

# HAMPSHIRE COUNTY COUNCIL

## Decision Report

<b>Decision Maker:</b>	Executive Lead Member for Economy, Transport and Environment
<b>Date:</b>	23 September 2021
<b>Title:</b>	Recycling Infrastructure Planning Application
<b>Report From:</b>	Director of Economy, Transport and Environment

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### Purpose of this Report

1. The purpose of this report is to set out the rationale for the submission of an outline planning application for new recycling sorting infrastructure at Chickenhall Lane in Eastleigh.

### Recommendation

2. That the Executive Lead Member for Economy, Transport and Environment approves the commissioning of Veolia UK Ltd to act as agent for Hampshire County Council in preparing and submitting a planning application, on behalf of the County Council, for a container materials recovery facility at Chickenhall Lane, Eastleigh.

### Executive Summary

3. This paper seeks to:
  - set out the context to the project
  - briefly outline the proposed site location and infrastructure proposals
  - consider the costs of the project

### Contextual information

4. Hampshire County Council, as a Waste Disposal Authority (WDA), has a statutory duty for the disposal of municipal waste arisings in Hampshire. In order to fulfil this function, it has, in conjunction with its waste disposal partners, the unitary authorities of Portsmouth City Council and Southampton City Council, entered into a waste disposal service contract with Veolia UK Ltd.
5. The Waste Disposal Service Contract (WDSC) with Veolia is a Design, Build, and Maintain as well as Service contract, which requires the provision of the

necessary infrastructure at the outset. The joint working arrangements put in place through the Project Integra partnership from 1997 onwards enabled the County Council to include recycling infrastructure within the remit of the WDSC, even though recycling activities are, in the main, the responsibility of Waste Collection Authorities (WCAs).

6. The recycling infrastructure delivered was originally designed to deal with a set specification in terms of inputs to sort, namely plastic bottles, steel and aluminium cans, paper and cardboard. Whilst over time there have been some minor changes to this specification it is limited in its scope from changing significantly without requiring major refurbishment or replacement in order to be able to accommodate and sort different material streams.
7. In December 2018, the Government published its Resources and Waste Strategy for England<sup>1</sup>, which is the mechanism by which it will deliver on the ambition of the 25 Year Environment Plan to leave the environment in a better condition for future generations.
8. This has been followed up with consultations in February 2019 and April 2020 on the four key areas where legislative change is proposed:
  - consistency of recycling collections;
  - deposit Return Scheme (DRS) for drinks containers;
  - extended Producer Responsibility (EPR) for packaging; and
  - plastics packaging tax
9. The key aim of the consistency of recycling collections work stream is to ensure a consistent range of material is collected in the kerbside recycling stream across England. At present, and based on the information gathered from the consultation documents to date, it is clear that the Government is seeking to maximise quality through material segregation when collecting as well as identifying the below streams that would need to be collected from 2023:
  - cardboard;
  - paper;
  - aluminium & steel cans;
  - plastic bottles;
  - pots, tubs and trays (PTTs);
  - cartons;
  - glass; and
  - plastic film (from 2026/27).
10. At present the two Material Recycling Facilities (MRFs) at Alton and Portsmouth are not capable of handling PTTs, plastic films, cartons or glass, hence they will not be able to meet potential future legislative requirements and it is neither viable physically or cost effective to upgrade the existing

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<sup>1</sup> [Resources & Waste Strategy - December 2018](#)

MRFs without significant renovation as set out in the report to the Executive Member for Economy, Transport and Environment on the 2 July 2020<sup>2</sup>.

11. In January 2020, the Environment Bill was re-introduced to Parliament. 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. This provides a clear direction of travel for the Government, and a clearer indication of the key implications for the waste and resource management sector going forward.
12. Whilst there have been significant delays to the Bill due to a number of national issues, it is now progressing through the parliamentary process with the expectation of receiving royal assent in autumn 2021.

### Project Proposal

13. In 2018 the County Council purchased a piece of land off Chickenhall Lane in Eastleigh; see Figure 1 below. The site within the scope of the outline planning application is that outlined in red in Figure 2 below.

**Figure 1 – Chickenhall Lane, Eastleigh**



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<sup>2</sup> <https://democracy.hants.gov.uk/documents/s52229/Report.pdf>

**Figure 2 – Proposed site for development**



14. The site has an existing planning permission for an Energy Recovery Centre that was submitted and implemented by the previous owner in 2017. Site entrance works were carried out that subsequently enabled delivery of an access road down the north eastern boundary that runs to the adjacent site to the south east which the County Council also owns but is leased to a construction company.
15. The application will be for a circa 65,000 tonne per annum Materials Recovery Facility (MRF) to process dry mixed recyclables collected at the kerbside and sort them into the constituent materials ahead of bulking those for distribution to market.
16. The proposal will also include a small waste transfer station with a capacity of around 20,000 tonnes per annum and a Material Analysis Facility (MAF) for undertaking analysis of waste samples delivered to the site.
17. The facility will be receiving material from both refuse collection vehicles directly as well as bulk loaders bringing material from transfer stations across the County for processing through the facility. All processed material will be bulked out of the site to market directly. Details of the anticipated vehicle movements of each vehicle type will be set out in the planning application.
18. The site will also feature two weighbridges at the entrance with a weighbridge office, and internal roadways to allow for a one way system around the site for

the tipping and collection of waste. In addition, there will be a small amount of office space and welfare facilities and parking for those working at the site.

### **Financial Considerations**

19. The cost of the planning application will be met by the County Council and shared with the two Unitary Authorities of Portsmouth and Southampton City Councils as co-signatories to the WDSC.
20. The estimated total cost of the outline planning application is £100,000 and will be met from existing resources within the Waste and Resource Management budget. The County Council will meet the full cost and then recharge Portsmouth and Southampton City Councils for 11.5% (£11,500) each of the total amount. The County Council would fund the remaining 77% (£77,000).

### **Consultation and Equalities**

21. This decision seeks approval to submit a planning application which will in itself be a consultation on the proposed development.
22. As this decision is seeking approval to submit a planning application for waste recycling infrastructure it has a neutral impact on all protected characteristic groups as well as other policy considerations.

### **Climate Change Impact Assessments**

23. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council's climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the Authority does.

### **Climate Change Adaptation**

24. This project has been assessed using the climate change adaption project tool and this has identified that it has a low vulnerability to the impacts of climate change. The proposed development has the potential to be impacted by extremes of weather and a key action will be to ensure the design of the facility and wider site take account of the potential impacts and mitigate against them as far as is practicable.
25. The project supports two of the strategic priorities:
  - Hampshire maintains strong and resilient economic growth and prosperity
    - Through investment in high quality modern facilities to sort recycling to enable supply to secondary markets as well as provision of local employment.

- people in Hampshire enjoy a rich and diverse environment - The provision of modern and high-quality recycling infrastructure will help support improved recycling performance for Hampshire.

### **Carbon Mitigation**

26. This project will support the delivery of a change to a twin stream kerbside recycling service across Hampshire with the outcome of increasing the recycling performance across the County. This system has been assessed against the alternatives of maintaining a fully comingled recycling service or opting for a 'kerbside sort' system and determined the best option, with a carbon impact assessment being a key factor in the decision. This assessment showed that the twin stream system would result in a significant reduction in carbon emissions compared with the current co-mingled service and an equal reduction to that achieved through a kerbside sort system.
27. The modelling work has shown that the preferred twin stream delivers a significant increase in the overall recycling rate for the Project Integra partnership by 13.4%. This significant shift in recycling performance results in a reduction of the equivalent of -13,603 tonnes of CO<sub>2</sub> per annum compared to the current system from a waste disposal perspective. Whilst from a whole system perspective there is small increase in the carbon impact of the collection of material (2,175 tonnes of CO<sub>2</sub> equivalent) there is a significant overall reduction of -11,428 tonnes of CO<sub>2</sub> equivalent.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

<b>Hampshire maintains strong and sustainable economic growth and prosperity:</b>	Yes
<b>People in Hampshire live safe, healthy and independent lives:</b>	No
<b>People in Hampshire enjoy a rich and diverse environment:</b>	Yes
<b>People in Hampshire enjoy being part of strong, inclusive communities:</b>	No

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>Title</u>	<u>Date</u>
Waste Strategy	14 Nov 2017
Recycling and Single Materials Recovery Facility (MRF) Update	02 July 2020
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u>	<u>Date</u>

**Section 100 D - Local Government Act 1972 - background documents**

The following documents discuss 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. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

## **EQUALITIES IMPACT ASSESSMENT:**

### **1. Equality Duty**

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

### **2. Equalities Impact Assessment:**

The proposals in this report have been developed with due regard to the requirements of the Equality Act 2010, including the Public Sector Equality Duty and the Council's equality objectives. As this decision is seeking approval to submit a planning application for waste recycling infrastructure it has a neutral impact on all protected characteristic groups as well as other policy considerations.