



## Contextual information

5. All 14 of the waste authorities of Hampshire (Disposal and Collection) are partners, along with Veolia, in Project Integra, the partnership established in the mid-1990s to deliver an integrated waste management service.
6. Following local government reorganisation in the late 1990s the Unitary Authorities of Portsmouth City Council and Southampton City Council were created and joined the Project Integra partnership.
7. As a waste partnership rather than a Joint Waste Authority there is no legal requirement to have a JMWMS however Project Integra has developed one to help the partnership reach its overarching strategic goals.
8. The JMWMS was last refreshed in 2012. It covered the time period from 2013 - 2023<sup>1</sup> and was developed in the context of no waste growth and in response to the Waste Directive 2011<sup>2</sup> which places a focus on treating waste as a resource and application of the waste hierarchy.
9. Whilst some progress has been made by Project Integra through delivery of this Strategy, overall performance, particularly in terms of recycling, has stagnated in the last few years. This, combined with the release of the Government's Resources and Waste Strategy<sup>3</sup> and the scale of change it is expected to have on all local authorities means that a review of the JMWMS is necessary.
10. The Resources and Waste Strategy will be implemented via the forthcoming Environment Bill which is expected to become law in late 2021 with the first implementation dates in mid to late 2023. A clear strategy that covers the development and delivery of changes over this period and into the future is key to ensuring that the benefits are maximised for Hampshire, Portsmouth and Southampton.

## Project Integra Joint Municipal Waste Management Strategy

11. The new JMWMS will cover the period 2021 – 2035 and the overarching vision is set out below:  
*“The Project Integra partners will work together to deliver high performing, forward looking and value for money recycling and waste management services meeting local needs.”*
12. This vision has been developed collaboratively by all PI partners and reflects the need to work closely and collaboratively in order to deliver significant improvements in performance and ensure value for money.
13. The JMWMS sets out both the current performance of the partnership clearly showing that recycling rates have plateaued over the last few years and

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<sup>1</sup> <https://documents.hants.gov.uk/waste/jmwms-2012.pdf>

<sup>2</sup> [https://www.legislation.gov.uk/ukdsi/2011/9780111506462/pdfs/ukdsi\\_9780111506462\\_en.pdf](https://www.legislation.gov.uk/ukdsi/2011/9780111506462/pdfs/ukdsi_9780111506462_en.pdf)

<sup>3</sup> <https://www.gov.uk/government/publications/resources-and-waste-strategy-for-england>

Hampshire has slipped down the national league tables as other authorities have developed new infrastructure and services to improve their performance.

14. The key legislative and policy drivers are identified in the Strategy with the primary one being the three key new waste policies that will be introduced by the Environment Bill 2020;
  - i. Consistency of Household and Business Recycling Collections in England
  - ii. Extended Producer Responsibility (EPR) for packaging
  - iii. Introducing a Deposit Return Scheme (DRS)
15. The combined impact of these policies represents the most significant change for the waste management sector, and particularly Local Authorities, for more than a decade, requiring new collection and disposal services and the associated infrastructure.
16. The JMWMS also identifies the ongoing financial pressures that Local Authorities are experiencing and the need to ensure not only value for money but also that performance enhancements, particularly in terms of waste prevention and reduction are delivered, that reduce the cost of waste services overall.
17. Engagement with key stakeholders across PI's partnering authorities was undertaken to identify and agree the JMWMS aims and objectives. A series of engagement workshops were undertaken to firstly identify, and secondly assess, options available to the partnership, resulting in a shortlist of subjects to be incorporated into the JMWMS.
18. The shortlisted strategic objectives have been split into five groups and are set out below, the final draft JMWMS is appended to this report and provides the detail associated with each of them:

#### **Group 1 – Partnership Working**

- Identification of external funding opportunities
- Revision to PI funding arrangements
- Development of and commitment towards revised JMWMS Implementation Plan
- Whole system thinking at PI level
- Setting agreed performance indicators and targets

#### **Group 2 – Recyclable Material Management**

- Introduction of two stream collections
- Reduced contamination
- Retained and maximised income share for materials

#### **Group 3 – Waste Reduction**

- Increased reuse from bulky waste

- Development and delivery of waste prevention initiatives
- Continued promotion of home composting

#### **Group 4 – Best Practice**

- Zero waste to landfill
- Evaluation and introduction of alternative fuels for vehicles
- Identification and evaluation of alternative technologies

#### **Group 5 – Service Delivery**

- Improved and consistent communications campaigns
- Consistent, best practice approach to service provision
- Consistent approach to staff training
- Increased cross boundary working
- Sharing of customer satisfaction surveys for the benefit of all partners

19. In addition to the key principles that have been outlined above there are a number of cross cutting themes that were identified by the partners during the development of the JMWMS. These were:

- a. Partnership Working Framework – there is a need for a clear partnership agreement to set out how the partnership will work going forward supported by financial arrangements that will incentivise all partners to recognise and work to tackle the issues that occur, such as contamination. It is anticipated that an update to the existing partnership agreement will be developed once all partners have approved the JMWMS, and approval will be sought in due course.
- b. Local Accountability & Decision Making – the partners are keen to ensure that they retain the ability to make local decisions relating to their services. The County Council recognises this and believes that a greater level of consistency would be better and that the ability for Project Integra to make decisions would be of benefit. The County Council will be seeking to establish some level of decision making at the Strategic Board Level through the new partnership agreement which will also set out revised financial arrangements such that the Waste Collection Authorities (WCAs) are liable for additional disposal costs caused by local decisions they make.
- c. Climate Change/Carbon Impacts – as all of the partners have declared climate emergencies in the last 12-18 months an assessment of the impact of decisions on the climate will be key. The key service change proposed in the Strategy i.e., from co-mingled Dry Mixed Recycling (DMR) collections to twin stream (separate fibre & container) collections has been considered in carbon terms and has been shown to have significant benefits to the current service as well as the other alternatives

considered. This approach to assessment of options is one the Project Integra partners will use for future decisions.

- d. Food Waste Service - Introduction of food waste collections is set to be mandatory under the forthcoming Environment Bill 2020 and this needs to be delivered in a managed way to ensure that maximum diversion from residual waste into recycling is achieved alongside reduction of total food waste arisings to improve the environmental outcomes and reduce the overall costs.
  - e. Best Practice / Joint Working on Challenging Areas – Issues such as recycling provision for flats and multiple occupancy dwellings as well as how to reach disengaged residents with messages about recycling are common to all and it is important that we use examples of best practice to inform how these are tackled and work collectively to deliver solutions.
20. In order to be adopted the JMWMS requires approval by each of the individual Project Integra partner authorities and due to the timetable for formal decisions there is the potential for minor changes to the JMWMS wording. The final draft is appended to this report but is subject to minor changes resulting from the decision making process at each partner authority.

### **Consultation and Equalities**

21. Consultation has been undertaken at both an Officer and Member level with all of the Waste Collection Authorities in Hampshire as well as the Unitary Authorities of Portsmouth City Council and Southampton City Council. The Strategy is being considered formally for approval at each Authority individually.
22. The JMWMS sets out the approach being taken with regard to the collection and processing of dry recyclables at the kerbside and will result in a wider range of materials being suitable to be placed in the kerbside recycling bin. This will reduce the need for residents who wish to recycle more having to transport some material to other locations such as bring banks, which can be less accessible, therefore having a positive impact on some groups with protected characteristics. For example, some older residents, some with a disability or some experiencing pregnancy or maternity may be less able to transport items and will instead be able to place them in the kerbside bin.
23. An increased range of materials collected at the kerbside could also have a positive impact on those in poverty, who may have less access to private vehicles to be able to transport some material to other collection points, for example bring banks. Similarly, there may be a positive impact on some people in rural areas, who could have less need to make journeys to bring banks which are often located in urban areas.
24. The JMWMS would have a neutral impact on all other groups with protected characteristics.

## **Climate Change Impact Assessments**

25. 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.
26. This decision is to approve the Joint Municipal Waste Management Strategy, and as such it does not relate to any physical infrastructure. Any development required as a result would be subject to a separate decision and be assessed using the tools.

## **Carbon Mitigation**

27. Whilst this decision relates to approval of the Joint Municipal Waste Management Strategy it contains within it the introduction of a twin stream system for the collection and processing of kerbside recycling. 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 comingled service and an equal reduction to that achieved through a kerbside sort system.
28. 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.

## **Conclusions**

29. The Joint Municipal Waste Management Strategy provides the high level structure for the Project Integra partnership to deliver the requirements of the Environment Bill and achieve a significant step forward in performance on all levels.
30. The Strategy seeks to maximise the benefit of a partnership approach in delivering high quality services to residents and achieving value for money in terms of the whole waste system of Hampshire, Portsmouth and Southampton.

31. By approving this strategy, the County Council is demonstrating both its ambition to improve performance and commitment towards improving the service for Hampshire residents.

**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>
N/A	
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u>	<u>Date</u>
The Environment Bill 2020	<b>2020</b>

**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:**

2.1 The JMWMS sets out the approach being taken with regard to the collection and processing of dry recyclables at the kerbside and will result in a wider range of materials being suitable to be placed in the kerbside recycling bin. This will reduce the need for residents who wish to recycle more having to transport some material to other locations such as bring banks, which can be less accessible, therefore having a positive impact on some groups with protected characteristics. For example some older residents, some with a disability or some experiencing pregnancy or maternity may be less able to transport items, and will instead be able to place them in the kerbside bin.

2.2 An increased range of materials collected at the kerbside could also have a positive impact on those in poverty, who may have less access to private vehicles to be able to transport some material to other collection points, for example bring banks. Similarly, there may be a positive impact on some people in rural areas, who could have less need to make journeys to bring banks which are often located in urban areas.

2.3 The JMWMS would have a neutral impact on all other groups with protected characteristics.