

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Environment and Transport
Date:	24 April 2018
Title:	Project Integra Action Plan
Report From:	Director of Economy, Transport and Environment

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1. Recommendation

- 1.1. That approval be given to the Project Integra Action Plan 2018-21, as appended to this report.

2. Executive Summary

- 2.1 This report summarises the key actions of the new action plan and seeks approval for the draft Project Integra Action Plan 2018-21, which is attached as Appendix 1.
- 2.2 This paper seeks to:
 - highlight the key elements of the action plan; and
 - set out the financial contribution required from the County Council for Project Integra.

3. Contextual information

- 3.1 Project Integra is the partnership of all local authorities in Hampshire with responsibility for managing household waste (both collection and disposal). It was formed in the mid 1990s, and the County Council as the Waste Disposal Authority is a key partner. The County Council provides both financial contributions and a significant officer contribution to the workings of the partnership.
- 3.2 This is the 15th action plan for Project Integra, and it has been prepared in accordance with the constitution and approved by the Project Integra Strategic Board. Each partner will seek approval from their authority for the action plan.
- 3.3 The action plan sets out the strategic outcomes which the partnership aims to deliver over the next three years in order to contribute to meeting its long term aim:

“In period to 2023 Hampshire will manage the effectiveness of its sustainable material resources system to maximise efficient re-use and recycling of

material resources and minimise the need for disposal in accordance with the national waste hierarchy.”

4. Action Plan 2018 – 2021

4.1 The action plan consists of nine key work streams:

- Communications and behaviour change;
- Impact of new developments;
- Waste prevention plan;
- Hampshire Waste Partnership;
- Joint working outside PI;
- Health and safety;
- Glass processing contract;
- Training; and
- Waste composition.

4.2 Perhaps the most important action is the Hampshire Waste Partnership which is focused on developing the business case for new recycling infrastructure to expand the range of materials that can be put in the kerbside recycling bin. In conjunction with this is the work to review the way in which the partners work together through the various agreements to take a whole systems costs approach going forward.

4.3 Another key project on the action plan to note is the waste prevention programme, which is led and driven by Hampshire County Council. This programme focuses on minimising the waste entering the system in the first place. This will be done through both the organic as well as bulky waste streams, and reviewing and developing new waste collection policies to drive waste prevention behaviours.

4.4 The plan includes delivery of a county wide waste compositional analysis to be undertaken to help inform the focus for communication and behaviour change activities based on the outputs. In addition, it will provide the evidence base for future system and infrastructure changes.

5. Finance

5.1 The costs of Project Integra are split into two elements; the Executive, which consists of the positions of Head of Project Integra and the Project Integra Officer, and the Materials Analysis Facility (MAF).

5.2 The costs of Project Integra are split as follows;

- Executive costs - divided using the total number of households with elements for waste collection authorities based on 80% of the costs and waste disposal authorities paying 20%; and
- Materials Analysis Facility – one third of the costs paid by the waste collection authorities (WCAs) (evenly split), one third of the costs paid by

the Waste Disposal Authorities (WDAs) (split no. households), one third of the costs paid by Veolia (VES).

- 5.3 The table below sets out the estimated contributions from Hampshire County Council for the period of the action plan. The full table of contributions from all partners can be found on page 10 of the action plan included as Appendix 1.

Hampshire County Council			
	Executive	MAF	Total
2018/19	15,137	65,987	81,124
2019/20	15,710	68,257	83,967
2020/21	16,312	70,957	87,269

- 5.4 The contributions for Project Integra form part of the main waste management budget, and these costs have been factored into next year's budget setting process.

6. Conclusions

- 6.1 With the continued financial challenges and pressure on all partners, this is a critical time for the Project Integra authorities to work together in order to respond to the need to deliver high quality services and ensure value for money.
- 6.2 Hampshire County Council will continue to focus on key priorities such as waste prevention and diversion from landfill. The role of the Project Integra partners will be vital for the partnership to deliver better value for money through greater efficiencies and partnership working.

CORPORATE OR LEGAL INFORMATION:**Links to the Strategic Plan**

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

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
6589 - Project Integra Action Plan 2015-18	21/04/2015
Direct links to specific legislation or Government Directives	
<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.)

DocumentLocation

None

IMPACT ASSESSMENTS:

1. Equality Duty

1.1 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 under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

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

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) 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.

1.2 Equalities Impact Assessment:

The Project Integra action plans seeks to improve the performance and efficiency of waste management in Hampshire and as such its impact on any of the individual groups identified is neutral. It is anticipated that it will have an overall positive benefit for Hampshire and all the authorities within it.

2. Impact on Crime and Disorder:

2.1 The Project Integra Action Plan 2018-21 will not compromise the County Council's policy on the prevention of crime.

3. Climate Change:

a) How does what is being proposed impact on our carbon footprint / energy consumption?

The County Council is committed to ensuring that all its current and proposed future activities within the Project Integra partnership are managed to ensure that their energy consumption/carbon impact is minimised.

b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

Policies and plans are in place to ensure that all current activities are resilient to the impacts of climate change, both in the short and long term.



Draft Project Integra Action Plan

2018-2021

1 Introduction

- 1.1 Project Integra is a partnership of local authorities with responsibility for waste management in Hampshire, Portsmouth and Southampton. The long term waste disposal contractor Veolia Environmental Services (VES) is a non-voting member of the Partnership.
- 1.2 The Project Integra Strategic Board is constituted as a Joint Committee of the 14 local authorities, and is the decision making body for the partnership.
- 1.3 In line with changes to the constitution made in 2015, the PI Action Plan is a three year plan. The 2015-18 plan has come to an end, and this plan will cover the period 2018-21. The Action Plan sits underneath the Joint Municipal Waste Management Strategy, and sets out the medium to long-term actions for the partnership. Amendments to this plan can be made during this period, and progress will be regularly reported to the PI Strategic Board

2 PI aims and objectives

- 2.1 The refreshed (2012) Joint Municipal Waste Management Strategy (JMWMS) had the following overarching vision:

“In the? period to 2023 Hampshire will manage the effectiveness of its sustainable material resources system to maximise efficient re-use and recycling of material resources and minimise the need for disposal in accordance with the national waste hierarchy.”

- 2.2 The PISB also agreed, in 2012, the operational focus for its activities through a number of work streams as follows: *“Working to reduce costs across the whole system”* through:

1. Communication and behaviour change.
2. Waste prevention including reuse.
3. Recycling and performance improvements - for instance through reducing contamination, increasing capture of materials, improving income for materials, changing management arrangements.
4. Reducing landfill.
5. Joint working arrangements and activities.
6. Improve efficiency and effectiveness of services through collaboration with neighbouring authorities including SE7.”

3 National Developments in Waste and Resources

3.1 *Brexit and EU Legislation*

- 3.1.1 The UK's decision to leave the European Union will have a significant impact on the future make-up of waste related legislation.
- 3.1.2 Under the EU Waste Framework Directive, all Member States have a target to recycle 50% of household waste by 2020. In recent years, the UK recycling rate has plateaued. The most recent UK-wide figures indicate a rate of 44.3% in 2015. It is unlikely that the UK would meet this target. Whilst the target is applicable to the UK as a whole, it has never been cascaded down to local authority level.
- 3.1.3 In July 2014, the European Commission published a proposal to amend six waste-related Directives, as well as an action plan aiming to:
- help turn Europe into a circular economy
 - boost recycling
 - secure access to raw materials

- create jobs and economic growth.

3.1.1 Since 2014, this “Circular Economy Package¹” has been subject to development and refinement, and negotiations between the different elements within the EU. It is likely that the package will lead to new recycling targets for Member States, and these could be in the region of 60-70% by 2030. The package could also introduce requirements for separate collections of food waste.

3.1.2 It is not clear whether the UK would be required to transpose the new legislation into UK law, as this will depend on the timing of Brexit. Depending on the UK’s future relationship with the EU, at least some elements of the Package could be relevant to the UK after 2019.

3.2 *Consistency Framework*

3.2.1 In October 2016, WRAP unveiled “A Framework for Greater Consistency in Household recycling in England.²” They had been commissioned by Defra to look into the potential benefits of greater consistency across the recycling journey – from packaging, to local authorities, to council, to reprocessors.

3.2.2 The framework’s vision was that “By 2025, packaging is designed to be recyclable (where practical and environmentally beneficial) and labelled clearly to indicate whether it can be recycled or not. It is a vision where every household in England can recycle a common set of dry recyclable materials and food waste, collected in one of three different ways.” This vision focussed on three key priorities:

- ❖ All households to be able to recycle the same core set of materials
- ❖ Fewer collection and sorting systems
- ❖ A common container colour system

3.2.3 Through various workstreams and working with partners, WRAP is working on moving towards the vision. Some of the work carried out so far includes:

- ❖ Further rollout of On Pack Recycling Labels on more consumer product lines
- ❖ Standardised contract documentation for WCAs
- ❖ Support to local authorities (LAs), in particular in county areas where consistency is currently limited
- ❖ A packaging working group, which is working with industry to address some common problems, such as black plastic, PVC, and packaging contamination (e.g. springs in plastic spray bottles)
- ❖ A consultation on bin colours – PI responded to this

3.3 *Drinks Containers*

3.3.1 The Environmental Audit Committee (EAC) carried out an inquiry³ in 2017 into plastic bottle and coffee cup recycling. The two key recommendations to Government were:

- Introduction of a 25p levy on disposable coffee cups
- Introduction of a deposit return scheme (DRS) for drinks containers (plastic, cans, cartons)

3.3.2 Running parallel to the EAC inquiry was a Defra Call for Evidence (CfE), looking at DRSS.

¹ http://ec.europa.eu/environment/circular-economy/index_en.htm

² <http://www.wrap.org.uk/collections-and-reprocessing/consistency>

³ <http://www.parliament.uk/business/committees/committees-a-z/commons-select/environmental-audit-committee/inquiries/parliament-2017/inquiry/>

Under such a DRS, consumers would receive a small deposit back, if they returned their used drinks containers to an appropriate collection point (most likely to be local supermarkets). A DRS could increase recycling rates and reduce litter. However, there is a lack of evidence of how such a scheme could affect LA recycling schemes, and in PI's response to the CfE, it was suggested that Government would need to look at this more closely before introducing such a scheme.

- 3.3.4 In the aftermath of significant national media coverage of ocean pollution and recent issues with the Chinese recycling market, it is likely that the issue of plastic recycling in particular will be a focus for Defra in the short term at least.

3.4 *National Strategies and Reports*

- 3.4.1 During 2017 and early 2018, the Government released several strategies relevant to the waste and resources strategy. These are summarised in the table below:

Strategy document	Released	Key points
Industrial Strategy ⁴	Jan '17	No mention of circular economy, but does mention promotion of well functioning markets for secondary materials
Clean Growth Strategy ⁵	Oct '17	Sister document to industrial strategy. Includes aim for zero food waste to landfill by 2030, and suggests support for separate food waste collections. Consideration on improving the incentives on offer through producer responsibility schemes
25 Year Environment Plan ⁶	Jan '18	Three key aims relating to waste: <ul style="list-style-type: none"> • At the production stage, we will encourage producers to take more responsibility for the environmental impacts of their products and rationalise the number of different types of plastic in use • At the end of use stage, we will make it easier for people to recycle • At the end of life/waste management stage, we will improve the rate of recycling

Also within the 25 Year Environment Plan, Defra commits to publishing a new Resources and Waste strategy in 2018: "It will set out our approach to reducing waste, promoting markets for secondary materials, incentivising producers to design better products and how we can better manage materials at the end of life by targeting environmental impacts." It is believed that a draft strategy will be consulted upon in autumn 2018.

3.5 *Waste trends*

- 3.5.1 At the time of writing, the latest statistical update from Defra covers the calendar year 2016. The official England waste from households recycling rate for 2016 was 44.9%. This rate includes for the first time the percentage of metal recovered and recycled from waste which has been through incineration. For 2016 this raises the waste from households recycling rate by

⁴ <https://www.gov.uk/government/topical-events/the-uks-industrial-strategy>

⁵ <https://www.gov.uk/government/publications/clean-growth-strategy>

⁶ <https://www.gov.uk/government/publications/25-year-environment-plan>

around 0.7 percentage points. Residual waste treated increased by 1.3 per cent to 12.5 million tonnes in 2016 from 12.4 million tonnes in 2015. In broad terms, England's recycling rate has plateaued in recent years.

3.6 Courtauld Commitment on food waste

- 3.6.1 WRAP have been working with retailers and manufacturers since 2005 via a series of "Courtauld Commitments," aiming to reduce the weight and carbon impact of household food waste, grocery product and packaging waste, both in the home and the UK grocery sector. The latest commitment is known as "Courtauld 2025⁷." PI is a signatory to this agreement, and has therefore committed to reduce food waste and engages in cross-sector programmes to achieve improvements across the supply chain.

4 PI Action Plan 2018-21

- 4.1 In order to meet the aims of the JMWMS and the challenges described, the action plan will consist of the following actions.

Action 1	Communications and Behaviour Change
Detail	<p>Increasing capture of and reducing contamination of materials collected for recycling by PI will have a significant impact upon whole system costs. There is no current county-wide communication programme. However, the following is required:</p> <ul style="list-style-type: none"> • A focus on local communications by each partner authority. • When appropriate, work together on communications where an approach will have a known impact or clear business case, and pursue external funding to this end, including partnerships with other sectors. • Sharing of best practice in communications among PI partners e.g. via Recycling officer group. • Development of an agreed set of FAQs, to ensure that messages across Hampshire are consistent. • PI Executive will continue social media programme • HCC to share results of Behavioural Insights work, and scale up activity depending on results
What would success look like?	<ul style="list-style-type: none"> • Increasing material capture rates • Reducing partnership wide and WCA-specific contamination rates • Reducing MRF residue rate
How will this be measured?	<ul style="list-style-type: none"> • Monitoring capture, contamination and residue rates via the Materials Analysis Facility • Benchmarking of data with other LAs and MRFs
Responsibility	<ul style="list-style-type: none"> • All PI partners • Led by Head of Project Integra
Resources	<ul style="list-style-type: none"> • At partner level • External funding where available • Business cases presented where appropriate
Timescale	2018-21

Action 2	Impact of New Developments
Detail	An estimated 64,000 households are expected in Hampshire by 2023. This will put

⁷ <http://www.wrap.org.uk/content/courtauld-commitment-2025>

	significant strain on both waste collection and disposal infrastructure. The impacts require further investigation, to allow authorities to plan for future service provision. A PI Working Group has developed Terms of Reference to guide the work.
What would success look like?	Deliver a final report, to include recommendations for waste officers, planners and senior decision makers.
How will this be measured?	Successful delivery of final report and a model Supplementary Planning Document on waste and recycling.
Responsibility	PI Working Group
Resources	PI officers in the working group are investigating different subject areas and reporting back to the group on a regular basis.
Timescale	Final report by September 2018

Action 3	Waste Prevention Plan (WPP)
Detail	Implementation of separate PI WPP 2017-19, approved by PISB in June 2017 (further detail available within that plan). Key activity to include: <ul style="list-style-type: none"> • Annual report on progress (June) • Bulky waste – improving diversion of bulky waste, via a mix of system changes and partnership working. • Organics – programme of activity around food waste reduction and home composting • Waste collection policies – reviewing and developing new waste collection policies that may reduce waste – collection frequencies, size and number of waste containers etc.
What would success look like?	<ul style="list-style-type: none"> • Limit annual increases in residual waste to 0.5% per annum. • Reduce organic and bulky waste
How will this be measured?	<ul style="list-style-type: none"> • Waste tonnage data • MAF analysis
Responsibility	<ul style="list-style-type: none"> • Head of PI – monitoring of progress against WPP • Responsibilities around specific actions detailed in the approved WPP - all Project Integra authorities have a role
Resources	<ul style="list-style-type: none"> • PI WP working group where appropriate • Resources allocated via HCC WP workstream
Timescale	Approved plan of activity up to June 2019

Action 4	Hampshire Waste Partnership Project
Detail	The Hampshire Waste Partnership Project will shape the medium to long term future for recycling services in the future. There are two strongly linked workstreams: <ul style="list-style-type: none"> • Development of a final business case for changes to input specification and configuration of MRF infrastructure – and implement recommendations as appropriate • Identify best way of reducing whole system costs via relationships between PI partners, and the tools to do so (constitution, MoU, JMWMS etc.)
What would success look like?	<ul style="list-style-type: none"> • Increased recycling rates • Reduced whole system costs
How will this	<ul style="list-style-type: none"> • Waste data and MAF analysis

be measured?	<ul style="list-style-type: none"> Monitoring of cost benefits
Responsibility	<ul style="list-style-type: none"> Currently led by HIOWLA with PI support
Resources	<ul style="list-style-type: none"> At individual partner level as required PI Strategy and Collaboration Group is supporting development of the project
Timescale	<ul style="list-style-type: none"> Business case by summer 2018 Implementation timetable TBC based on outcome of business case

Action 5	Joint Working outside of PI
Detail	<p>Ensure engagement with:</p> <ul style="list-style-type: none"> Waste partnerships (esp. in the south east region) Other networks including National Association of Waste Disposal Officers Central Government, to influence future policy development – particularly important in 2018 with increased focus on plastics and Defra's development of a new waste and resources strategy
What would success look like?	<ul style="list-style-type: none"> Increased opportunities for performance improvement and reduced costs, and influence of future waste policy
How will this be measured?	<ul style="list-style-type: none"> Commentary provided by head of PI in annual action plan update
Responsibility	<ul style="list-style-type: none"> Led by Head of Project Integra
Resources	<ul style="list-style-type: none"> Officer time and resources as required
Timescale	<ul style="list-style-type: none"> 2018-21

Action 6	Health and Safety
Detail	<p>Through the PI group Common Approach to Safety and Health (CASH) ensure best practice shared and projects delivered by task and finish groups, including:</p> <ul style="list-style-type: none"> Reversing safely - engage with national working groups and develop resource pack for partners
Target	<ul style="list-style-type: none"> Reduction in lost-time incidents in Hampshire
How will this be measured?	<ul style="list-style-type: none"> Monitoring of H&S statistics Produce annual report for PISB on the progress made by the group Influence national H&S debate through multi-agency H&S forums
Responsibility	<ul style="list-style-type: none"> Head of Project Integra, Chair of CASH
Resources	<ul style="list-style-type: none"> Individual partner officer time.
Timescale	<ul style="list-style-type: none"> Annual Report at June 2018 PISB.

Action 7	Glass Processing Contract
Detail	<p>PI authorities have a joint contract for processing of glass collected at kerbside or via bringsites and HWRCs. Current contract ends in July 2018. The following is required:</p> <ul style="list-style-type: none"> Complete procurement process for processing of glass collected via kerbside, bring sites and HWRCs Mobilise new contract, and monitor performance through first two years Evaluate performance and make recommendation at end of initial two-year contract period
What would success look like?	<ul style="list-style-type: none"> Secure a value for money outlet for PI glass from 2018 and beyond. Achieve income levels at or above the national average.
How will this be measured?	<ul style="list-style-type: none"> Monitoring of average values of collected glass. Other KPI monitoring via the new contract.

Responsibility	<ul style="list-style-type: none"> Lead Head of Project Integra in partnership with HCC as managing authority for the contract, and a PI working group.
Resources	<ul style="list-style-type: none"> As detailed in the glass processing partnering agreement
Timescale	<ul style="list-style-type: none"> 2018-2021

Action 8	Training
Detail	<ul style="list-style-type: none"> Continue with existing joint training programme for front-line drivers (Certificates of Professional Competence) provided to EBC, FBC, NFDC Renew CPC training post-2019 Identify other training opportunities
What would success look like?	<ul style="list-style-type: none"> Achieve better value for money and significant savings for Project Integra partners. Produce annual report on progress.
Responsibility	<ul style="list-style-type: none"> Lead Head of Project Integra
Resources	<ul style="list-style-type: none"> Project Integra Budget
Timescale	<ul style="list-style-type: none"> 2018-21

Action 9	Waste Composition Analysis
Detail	At the October 2017 PISB, it was agreed that a county-wide waste composition analysis would be undertaken during 2018. This analysis will require planning and a procurement process, as well as analysis and a final report to inform various workstreams.
What would success look like?	<ul style="list-style-type: none"> Delivery of full waste composition analysis including final report
Responsibility	<ul style="list-style-type: none"> Head of Project Integra, HCC WP Manager, and a PI working group
Resources	<ul style="list-style-type: none"> £100k budget made up of contributions from all PI partners
Timescale	<ul style="list-style-type: none"> 2018

5 Resources

5.1 The forecast for the PI Executive and Materials Analysis Facility for the next three years is given in Table 1 below:

	18/19	19/20	20/21
Expenditure			
Staff costs	£79,767	£83,786	£88,005
Communications & Research SLA	£25,000	£25,000	£25,000
Other costs	£1,000	£1,000	£1,000
Net Expenditure	£105,767	£109,786	£114,005

Note that these are estimates only, and that more accurate forecasts will be given annually in the annual report on Action Plan progress. Authority contributions are based on:

- Executive - total number of households with elements for collection (80%) and disposal (20%);
- Materials Analysis Facility – one third WCAs (evenly split), one third WDAs (split no. households), one third VES.

The contributions for each authority are set out in Table 2.

5.2 Proposals to utilise the current underspend held on the PI account will be agreed by the PI Strategic Board as and when required.

5.3 Individual partner authorities will need to give consideration to how they will support the actions in this plan, through staff or other resources, to ensure the partnership achieves its objectives.

Table 2

Authority Contributions

	2018-19			2019-20			2020-21		
	PI Executive	MAF	Total	PI Executive	MAF	Total	PI Executive	MAF	Total
Basingstoke	7,671	6,785	14,456	7,962	7,021	14,983	8,267	7,302	15,569
East Hampshire	5,338	6,785	12,123	5,540	7,021	12,561	5,753	7,302	13,055
Eastleigh	5,649	6,785	12,434	5,863	7,021	12,884	6,088	7,302	13,390
Fareham	5,103	6,785	11,888	5,297	7,021	12,318	5,500	7,302	12,802
Gosport	3,840	6,785	10,625	3,986	7,021	11,007	4,139	7,302	11,441
Hart	3,984	6,785	10,769	4,135	7,021	11,156	4,294	7,302	11,596
Havant	5,653	6,785	12,438	5,867	7,021	12,888	6,092	7,302	13,394
New Forest	8,440	6,785	15,225	8,760	7,021	15,781	9,096	7,302	16,398
Portsmouth	11,736	16,988	28,724	12,181	17,545	29,726	12,649	18,212	30,861
Rushmoor	4,094	6,785	10,879	4,249	7,021	11,270	4,412	7,302	11,714
Southampton	13,699	18,797	32,496	14,218	19,516	33,734	14,763	20,363	35,126
Test Valley	5,463	6,785	12,248	5,670	7,021	12,691	5,888	7,302	13,190
Winchester	5,312	6,785	12,097	5,513	7,021	12,534	5,725	7,302	13,027
Hampshire	15,137	65,987	81,124	15,710	68,257	83,967	16,312	70,957	87,269
Veolia	4,648	88,202	92,851	4,834	91,276	96,111	5,028	94,927	99,955
Total	105,767	264,607	370,374	109,785	273,829	383,614	114,006	284,782	398,788