this target but no detail was provided as to how this would be achieved as it was dependent upon the outcome of the recycling pilot which had not been completed at the time.
- 3.4 Whilst the ABP needs to be unanimously endorsed by partner authorities, the PI Constitution allows for approval subject to reservations in respect of any matter about which an individual Partner Authority has particular concerns. Where the ABP is approved subject to reservation, the individual authority is not entitled to vote on the matter in question when it is subsequently considered by the Management Board, and under these circumstances any resolution of the Board in respect of that matter would not be binding on the individual authority.

- 3.5 At its meeting on 7 February 2006 (report CAB 1779 refers) Cabinet evaluated the outcome of the recycling pilot and made the decision to implement the Alternate Collection of Refuse and Recycling together with the kerbside collection of garden waste for composting. The scheme, with other activities that the Council currently undertakes or proposes should achieve a combined recycling and composting rate of between 38-40% by the end of 2007/08. Following this decision it is now appropriate to revise the Council's sub strategy to reflect the current circumstances. Appendix 3 details a proposed new sub strategy for consideration by Members. Subject to endorsement by Cabinet the revised strategy will be submitted for inclusion in the final 2007- 2011 ABP.

4 Proposed Constitutional Changes

- 4.1 Consideration is currently being given by the Hampshire Chief Executives Group as to how Project Integra can evolve to maximise performance, improve opportunities for joint working, procurement, economies of scale and best meet future demands.
- 4.2 Officers and Members are working on the new arrangements and once concluded the Chief Executives Group will make recommendations to the Hants and IOW LGA on how the partnership should evolve. Any changes that are found necessary to the PI Constitution to facilitate better working will require approval by the PI Management Board and require endorsement by each of the partners. A further report will be brought to Cabinet once the outcome of the review is known.
- 4.3 At the Project Integra Board meeting in July 2005, it was proposed to change the PI Constitution to create the position of Standing Deputy Chairman. The position would not be necessary in the event that the Hampshire County Council Board Member was elected Chairman or Vice-Chairman at the Board AGM.
- 4.4 The purpose of this amendment would be to ensure that the Hampshire County Council Board Member is involved in the preparation of Meeting Agendas and other Member Events or Communications in order to promote dialogue. The post of Vice Chairman would be unaffected but the proposal reflects the unique responsibility of Hampshire County Council within the partnership. In all other respects the role is the same as other Voting Members.
- 4.5 Paragraph 2.2 of the Project Integra Constitution permits that the Constitution to be amended from time to time, where all parties and Hampshire Waste Services agree such amendments. The Board may propose amendments for consideration and approval in its Draft Annual Business Plan.
- 4.6 It has been agreed by the Board that unless a Hampshire County Council Member is elected Chairman or Vice-Chairman then, the Hampshire County Council Board Member shall assume or resume the role of Standing Deputy Chairman. Partners are now requested to approve the relevant changes to the Constitution as agreed by the Board to allow for this change to take place.

5. Conclusions

- 5.1 The JMWS sets out the joint policies and actions for dealing with waste management in a sustainable way over the next 10 years. Options have been developed and assessed as a possible way forward. Option 5 has the greatest potential to achieve government targets and it has the greatest potential environmental benefits.

- 5.2 **Financial Implications:** whilst supporting Option 5 the Council would need to have a clear understanding as to the financial implications and risks associated with providing enhanced collection infrastructure and commercial recycling collections. It can not commit to resourcing further collection or disposal infrastructure unless risks and costs are assessed. This would also be particularly important if it wishes to develop the collection of commercial waste for recycling from Small and Medium Sized Enterprises which is a one of the Local Strategic Partnerships (LSP) priorities.
- 5.3 **Kerbside Collection of Green Garden Waste:** it is the Council's view that its new scheme based on limiting the collection of only one free bag of garden waste from each household and imposing incrementally rising charge for additional bag provides a strong incentive for householders to compost their waste. This also ensures that significant amounts of garden waste are diverted from the residual bin resulting in the material collected being used as a resource rather than being land filled. It also reduces the impact of local Household Waste Recycling Centres, is sustainable and reduces the likelihood of fly tipping. It therefore supports Option 5 in principal subject to the proviso that it will maintain its current arrangements of providing a free collection of garden waste with an incremental charging scheme for additional bags.

OTHER CONSIDERATIONS:

6. CORPORATE STRATEGY (RELEVANCE TO):

- 6.1 Safe Guarding our High Quality Environment for the Future, including making sustainable use of resources with special attention to reducing and recycling waster is a key priority within the Council's Corporate Strategy for 2006 -2009.

7. RESOURCE IMPLICATIONS:

- 7.1 **JMWMS:** this has no direct short term financial implications for the Council. In the longer term resources will be required to implement new schemes if the higher levels of recycling by the kerbside collection of glass or arrangements to recycle waste electrical and electronic goods are required.
- 7.2 **ABP:** funding of the Project Integra Executive and supported projects is through subscriptions from the partner authorities which in turn are met from income share from the sale of recyclable materials. There are no additional resource requirements for 2006/07.
- 7.3 **Use of Excess Income:** in the past the Council agreed that that PI would retain the balances due to the Council 'on account' to offset future subscriptions or other liabilities that may arise associated with membership. Due to the provision of suitable infrastructure for processing all recyclables collected these liabilities are now considered to be minimal. Income in excess of total costs is forecasted to be in the region of between £20,000-£25,000 per annum from 2007/08 onwards and in future this will be retained by the Council to offset the revenue cost of the new refuse and recycling collection arrangements.
- 7.4 **Waste Performance and Efficiency Grant:** in addition to the payments listed in Section 6.2, the Council has agreed in principal to pay a further £18,000 from the Waste Performance Efficiency Grant 2006/07 and 2007/08 to fund the Project Integra Behavioural Change Strategy. This additional payment will only be made if sufficient Government Funding to support the Behavioural Change Strategy is not realised.

8. BACKGROUND DOCUMENTS:

1. **Project Integra Joint Municipal Waste Management Strategy Consultation Draft** January 2006. A copy has been placed in the Members' Library and it can be viewed on the internet via the following link: www.integra.org.uk/board/index.html
2. **Project Integra Consultation Draft Annual Business Plan 2006-2011**. A copy has been placed in the Members' Library and it can be viewed on the internet via the following link: www.integra.org.uk/board/index.html

9. APPENDICES:

1. **Project Integra Hampshire Joint Municipal Waste Management Strategy – Section 3.1** -Summary of the Strategic Options for Hampshire.
2. **Project Integra Consultation Draft Annual Business Plan 2006-2011** - copy attached for Cabinet Members only. A copy has been placed in the Members' Library and it can be viewed on the internet via the following link: www.integra.org.uk/board/index.html
3. **Winchester City Council - Revised Waste Management Strategy** for inclusion in Appendix 1 of the Project Integra Annual Business Plan 2006-2011.

Appendix 1**Table 3.1 Summary of the Strategic Waste Management Options for the Hampshire JMWMS**

Option No.	Features of Option
1 (Status Quo)	<p>Collection – Continue with current collection arrangements i.e. kerb-side collection of dry mixed recyclate (paper, card, cans and plastic) and growing green waste and some glass collections. Allow for growth of dry mixed recyclate volumes and associated MRF capacity requirements.</p> <p>Commercial Recycling – Take limited proactive action in respect of capturing and processing recyclables from the commercial sector.</p> <p>Waste Growth – Continued year on year growth of 2.4%.</p> <p>Treatment of Residual – Thermal treatment (EfW) of up to 420 000 tonnes per annum with excess residual waste being sent to landfill</p> <p>Landfill – Continue to send around 15-20% of unprocessed or treated waste to landfill (post 2020, this is likely to require exportation of waste).</p>
2 (Status quo plus commercial waste collection element)	<p>Collection – Continue with current collection arrangements i.e. kerb-side collection of dry mixed recyclate (paper, card, cans and plastic) and growing green waste and some glass collections. Allow for growth of dry mixed recyclate volumes and associated MRF capacity requirements.</p> <p>Commercial Recycling – 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>Waste Growth – Continued year on year growth of 2.4%.</p> <p>Treatment of Residual – Thermal treatment (EfW) of up to 420 000 tonnes per annum with excess residual waste being sent to landfill</p> <p>Landfill – Continue to send around 15-20% of unprocessed or treated waste to landfill (post 2020, this is likely to require exportation of waste).</p>
3 (Enhanced collection / treatment methods; maximise waste minimisation; no commercial waste element)	<p>Collection – Provide or facilitate collection systems and processing capacity for county-wide kerb-side collections to most properties for dry mixed recyclate, glass, green waste, bio-waste, WEEE and textiles.</p> <p>Commercial Recycling – Take limited proactive action in respect of capturing and processing recyclables from the commercial sector.</p> <p>Waste Growth – MRS and Regional Waste Strategy targets – reduce growth to 1%pa by 2010 and 0.5%pa by 2020.</p> <p>Treatment of Residual – 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>Landfill – Pre-process all household waste with residues only to landfill (and minimum organics to landfill).</p>

Table 3.1 cont Summary of the Strategic Waste Management Options for the Hampshire JMWMS

Option No.	Features of Option
<p>4 (MRS pattern activity i.e. enhanced collection / treatment methods with waste minimisation and commercial waste elements)</p>	<p>Collection – Provide or facilitate collection systems and processing capacity for county-wide kerb-side collections to most properties for dry mixed recyclate, glass, green waste, bio-waste, WEEE and textiles.</p> <p>Commercial Recycling – 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>Waste Growth – MRS and Regional Waste Strategy targets – reduce growth to 1%pa by 2010 and 0.5%pa by 2020.</p> <p>Treatment of Residual – 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>Landfill – Pre-process all household waste with residues only to landfill (and minimum organics to landfill).</p>
<p>5 Enhanced MRS pattern activity i.e. enhanced collection / treatment methods with enhanced waste minimisation and commercial waste elements)</p>	<p>Collection – 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>Commercial Recycling – 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>Waste Growth – MRS and Regional Waste Strategy targets – reduce growth to 1%pa by 2010 and 0.5%pa by 2020.</p> <p>Treatment of Residual – 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>Landfill – Pre-process all household waste with residues only to landfill (and minimum organics to landfill).</p>

Appendix 2

Project Integra Annual Business Plan 2006-2011 (To Be Inserted)

Appendix 3Winchester City Council Proposed Sub Strategy for Inclusion in the Project Integra Annual Business Plan 2007- 20011

<u>Authority</u>	<u>Date of Decision</u>	<u>Target Approved</u>	<u>Brief Summary of progress / preferred option</u>
Winchester City Council	<u>23 March 2005</u> <u>7 February 2006</u>	<u>40% by 2010</u> <u>AWC</u>	<p>(i) Kerbside Collections: alternate collection of refuse and mixed dry recyclables:</p> <p>Phase 1 - 50% of district commencing in Oct 2006</p> <p>Phase 2 - remaining 50% April 2007.</p> <p>(ii) Garden Waste: district wide collection (free collection with restricted capacity with subsequent charging).</p> <p>(iii) Composting: promoting home composting and making available to the public discounted compost bins as a means of reducing the volume of domestic waste collected.</p> <p>(iv) Restrictive Policies: prohibiting the disposal of garden waste in the residual bin restricting the collection of excess waste.</p> <p>(v) Glass/Books/ Textiles: where possible expand the number of "bring sites" to maximise the materials collected.</p> <p>(vi) Kerbside Glass/ Textile Collections: explore the options for collection including evaluation of other schemes.</p> <p>(vii) Contamination: reducing the level of contamination of materials collected at kerbside by door stepping.</p> <p>(viii) Behavioural Change: education promotion door stepping and other activities associated with the County wide programme.</p>