

REPORT TITLE: WASTE AND RECYCLING STRATEGY

8 FEBRUARY 2024

REPORT OF CABINET MEMBER: Cllr Kelsie Learney, Cabinet Member for Climate Change

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WARD(S): ALL

PURPOSE

In response to the Council's 'go greener faster' priority, the Environment Act 2021 and the government's 'Simpler Recycling' announcement in October 2023, the council proposes to, and must by law, introduce changes to the waste and recycling service that allow residents to recycle more, including food waste, and wishes to do so in the most environmentally friendly way possible.

A recent consultation exercise provided strong evidence that our residents care about recycling, want to recycle more, and want to keep it simple. In response to this and the government's latest guidance, and following an options appraisal, it is being recommended that the council introduce a co-mingled recycling collection and a weekly food waste collection. This recommendation needs to be confirmed with Hampshire County Council by 1 March 2024. Further consultation and engagement detailing these proposed changes and how they impact residents will be completed before any change is implemented.

Discussion of all these changes is ongoing and includes consideration of financial and carbon costs, infrastructure, and timescales for implementation, as well as changes to the service offered by our waste disposal authority, Hampshire County Council. This report aims to be an update on these work streams with a further report, for decisions to be made, coming back to Cabinet in March 2024.

RECOMMENDATIONS:

It is recommended that Cabinet:

In respect of the recycling service offered by the city council

1. Agree that, as a result of resident feedback and the options appraisal set out in 11.45, the preferred option is a co-mingled recycling collection service collecting a wider range of materials and that Hampshire County Council be advised accordingly.
2. Agree to seek to introduce a separate collection of food waste by 31st March 2026 with the Councils current contractor Biffa, including to provide quoted prices for the required food waste collection vehicles.
3. Agree that the Council will pursue the current lowest carbon viable options as a priority for service delivery.

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

1.1 Tackling the Climate Emergency and Creating a Greener District

1.2 Waste management and recycling is a key part of tackling the climate emergency and creating a greener district. Winchester City Council has ambitions to significantly increase its recycling, reduce waste and improve its carbon performance, which will support the ambitions in the Council Plan of becoming greener faster.

1.3 The Environment Act 2021 requires a minimum range of materials that can be recycled. This would increase the range of materials, as the provisions of the Act come into force, that could be recycled in Winchester and would enable residents and businesses to reduce the amount of waste each household produces, which in turn will be better for the environment.

1.4 Increased recycling will reduce the amount of waste sent to landfill or incineration, thereby reducing carbon emissions. Stopping waste from decomposing in a landfill, can reduce harmful gases, such as methane from food waste, being created and released into the atmosphere. Methane is a potent greenhouse gas and this action to reduce its production will benefit the environment. Likewise, reuse of recycled materials will reduce the need for carbon intensive raw material extraction and conserve limited resources.

1.5 Hydrotreated Vegetable Oil (HVO) as a replacement for diesel fuel in the waste and recycling fleet is aimed to be introduced from April 2024. This is an interim solution while other net zero solutions are explored. From verified sustainable sources, HVO offers up to 94% reduction in carbon emissions and up to 50% reduction in particulates. It contributes to the circular economy and avoids extraction and combustion of fossil fuels. Operating all frontline waste and recycling vehicles in this way will result in a reduction of 776 tCO_{2e} per year, reducing the council's current carbon footprint by up to 20%.

1.6 Vibrant Local Economy

1.7 Waste and recycling collections are a universal service offered by the Council to every home in the district. It is important that an effective and efficient service is offered that reduces waste and encourages recycling.

1.8 Government initiatives, Extended Producer Responsibility (EPR) and Deposit Return Scheme (DRS) will introduce changes to businesses that have to be implemented in a limited window of time. Businesses are likely to need support and education to help achieve compliance.

1.9 Living Well

1.10 A reliable and extensive household waste and recycling collection service supports a healthy living environment.

1.11 Your Services, Your Voice

- 1.12 The views of residents are important as, alongside the council's own ambitions of improving recycling for residents, the Council must put in place a new waste and recycling service to meet changes in national legislation and changes in disposal arrangements by Hampshire County Council. A public consultation survey was undertaken in autumn 2023 to seek resident views on recycling to help inform the new waste strategy. The outcomes are discussed in sections 6.7 and 11.17 to 11.22 below of this report, and the Survey report is attached at Appendix 1
- 1.13 Participation was very high with the council receiving 8470 responses. This is an excellent sample, with sufficient representation from all age groups and property types, providing important information about how people currently recycle and what they would like to be able to do in the future.
- 1.14 In summary, most of our residents are keen to recycle more, including food waste. A lot of respondents were confused about what can currently be recycled and would like to know more. As the government has outlined in 'Simpler Recycling', a move to co-mingled recycling where all dry recycling (plastic, metal, paper, card, glass) goes in the same bin would be helpful to most people in our district. The outcomes are discussed in more detail in sections 11.17-11.22 and in the report in the appendices.
- 1.15 Whilst the consultation survey in the autumn addressed the 'what' further consultation and engagement is planned in order to understand the 'how'. This will inform possible solutions so that implementation can be achieved successfully. For example, the types of bins used for food waste.

2 FINANCIAL IMPLICATIONS

- 2.1 The Council is awaiting further details of funding from the Government, particularly in relation to the introduction of a food waste collection service by 1st April 2026. DEFRA have now confirmed that capital funding of £1.38m has been allocated to Winchester City Council, however this is likely to be substantially short of the actual vehicle and receptacle costs and as such a £2m budget has been presented in the capital programme. No indicative funding figures have yet been provided for the ongoing running costs of a new food waste collection service. The council will write to DEFRA via their recommended pathway to challenge the indicative funding if needed.
- 2.2 It has been confirmed by DEFRA that capital funding will be provided for investments after 31 March 2023 and for running costs from 1 April 2026 onwards under the New Burdens doctrine.

“New burdens funding for food waste capital transitional cost will cover the costs of purchasing trucks and bins needed to deliver weekly food waste collections. Local authorities will receive a lump sum grant via a section 31 grant.”

“Capital transitional funding will be paid in the 2023/24 financial year, with transitional resource costs paid from the 2024/25 financial year and ongoing resource costs paid from 1 April 2026, with further details provided in due course.”

The one-off costs of implementation such as the purchase of vehicles and containers – deemed ‘transitional capital funding’ – will be addressed. Details of how the food waste service will be implemented will be developed, following consultation, in due course but modelling indicates an increase in costs in the order £1.4m per annum.

A proportion of ongoing increased operational costs with the current waste and recycling contractor is expected to be covered by the ‘New Burdens’ Funding. It is estimated that a minimum of 80% of reasonable costs will be covered.

Other one-off costs, such as communications and short-term change management, could also be expected to be supported under transitional resource costs funding, but this has not been confirmed.

Additional depot storage space will create additional costs. These are unknown at this stage and will be brought back to cabinet once details have been established.

- 2.3 Additional internal resources will be required to support this project including delivering the waste collection consultation exercise, communications, finance, legal, procurement, operations review and project management.
- 2.4 Changes to dry mixed recycling collections (additional materials not currently collected by Winchester) will also incur additional capital and resource costs.
- 2.5 [Extended Producer Responsibility](#) (EPR) payments for packaging will be provided to local authorities, where packaging producers are made responsible for the costs of collecting and managing packaging waste through efficient and effective services. Initial estimates are that local authorities in England will collectively receive payments totalling in the region of £900 million per annum for managing household packaging waste. Details of funding have not yet been released.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The Environment Act 2021 requires a minimum set of material to be collected separately from households for recycling. The core recyclables include glass bottles and containers, paper and card, metals, plastic bottles, plastic pots, tubs and trays and food and drink cartons. Plastic film will be introduced in 2026/27. It also requires a separate food waste collection from households with a minimum collection frequency of weekly.

- 3.2 Details were confirmed in the 'Simpler Recycling' announcement of 21 October 2023 and the Government intends to introduce an exemption to enable the co-collection of dry mixed recyclables (Co-mingled).
- 3.3 Changes to the existing collection service can be accommodated via contract variations of the existing waste collection contract with Biffa Waste Services Limited. External legal advice has been sought, which confirms that these variations may be made under the terms of the existing contract and are compliant with the requirements of the Public Contracts Regulations 2015.
- 3.4 All procurement activities undertaken by the council, for example the procurement of new food waste bins, will be conducted in accordance with the Public Contract Regulations 2015 (PCR 2015) and the Council's Contract Procedure rules as relevant.
- 3.5 In addition, further legal advice has also been sought on the Council's legal duties under the Environment Act 2021, and on the consultation requirements that apply to the proposed changes to the Council's waste management and recycling services. This has informed this update report and will inform the Council's decision-taking anticipated in March.
- 3.6 The advice concludes that the Council's engagement with partners and residents on its municipal waste management strategy is in accordance with the principles of fair consultation. It is noted that it is planned to carry out a further consultation (the 'how') in relation to the detailed implementation of the strategy. These steps gain valuable community input and help to demonstrate the reasonableness of the Council's approach.

4 WORKFORCE IMPLICATIONS

- 4.1 Additional resources will be required in the short term to support delivery of this project including (but not limited to) consultation, communications, finance, legal, procurement, operations review and project management. Some provision has been made in the Future of Waste & Recycling Project reserves budget for external advisers to deliver these short-term support services.
- 4.2 A project implementation team is being established for the next 2 years to ensure that the required resources are available to deliver the new requirements in relation to recycling.
- 4.3 Changes to the recycling collection service have been modelled. Outcomes suggest that the proposed solution will require additional operational staff to run the service and administrative staff to implement the changes. The operational staff will be employed by the Council's collection service contractor Biffa.
- 4.4 Whilst this is not a direct impact on the Council it will affect contract costs and provide additional local employment.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 The collection service operates out of the Barfield Close Depot together with ID Verde for the grounds' maintenance service. The depot is at capacity and if introduced, the mandatory requirement for a food waste collection will mean that new vehicles are needed. This is likely to be between 8-10 new food waste vehicles which cannot be accommodated in the current depot space. It will also require additional storage for the distribution and management of bins.
- 5.2 New/increased depot space will need to be made available. Facilities owned by the council in the vicinity of the current depot offer an opportunity to meet this requirement and are currently being investigated with a view to developing them. Any new site will require a lease with the waste contractor, Biffa.

6 CONSULTATION AND COMMUNICATION

- 6.1 The Health and Environment Policy committee considered the policy objectives of a new waste strategy at its meeting on the 22nd January. The slides are attached as Appendix 5. The main points of discussion were;
- 6.2 - Ensuring a service is available to everyone, including those on assisted collections and living in less usual properties including those in communal households.
- 6.3 – operating the service at as low a carbon footprint as possible, meaning that the council doesn't just focus on recycling, but the overall amount of waste produced.
- 6.4 – aiming to operate the scheme as effectively as possible so that Winchester can become a national leader.
- 6.5 The conclusion from this meeting was that based upon the information which we have at present and subject to further working with the Project Integra partners, the unanimous preference from the committee was that the co-mingled approach was the option to be pursued, for reasons of cost, simplicity, and recycling performance.
- 6.6 Discussions have also been held at the Project Integra Board of which Cabinet Member for Climate Emergency is a member. In a letter from Cllr Nick Adams-King, Executive Lead Cabinet Member for Universal Services, the County Council asked that “a decision is made on the preferred [collection] system by 1st March 2024 to give the best opportunity to deliver any new infrastructure by April 2026...” A copy of the letter from Hampshire County Council can be found at Appendix 2.
- 6.7 A public consultation was undertaken in autumn 2023 to seek views from residents on their recycling habits and preferences; further details on this can be found above in 'your service: your voice'.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 Winchester City Council has an opportunity to improve its waste and recycling collections and performance and, by doing so, to reduce its impact on climate change. Any changes will consider current viable environmental benefits and impacts as part of the process.
- 7.2 There is a national requirement to increase the range of dry recycling materials collected from households and to collect food waste separately. This change will benefit the environment by reducing the quantity of waste sent to landfill and Energy from Waste.
- 7.3 The council is intending to trial use of Hydrotreated Vegetable Oil (HVO) in its general collection fleet as this is a low carbon fuel. There is potential to use electric vehicles for food waste collection as this is suitable for short trips, frequent stop journeys, and would derive significant environmental benefits and carbon reduction. It may not be possible to run the entire food waste collection fleet as zero emissions vehicles due to vehicle range and available recharging infrastructure. This is currently subject to a detailed study which will inform future decisions about vehicles.
- 7.4 The council is currently working with the Association of Public Service Excellence to understand the electrical supply capacity at the Depot, and the work required to enable electrical vehicles to be accommodated.

8 PUBLIC SECTOR EQUALITY DUTY

- 8.1 The waste collection service is available to all households as a statutory duty. Assisted collections are available on request. Shared accommodation / multi-occupation buildings will have slightly different requirements such as a communal bin for residents.
- 8.2 An Equality Impact Assessment was completed for the project in July 2023 covering the consultation and engagement required for any changes to the waste and recycling service (CAB3409 refers). A further Equality Impact Assessment will be developed for the delivery strategy and submitted to a future cabinet once the details of the service have been determined.

9 DATA PROTECTION IMPACT ASSESSMENT

- 9.1 Participants in the public engagement survey were asked to provide their email address if they were happy to be contacted with some follow-up questions about this subject, this was carried out in compliance with the Council's privacy policy.

10 RISK MANAGEMENT

- 10.1 There is a full project risk register which is a working document and will be reviewed and updated throughout the project life cycle as part of the project governance. This can be found at Appendix 3

Risk	Mitigation	Opportunities
<p>Financial Exposure</p>	<p>Government funding to support required changes will provide mitigation to the increased costs of new requirements.</p> <p>Any changes to the collection service may increase costs. These costs would need to be fully considered as part of the financial modelling to ensure the most cost-effective solution is achieved.</p> <p>The Council is holding assets in the vicinity of existing depot that could address the requirement to provide additional depot space.</p> <p>Mitigation of these issues will be achieved by aligning decision making on implementation with confirmation of Government funding and better understanding of financial exposure.</p> <p>The waste disposal system being developed by Hampshire County Council is a key factor in the design of the collection service. Lack of certainty around this and potential additional costs to the City Council are a financial and project risk.</p>	<p>Introducing a new separate food waste collection will have positive environmental benefits.</p> <p>Support funding from the Government will give the council a cost-effective opportunity to introduce positive changes to its household collections.</p> <p>Close working with the County Council to ensure the two processes are aligned.</p>

<p>Exposure to challenge</p>	<p>External legal advice has been commissioned to help steer the process to ensure it is robust. Engagement with residents through a resident's survey has been undertaken at an early stage of developing the new waste strategy for households. Consultation and engagement will continue to be undertaken as the strategy is developed and agreed in order to understand residents needs and issues with any changes to the waste and recycling collections system.</p>	<p>Good engagement will ensure that opportunities as well as issues are identified. This can involve communication with residents to provide good information about what can be recycled now and under the new system once introduced.</p>
<p>Innovation</p>	<p>Consideration of the type of collection vehicle for the new food waste service is currently underway. This needs to take into account practical considerations such as vehicle ranges and supply of fuel, along with whole life costs of the vehicles.</p> <p>Use of HVO fuel for the current waste collection vehicles is being progressed.</p>	

<p>Reputation</p>	<p>Waste and recycling collections effect every resident. Appropriate engagement with residents and members is being factored into the project timeline at an early stage to be considered in development of service delivery models.</p> <p>The engagement with residents will seek to identify key issues which will help to shape the new service.</p> <p>Undertaking the process set out in the report to develop a waste strategy for the future will contribute towards compliance with national and regional requirements.</p>	<p>Improving carbon and recycling performance will be assessed as part of development work. Improving carbon and recycling performance would have a positive impact on reputation.</p>
<p>Achievement of outcome</p>	<p>The council has a statutory duty to deliver a new waste management service and has committed resources to do so. This project will develop and deploy a collection system that considers environmental benefits, affordability, customer needs, and statutory requirements.</p>	<p>With the opportunity of external funding, it allows an opportunity to review current collection arrangements with the intent to improve the service and most importantly recycling rates.</p>
<p>Property</p>	<p>Additional food waste vehicles will need to be stored, requiring more depot space.</p>	<p>The Council has assets in the vicinity that could be deployed to support this additional space requirement.</p>

Community Support	Consultation and engagement exercises will engage with households and community groups to ensure all interests are reflected and captured.	
Timescales	<p>Officers are in regular engagement with Hampshire County Council regarding the new Material Recovery Facility. Any delay will be highlighted early, and a contingency agreed.</p> <p>Specialist food waste vehicles have a long lead-in time to procure (18-24 months) therefore this process is being started as soon possible.</p>	Procurement of vehicles, whilst a long lead in time, should not pre-determine the outcome of any consultations on the operational details of the scheme.
Project capacity	<p>A project team is being established for the next 2 years to ensure that the required resources are available.</p> <p>Additional internal resource will be required to support project leads on specialist work areas along with external specialist resource to support delivery.</p>	

11 SUPPORTING INFORMATION:

11.1 **Background**

11.2 The Environment Act 2021 requires a minimum range of materials that can be recycled. In November 2021 the government carried out a consultation, called 'Consistent Recycling' proposing that individual recyclable materials, including food waste should be collected separately. (reported to Cabinet

December 2021). The follow up to that consultation was not published until October 2023.

- 11.3 The government response, titled 'Simpler Recycling' (21/10/2023) confirmed some of the details regarding the implementation.
- 11.4 Whilst Winchester City Council, has responsibility for collection of waste and recycling, Hampshire County Council has responsibility for how and where the materials are received and treated or disposed, and can direct the collection authority where to take them.
- 11.5 In order to be prepared the Council carried out a survey of residents to find out more about recycling activities by households and what improvements residents would like to see in the future to move towards our greener objectives. See appendix 1. Together with a future consultation on the details, this will help to inform the nature of the systems to be introduced.
- 11.6 In addition, the Council has undertaken modelling of a range of collection options that would fulfil the obligations, to determine costs and associated recycling levels.

11.7 **Waste Collection Service Improvements**

11.8 Simpler Recycling

- 11.9 Simpler Recycling introduced a clear shift in policy towards allowing fully co-mingled recyclables collections including glass (i.e., everything in one bin), which means the previously agreed policy for twin stream collections (i.e., collection of materials in 2 separate vehicles/bins to support high quality collections) in the future will need to be updated to reflect this. Key policy impacts for Winchester are:
 - a) Dry mixed recyclables can all be collected in a single bin - "Co-mingled". This will include plastic pots, tubs, trays, cartons, paper and card, metal cans, and glass bottles.
 - b) Food waste must be collected separately on a weekly basis. As Winchester has not yet invested in capital, the Council will be eligible for new burdens funding. The value has not yet been determined although an indicative figure of £1.3 million has been released.
 - c) Food waste and new dry recycling collections must be in place by 31st March 2026
 - d) Residual waste collections must be at least every 2 weeks. However, this is being challenged by those authorities that have already moved to 3-weekly collections.
 - e) Garden waste collections are not required to be free, so Winchester can continue to charge for and operate its existing service.
 - f) Extended Producer Responsibility (EPR) payments commence in April 2025. No details are available yet but estimated at £900 million per annum in total across all local authorities.

- g) A deposit return scheme (DRS) will be introduced by October 2025 for all plastic bottles and drink cans (over 50ml and under 3l)

11.10 Hampshire County Council

11.11 Following the government announcement on 'Simpler Recycling' Hampshire County Council has clarified its position:

- Discussion on the Inter Authority Agreement (IAA) that was due to be signed by 31st October 2023 (reported to cabinet July 2023) has been paused.
- Hampshire County Council will retain income received from the processing of dry mixed recycling with effect from April 2024.
- The proposed charges for contaminated recyclable materials delivered to Hampshire County Council above the agreed 5% rate will not be introduced.

11.12 Hampshire County Council is proposing to build a new Material Recovery Facility (MRF) which, under earlier proposals, would have accommodated part of a twin stream recycling system i.e., the dry mixed recycling plus separate paper & card facility. The government's announcement of a co-mingled recycling policy means this may have to change. Thus, the County Council has asked all Waste Collection Authorities (WCA) in Project Integra to specify their preferred collection system, with the proviso that there will be only one collection system which all waste collection authorities will be required to use. This must be confirmed by 1st March 2024 to enable the County Council to build the new recycling facilities in time. A single system only can be accommodated so WCAs must reach a collective decision.

11.13 Winchester must determine its preferred collection system and indicate its proposed collection methodology by 1st March 2024. Advice has been sought from the County Council as to the approach they will take if there is variation across the County from waste collection authorities. The County Council is also working with Project Integra on modelling the costs and benefits of the whole waste and recycling system in order to support the decision making.

11.14 Should Winchester, or another authority, specify a preferred collection system that is different from that of the majority of other collection authorities, the preference will need to be reconsidered.

11.15 In order to come to a decision on the preferred collection system Winchester has undertaken two additional pieces of work, firstly to measure understanding and behaviour in waste and recycling from across the community, and secondly by modelling the cost and performance impacts of a number of different approaches. Details of both of these are set out below, leading to an options appraisal and a preferred solution for Winchester.

11.16 The County Council also specified that they would provide a food waste treatment site, but garden waste must continue to be collected separately, i.e., food waste and garden waste cannot be collected together.

11.17 Public Consultation Survey

11.18 In view of the forthcoming changes, Winchester carried out a public consultation survey, which asked about the respondent's recycling habits, understanding, and appetite to recycle more.

11.19 The survey also asked respondents how full their recycling and residual waste bins are, and how much space they have available for [additional] bins. The survey finished by asking for further ideas and willingness to participate in future consultation.

11.20 There was an excellent response – 8740 people (~15% of households or 6% of the population). This is a representative sample of views across the council area, with significant figures from all age groups and property types, giving strong support to the views of respondents being taken fully into account in the council's decision-making process.

11.21 In summary the survey concluded:

- Residents want to recycle more.
- Residents want recycling to be easier.
- People are confused about what materials they can put out for recycling.
- Residents are keen to recycle food waste.
- People have limited space for additional bins/containers.

11.22 A copy of the survey report is attached at Appendix 1. This indicates people are unsure about which materials can and cannot be recycled. Government requirements are for a wider range of materials to be recycled and that a single recycling bin may be used. Use of a single bin to receive all materials for recycling would resolve issues about what items to put in which bin and thus simplify recycling. An analysis of the survey results was provided to the Health & Environmental Policy Committee on 22nd January.

11.23 Modelling

11.24 The City Council engaged consultants to carry out modelling of selected options for collection of waste and recycling to determine comparative carbon impacts, costs, and recycling rates measured against the current system as baseline, and this was based on agreed assumptions – such as a driver plus two loaders in each collection vehicle.

11.25 Variants considered and addressed included introducing: twin stream recycling versus co-mingled; varied collection frequencies; varied bin sizes. All options included weekly food waste collection and a charged-for garden waste collection on a fortnightly basis.

- 11.26 A summary of the options and associated cost/recycling comparisons can be found in Appendix 4 and in 11.45 below.
- 11.27 Financial Implications
- 11.28 The introduction of the collection changes will have significant cost implications, both capital and revenue. These will be offset to some degree by government funding under the New Burdens doctrine. In addition, there are likely to be some financial changes due to the Inter Authority Agreement (IAA) with Hampshire, discussions on which have currently been paused.
- 11.29 Hampshire County Council has determined that with effect from 1 April 2024 the County Council will retain all the income that is derived from the sale of dry mixed recycling delivered by the Waste Collection Authorities, but that they will not now recharge the cost of contamination of kerbside collected dry mixed recycling over and above the agreed rate of 5%.
- 11.30 The Council can expect New Burdens funding for food waste collection operations from 1st April 2026 plus transitional funding for capital investment and revenue incurred after March 2023. Amounts have yet to be determined but are indicated to be a minimum of 80 % of reasonable costs. Winchester City Council has received notification that it has been allocated indicative capital funding for food waste collection of £1.3m.
- 11.31 Implementation of food waste collection
- 11.32 Simpler Recycling indicates that a weekly separate collection of food waste must be introduced by 31st March 2026, and that new burdens funding would be provided for the implementation.
- 11.33 The Council is already making preparations. We asked residents for their views in the 2023 resident consultation and found that the significant majority are in favour regarding food waste collection. Operational details will be consulted on, but the preferred method based upon the experience of other authorities is using an animal-proof food waste bin for/at each household and communal property across the district.
- 11.34 The service changes will require the procurement of 8-10 additional collection trucks and over 100,000 new containers. The existing depot does not have space for these additional assets. However, there is available council land in the immediate vicinity (former goods yard at Bar End Road). Use of this site will be investigated and considered at a future Cabinet meeting.
- 11.35 Implementation of Dry Recyclables Collection
- 11.36 The Council must implement changes to the collection of dry mixed recyclables by 31st March 2026. The Council is waiting for the government to release more details including those related to funding through EPR.

- 11.37 The Council has asked residents for their views and found that the most people are very keen to recycle more, and that there is confusion about what to recycle at present. Understanding of what materials can or can't be recycled is limited. A fully co-mingled collection system where all materials are deposited in a single bin is much clearer for residents. This is subject to the infrastructure to be provided by HCC, which in turn is subject to a collective decision by all the authorities in Project Integra.
- 11.38 In terms of contract options for running waste collection services, the Council currently has a long-term contract with Biffa for all of its waste collection services. The existing contract runs until the end of 2029. There is provision in the current contract to extend for a further 8 years. The addition of a new food waste service will involve securing additional purpose-built vehicles. The food waste service addition will require a variation to the Biffa contract to commence this in 2026.
- 11.39 In order to get best value from vehicle purchases and to secure these vehicles in time for the new food waste collection service to start it is considered that these vehicles are best ordered by Biffa through their supply chain, utilising agreements they have in place with suppliers. As such for these reasons other options such as retendering the waste collection service are not being pursued. Other pertinent factors to support this approach include the time, costs and resource required to retender and potential costs of terminating the current contract. In support of a possible extension, is the spreading of vehicle costs across a longer contract term and avoidance of the disruption of introducing a new contractor.

11.40 **Options analysis**

- 11.41 To enable the council to identify its preferred option in order to engage with Hampshire and the other collection authorities, options table (1) below sets out the scores that each option achieves when rated across a consistent framework, reflecting the core objectives set out below along with the priority attached to those objectives. Essentially there are two main options to take forward, either move to a twin stream system where there are two different types of recycling collections at each household, or a single collection system with all recycling material co-mingled into the same recycling container. With both these options there are potentially variations in collection frequency which are possible, which change the ease of use for residents. Food waste collection is included with all options.

11.42 Core objectives

- Impact on carbon (20%)
- Impact on recycling (20%)
- Impact on cost (15%)
- Impact on how simple the system is to understand (15%)
- Impact on the simplicity of collection (10%)

- Impact on storage space (10%)
- Impact because of the capacity of collection (10%)

Table 1

	1 Baseline (2,2)	2 Twin (1,2,2,2)	3 Twin (1,2,2,4)	4 Twin (1,2,2,4)	5 Comingled (1,2,2)	6 Comingled (1,2,1)
Summary	The current situation where a fortnightly collection of waste and recycling alternates in a 240l bin, with glass collected every 4 weeks.	An additional weekly food waste collection, a separate collection of paper and card (240l bin) on a fortnightly basis the recycling bin (240l) includes pots tubs trays and cartons added, with glass.	An additional weekly food waste collection, a separate collection of paper and card (240l bin) on a 4-weekly basis the recycling bin (240l), includes pots tubs trays and cartons added, with glass.	An additional weekly food waste collection, a separate collection of glass 40l box on a 4-weekly basis the recycling bin (240l), includes pots tubs trays and cartons added	An additional weekly food waste collection, All other recycling materials, plus pots tubs trays and cartons go into one recycling bin (240l) which is collected fortnightly	An additional weekly food waste collection, All other recycling materials, plus pots tubs trays and cartons go into one recycling bin (240l) which is collected weekly
Total capacity per week (litres) (excludes chargeable garden waste)	240	383	323	273	263	383
Government (pass / fail)	Not allowed. Mandatory food waste collection plus wider range of recycling to be collected. (Fail)	Allowable system (Pass)	Allowable system (Pass)	Allowable system (Pass)	Allowable system (Pass)	Allowable system (Pass)

	1 Baseline (2,2)	2 Twin (1,2,2,2)	3 Twin (1,2,2,4)	4 Twin (1,2,2,4)	5 Comingled (1,2,2)	6 Comingled (1,2,1)
Hampshire County approach Pass / fail	Does not match new county approach (Fail)	In line with County Options (Pass)	In line with County Options (Pass)	In line with County Options (Pass)	In line with County Options (Pass)	In line with County Options (Pass)
WCA approach (pass/ fail)	Does not match WCA approach. (Fail)	Unsure of approach of WCA's until modelling completed.				
Outcome	Fail	Pass	Pass	Pass	Pass	Pass

	1 Baseline (2,2)	2 Twin (1,2,2,2)	3 Twin (Paper and card) (1,2,2,4)	4 Twin (glass) (1,2,2,4)	5 Comingled (1,2,2)	6 Comingled (1,2,1)
Impact on carbon (20%)	No change	-3191 tCO ² e (18%)	-3229 tCO ² e (19%)	-3197 tCO ² e (18%)	-3255 tCO ² e (20%)	-3107 tCO ² e (15%)
Impact on recycling (20%)	42% (0%)	57% (20%)	57% (20%)	57% (20%)	57% (20%)	57% (20%)
Impact on finances (15%)	Neutral n/a	+1.61m (0%)	+1.27m (7%)	+1.2m (8%)	+0.88m (15%)	+1.46m (3%)
Impact on ease of understanding (15%)	Difficult to understand. (0%)	Simpler than now (7.5%%)	Simpler than now (7.5%)	Simpler than now (7.5%)	Most simple system (15%)	Most simple system (15%)
Impact on resident storage space (10%)	Neutral	More than now. Net one large new bin. (0%)	More than now. Net one large new bin. (0%)	No change from now (5%)	Slightly less than now (10%)	Slightly less than now (10%)
Impact on collection simplicity	Neutral	Less simple	Significantly less simple than now	Same as now	Most simple system	Neutral

	1 Baseline (2,2)	2 Twin (1,2,2,2)	3 Twin (Paper and card) (1,2,2,4)	4 Twin (glass) (1,2,2,4)	5 Comingled (1,2,2)	6 Comingled (1,2,1)
(10%)	(5%)	than now (2%)	(0%)	(5%)	(10%)	(5%)
Impact on capacity (10%)	Neutral (0%)	Very large increase in capacity (10%)	Large increase in capacity (7%)	Large increase in capacity (7%)	Small increase in overall capacity (2%)	Very large increase in capacity. (10%)
Outcome	Fail	57.5%	60.5%	70.5%	92%	78%
Ranking	Fail	5	4	3	1	2

From the options appraisal above, based on the core objectives set out, and the priorities attached to them, and using current information, the preferred option is to operate a co-mingled collection system on a fortnightly basis.

This is a system operated by similar councils to Winchester and has been proved to operate effectively in those areas, with recycling rates which match those of the modelled totals.

11.43 EPR, DRS and Non-household premises

11.44 The government will be requiring non-household municipal premises (such as businesses, schools, and hospitals) to make arrangements for dry recycling and food waste recycling collections and to present the waste in accordance with the arrangements by 31 March 2025. The timescale is shorter due to more flexible contract arrangements in operation in majority of business premises.

11.45 Businesses with fewer than ten full-time equivalent employees have until 31 March 2027.

11.46 In addition, businesses have requirements under the Extended Producer responsibility (EPR) and Deposit Return Scheme (DRS). The council will have a role to play in providing support to such organisations to help improve recycling and waste minimisation together with the introduction of requirements associated with EPR and the DRS by October 2025. This could be in the form of information and education together with options for extending

the food waste collection service to non-municipal properties on a charged-for basis. Further information will be brought back to cabinet when details of finances and responsibilities are clarified.

11.47 Timelines

11.48 Dates by which the new requirements must be implemented have been set out by government. It is noted that these are final dates whereas in practice implementation needs to commence sometime before the deadline. Government deadlines are set out in the table below.

Date by for:	Households	businesses / non-domestic premises
New collection requirements		
dry recyclable materials (except plastic film)	31/03/2026	31/03/2025
Food waste	31/03/2026	31/03/2025
Garden waste	31/03/2026	N/A
Residual waste 2- weekly (minimum)	31/03/2026	N/A
plastic film	31/03/2027	31/03/2027

12 OTHER OPTIONS CONSIDERED AND REJECTED

12.1 To support the development of the council's waste collection strategy different options for waste collection methods are being considered and modelled by cost, ease of use and recycling rate prior to selecting a preferred option. Details are set out in the main body of the report above.

12.2 In relation to food waste collection, an option considered but not pursued was collection via a split-bodied vehicle (also called a 'pod') i.e., able to collect food in the front 1/3 and recyclables in the rear 2/3, versus a separate food waste only vehicle. It was noted that the pod vehicle had been used in Eastleigh Borough Council but subsequently changed to single food waste trucks due to potential health risks from splashback when loading. Other determining factors are cost – the vehicles are more expensive, and difficult to hire in the event of breakdowns; practicality – require more trips to the tipping point and less suited to urban areas than rural; operating tonnages - wet food waste is far heavier than dry recyclables.

12.3 The council is not currently considering three-weekly residual waste collections. This has been ruled out by Government.

- 12.4 The council has considered twin stream collection of recyclables versus co-mingled. Twin stream was the system formerly agreed with Hampshire County Council. However, the Government has determined through its consistency announcement that co-mingled is acceptable as a collection method. It is considered that a co-mingled collection system is a more cost-effective method of collection and is simpler for residents to use. District Councils in Hampshire need to give the County Council its preferred collection method in March of this year (2024).
- 12.5 Consideration has also been given as to whether a separate procurement for food waste collection should be pursued. This is not currently considered to be practical i.e., having potentially two different contractors collecting the council's waste. This would also lose the economies of scale of having just one contractor and would likely be more expensive.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

CAB3328 Approving the joint municipal waste management strategy 08-12-21

CAB3409 Future of Waste and Recycling 18-07-23

HEP Committee - Waste and Recycling Strategy in Winchester 22-01-24

Other Background Documents:-

None

APPENDICES:

1. Public Consultation Survey report
2. Letter from Hampshire County Council Nov 2023
3. Future of Waste and Recycling Strategy Risk Register
4. Summary of Modelling by WSP
5. HEP Committee presentation January 2022