

# CABINET

THURSDAY 24 MAY 2022

## JOINT MUNICIPAL WASTE MANAGEMENT STRATEGY

### Report of Executive Head of Neighbourhood Services

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#### Recommendation

It is recommended that **Cabinet approves the revised Joint Municipal Waste Management Strategy (JMWMS).**

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#### Summary

The legislative and budgetary environment has changed significantly for all partnership authorities within Hampshire since the 2012 JMWMS was last refreshed. To consolidate an agreed path for service consistency and best value in waste service delivery for the County as a whole, Project Integra (PI) has updated the JMWMS. This updated JMWMS will be reviewed by the partnership every three years.

The full JMWMS is attached to this report and this report refers to key points arising from the JMWMS.

The updated JMWMS is based upon the principles of the waste management hierarchy, which dictates that waste prevention is the most desirable outcome followed by reducing, reusing, and then recycling resources before the worst-case option of disposal. The JMWMS also aims to deliver engagement, education and raise awareness of waste management within the community to drive material up the waste hierarchy.

#### Statutory Powers

Environment Act 2021

#### Strategic Implications

1. The revised JMWMS will support the Council in continuing to meet its Minimising Waste and Maximising Resources objective in the Corporate Plan 2015 – 2025.
2. The Government's Resources and Waste Strategy for England (published December 2018) set a target for a minimum of 65% of municipal waste to be

recycled by 2035. This is also reinforced by the EU Circular Economy Package.

3. Responding to the Climate and Environmental Emergency is critical, as is the need to ensure residents are also clear about their responsibilities and the Council's responsibilities for managing their waste and recycling.
4. The Environment Act 2021 and legislation that will arise from it, will support the objectives of the revised JMWMS.

## Introduction

5. The key objectives of the revised JMWMS are:
  - **Whole system thinking at PI level** - Whole system thinking is a key priority and will allow the most effective and efficient waste management system to be delivered. By understanding how changes made by individual members of the partnership impact on the system as a whole in terms of cost and tonnages, an integrated approach is adopted and the best outcomes at a local level are derived.
  - **Development of and commitment towards revised JMWMS implementation Plan** - An implementation plan with clear actions will be developed by a joint PI working group, along with responsibilities assigned to stakeholders to ensure objectives can be met. Local variations will be captured and considered in the plan as it is understood not all stakeholders will be able to follow the same approach in all instances, for example, authorities that have contracts in place to deliver waste collection services, may find contractual end dates might delay implementation of two stream collections.
  - **Setting agreed performance indicators and targets** - Improving service performance will continue to be at the forefront of the JMWMS and a performance monitoring regime will be developed and agreed by all PI partners to track improvements. The PI recycling rate for 2020/21 was 35%, a decrease of 3.78% from 2019/20. Eastleigh Borough Council has an estimated recycling rate of 45% for quarters 1, 2 and 3 in 2021/22. Contamination of recyclable material will continue to be a key measure of performance. When twin stream collections take place from 2024 onwards, authorities will be required to fund contamination costs. The mechanism for this is still to be determined. The better the quality of recyclable materials, the lower the impact of these costs.
  - **Identification of external funding opportunities** - As the focus on the circular economy becomes more central, (reducing waste to a minimum by reusing, repairing, refurbishing and recycling existing materials and products), it is anticipated that further types of funding to support these activities will become available. The Government has also intimated that New Burden Funding will be provided for new services that will be mandated within the Government's Resources and Waste Strategy.

6. The JMWMS also proposes the introduction of two stream (also known as twin stream) collections. Two stream collections will consist of fibres (paper and card) in one receptacle, and containers (glass bottles and jars, plastic bottles, plastic pots, tubs and trays, metal tins and cans) in another. With the need to improve the quality as well as quantity of the recyclables collected and as HCC's disposal contract with Veolia is in its final eight years, now is the time all authorities to agree on the future design of recycling and waste services. This approach will require the redevelopment of waste transfer infrastructure and Materials Recovery Facilities (MRFs) to be capable of handling glass in either new or upgraded facilities.
7. A Waste and Resources Action Programme (WRAP) study was undertaken in 2020/21 to support PI in identifying an optimal collection option, reviewing options based on two-stream and multi-stream (kerbsort) collections. The outcomes have allowed PI to plan for the implementation of a waste management solution for Hampshire that meets national and local recycling aspirations at the lowest overall cost for the system.
8. The two-stream dry recycling collection will require the redevelopment of waste transfer station infrastructure and Materials Recovery Facilities (MRFs) to be capable of handling glass (either in new or upgraded facilities) within a container's material stream. The residual waste collection will remain unchanged.
9. Reducing contamination is a key objective and this will also help improve the Borough's recycling performance. The average dry mixed recycling contamination level across the authorities in Hampshire was 15.93%% in 2021/22. In the same year the contamination level for Eastleigh Borough Council was 17.52%.
10. The JMWMS recognises that the above changes will require new improved joint working and funding arrangements and that these should be structured to incentivise and support positive waste management practices and achieve value for money for all partnership authorities.
11. This JMWMS does not commit Partners to a particular funding arrangement, as this is being discussed through separate work being undertaken on a revised Partnership Agreement. Instead, the JMWMS recognises the need to revise the current arrangements to ensure they are fair, and all parties are incentivised to improve performance having regard to the government's legislative changes.
12. PI will develop a Waste Prevention Plan to drive this, following further waste prevention guidance from Government. This will require engagement and commitment by all partners to drive the initiatives and ensure objectives are achieved.
13. The JMWMS provides a framework for the Council as it develops its approach to increasing recycling and reducing and preventing waste growth and putting in place requirements resulting from the Environment Act 2021.

## **Financial Implications**

14. The JMWMS has no financial implications and does not commit the authority to a particular funding arrangement. This is being discussed through separate work being undertaken on a revised Partnership Agreement.
15. However, the JMWMS implementation plan that will be agreed by the partnership will have financial implications. The implementation costs that will need to be absorbed will relate to purchasing additional containers for fibre and possibly new vehicles. The Environment Act 2021 and its objectives for local authorities will result in significant changes to waste collections and will require resource to plan and manage changes and support ongoing communications and behaviour change programmes with residents and businesses. Whilst the Environment Act will provide potential funding opportunities through New Burdens Funding, the availability of these and timescales are still not clear. At this point in time, further information is required from central government before the financial implications are fully known.

## **Risk Assessment**

16. A risk assessment has not yet been completed. It is not possible to do this until further information is received from central government. However, key risks will be costs resulting from the JMWMS implementation plan. The level of Government funding arising from the Environment Act 2021 regarding consistent collections and extended producer responsibility to cover additional costs, is also not yet known. However, consultation feedback from Defra, indicates it is expected that local authorities should receive their full net costs where they have taken all reasonable steps to establish effective and efficient systems. The risks of being the only authority not being part of this strategic implementation approach to the management of waste across the county could impact on collection and disposal costs.

## **Equality and Diversity Implications**

17. The Equality Act is not relevant to the decision in this report because:
  - It is a response to a strategy developed by PI and partner authorities across Hampshire.

For this reason, an EqIA has not been carried out.

Workstreams resulting from the JMWMS, will require an Equality Impact Assessment (EqIA) in due course.

## **Climate Change and Environmental Implications**

18. The JMWMS recognises that waste reduction will be the most effective and efficient way of delivering waste services over the duration of the strategy and will reduce treatment and landfill use, reducing climate change impacts and contributing to a cleaner, greener environment.

19. Furthermore, waste reduction will also reduce waste handling and reprocessing costs, especially important given the number of housing developments and population growth in Hampshire.
20. Key to work streams resulting from the JMWMS will be the need to work with residents and businesses to recycle more and minimise waste.

## **Conclusion**

21. The revised JMWMS will support the Council to continue to meet its Minimising Waste and Maximising Resources objective and key outcomes from the Environment Act.
22. It is recommended that Cabinet approves the revised Joint Municipal Waste Management Strategy.

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Appendices Attached: Joint Municipal Waste Management Strategy

## **LOCAL GOVERNMENT ACT 1972 - SECTION 100D**

The following is a list of documents which disclose facts or matters on which this report or an important part of it is based and have been relied upon to a material extent in the preparation of this report. This list does not include any published works or documents which would disclose exempt or confidential information.

None.