Project Integra

Action Plan

2010-2015

DRAFT VERSION
Agreed by the
Project Integra Strategic Board
February 2010 for
presentation to Partners

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recycle for Hampshire

INTEGRA

Abbreviation	Definition or Explanation
BVPIs	Best Value Performance Indicators
CAA	Comprehensive Area Assessment
CASH	Common Approach to Safety & Health (PI meeting)
CPA	Comprehensive Performance Assessment
CSR07	The Government's Comprehensive Spending Review 2007
EfW	Energy from Waste
HIOW	Hampshire and Isle of Wight Local Government Association
HWRC	Household Waste Recycling Centre
JMWMS	Hampshire Joint Municipal Waste Management Strategy http://www.integra.org.uk/board/index.html
LAA	Local Area Agreement
MAF	Materials Analysis Facility
MWDF	Hampshire Minerals & Waste Development Framework
MFP	Material Flow Planning
MRF	Materials Recycling Facility
MRS	Hampshire's Material Resources Strategy www.mrs-hampshire.org.uk
NIs	National Indicators
PUSH	Partnership for Urban South Hampshire
RPI	Retail Price Index
VfM	Value for Money
WCAs	Waste Collection Authorities
WDAs	Waste Disposal Authorities
WEEE	Waste Electrical and Electronic Equipment
WRAP	Waste and Resources Action Programme

Project Integra Partner Authorities:-

BDBC	Basingstoke & Deane Borough Council
EHDC	East Hampshire District Council
EBC	Eastleigh Borough Council
FBC	Fareham Borough Council
GBC	Gosport Borough Council
HCC	Hampshire County Council
HWS (VES)	Hampshire Waste Services (Veolia Environmental Services)
HDC	Hart District Council
HBC	Havant Borough Council
NFDC	New Forest District Council
PCC	Portsmouth City Council
RBC	Rushmoor Borough Council
SCC	Southampton City Council
TVBC	Test Valley Borough Council
WCC	Winchester City Council

Executive Summary

Project Integra has delivered a world-class waste management infrastructure allied to effective collection services to 670,000 households – resulting in the highest landfill diversion rate for any county in the UK. However, the partnership is now working in an increasingly complex strategic environment involving waste and materials management linked to economic growth and energy security. The partnership has to continue to adapt and move forward in order to deliver services to the public more sustainably as well as improving performance, efficiency and effectiveness under increasing financial pressures.

There are a large number of external factors and strategic drivers that impact on and affect the work of the partnership. A comprehensive list of these and the implications they may have for Project Integra are appended to the Action Plan.

Accordingly, the Project Integra Action Plan sets out the strategic outcomes which the partnership aims to deliver over the next 5 years in order to meet its long term objectives within this wider context. Each strategic outcome contains a number of specific actions which the partnership will deliver over the next 12 months. In addition it is proposed that the partnership carries out a 'fit for purpose' review of its future role, structure and resourcing.

Strategic Outcome	**Key Actions**
Sustainable & Ethical Recycling Project Integra aims to deliver high level performance at an acceptable level of cost and environmental impact whilst maintaining public support and participation	• Follow on from Review of Collection & Processing Options • Measuring and addressing Performance • Tender new glass processing contract • Review market opportunities • Recycling in Flats, HMOs & student properties • Assessment of Incentives & Enforcement
Eliminating Landfill Project Integra is committed to the eventual elimination of landfill in the context of the sustainable resource management agenda, scarce local capacity and steeply rising costs	• Recycling on the go • Waste prevention strategy • Healthcare waste

Strategic Outcome	Key Actions
Commercial Materials Management Project Integra is seeking to provide or facilitate capacity to capture commercial recyclables in line with the national waste strategy and resource management agenda.	• Establish working group of authorities with trade waste collections
Efficiencies/Value for Money There is scope for joint working particularly in waste collection to achieve economies of scale such as optimising rounds and pooling resources	• PI officer training scheme • Review opportunities for joint working
Leadership and Influence Project Integra has been successful in influencing the national agenda, securing external funding and delivering behavioural change locally. The partnership must continue to invest time and resources in this key strategic outcome in support of the other elements of the Action Plan	• Targeted communications • Recycle week • Joint lobbying & responses to consultations • Maintaining Project Integra's profile

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1 Introduction

Over the last 15 years, Project Integra has delivered an internationally recognised waste collection and processing infrastructure to ensure a more sustainable approach to the management of waste in Hampshire could be achieved. The 2008/9 Annual Report for the partnership demonstrates the success of this – diverting 89% of waste from landfill (38% to reuse recycling and composting and 51% to energy recovery facilities).

However, much work remains to be done if the partnership is to continue to improve the management of waste as a resource, accommodate future growth in housing and rise to the challenges of the climate change and efficiency agendas which are at the heart of government policy.

This Action Plan sits alongside the Project Integra Constitution and the Hampshire Joint Municipal Waste Management Strategy (JMWMS), which are the three core documents that underpin the Project Integra partnership.

The purpose of this Action Plan is to:

- Set out the strategic context in which Project Integra is working, at local, regional, national and international levels – and identify the links to the partnership's own strategic objectives;
- Provide a framework to assist in the delivery of Project Integra's key strategic objectives over the next 5 years, to March 2015; and
- Set out the key work streams to be delivered by the partnership over the 12 months to March 2011.

2 Strategic Overview

The Project Integra partnership operates within a complex political, economic, social and environmental context. The objectives of the partnership are governed both by a multitude of external factors and local priorities. These strategic drivers are summarised below and described in more detail in Appendix 2, together with a summary of their implications for Project Integra.

The **Waste Strategy for England 2007**, introduces more ambitious national targets to exceed the Landfill Directive obligations and aims for 50% recycling and composting, 75% municipal waste recovery and to cut per capita levels of residual waste in half, all by 2020. The strategy also makes more explicit the Government's intention that local authorities should include commercial waste recycling in their activities.

The **Local Government White Paper**, proposes a greater role for local authorities as place shapers and a duty to co-operate between councils and with other partners – and locally the recycling and sustainable development objectives of the **Local Area Agreements** for Hampshire, Portsmouth and Southampton and **Partnership for Urban South Hampshire.**

The **2007 Comprehensive Spending Review** requires annual net efficiency savings of 3% until at least 2011. All indications are that the **recession** will result in further pressures on public spending in the next CSR. In addition, the government's commitment to continuing increases in **Landfill Tax** provides a major incentive to further reduce landfilling of Hampshire's waste – both municipal and commercial.

The **Materials Resources Strategy** (MRS) for Hampshire and Project Integra's **Joint Municipal Waste Management Strategy** (which aims to deliver the relevant municipal elements of the MRS). These strategies set ambitious targets and are helping to inform the Hampshire **Minerals and Waste Development Framework** which will set the planning context for the delivery of new infrastructure in the county.

The need for urgent action to mitigate the effects of **climate change** is an increasingly important context for our work - requiring reductions in the carbon footprint of our activities, including waste management.

These drivers establish the following strategic issues for Project Integra:

- To maintain and further develop services and infrastructure to meet recycling & waste reduction targets, public expectations and future demand;
- To establish the extent to which commercial waste management can be supported by the partnership;
- To take into account impacts on climate change when making decisions; and
- To achieve these within an increasingly tight fiscal context.

3 The Role of Project Integra

The role of Project Integra is to provide a formal partnership approach and framework to deliver sustainable waste management in the context of Hampshire's Material Resources Strategy.

In 2001 the partner authorities set up a Joint Committee (the Project Integra Management Board) in order to increase clarity, accountability and respond in a more effective and co-ordinated way to new challenges.

The effectiveness of the Board was reviewed during 2005/6 in parallel with the development of the Joint Municipal Waste Management Strategy (JMWMS). A number of important evolutions were agreed by the partner authorities:

- the Constitution of the Board was amended;
- the Board became the Project Integra Strategic Board to underline its strategic, rather than operational, role;
- the objective of the Board mirrors that in the JMWMS:

  to provide a long-term solution for dealing with Hampshire's household waste in an environmentally sound, cost effective and reliable way. Success in achieving this depends on joint working between all the parties in the best interests of the community at large.

The key to Project Integra and its successes to date is the mutual support and co-operation that exists between all the partners - the delivery of sustainable management of municipal waste in Hampshire is dependent on the continuation of this close working.

3.1 Core Values

Project Integra has agreed the following core values:

- We are a partnership founded on the principle of collaboration. This approach has served Hampshire residents well for over 10 years and continues to be essential in a complex and fast-changing environment.

- We are a partnership that encourages two-way communication and where everyone has a say in what we do and how we do it.

- We explain to people why we do things, particularly when difficult or counter-intuitive decisions are made.

- We strive to be consistent in the messages we give to each other and to the wider community.

- We want to be seen as a leading example and therefore actively seek out and promote best practice.

- We aim to make objective decisions based on high quality, up to date data and we support our own research programme to assist with this.

- We see, and encourage everyone else to see, the matter we deal with as material and energy resources, not rubbish, refuse or waste.

- We encourage the view that dealing with these resources effectively is an issue for the whole community not just for particular organisations or individuals.

- We recognise the waste hierarchy and the proximity principle. Above all, however, we seek to achieve the *optimal* use of material and energy resources through a balance of the appropriate environmental, social and economic factors.

- To this end, we strive to produce and supply high quality materials for ethical and sustainable markets, where possible, in the UK.

- As a partnership, we accept that these core values can be challenged and changed, but only after significant and inclusive debate. They should be seen as a framework for moving forward in a consensual manner, not a barrier to progress.

4 Strategic Outcomes

Project Integra has identified five strategic outcomes which guide and focus the partnership's activities. These are:

- Sustainable and Ethical Recycling
- Eliminating Landfill
- Commercial Materials Management
- Efficiencies/Value for Money
- Leadership and Influence.

These strategic outcomes have been developed to take into account the strategic context in which Project Integra is working and specifically to:

- Ensure progress towards recycling targets in a sustainable and ethical way;
- Eliminate the landfilling of waste. This reflects the scarcity of municipal landfill sites in Hampshire and the need to control steeply rising costs resulting from the Landfill Tax Escalator;
- Focus more on dealing with commercial material alongside existing municipal waste in line with the Material Resources Strategy and the broader scope of the 2007 Waste Strategy for England;
- Deliver better value for money through greater efficiencies and partnership working in the context of the challenging 2007 Comprehensive Spending Review requirement and anticipated future spending pressures;
- Focus effort on influencing behaviour in Hampshire through communication and education and at a national level through engagement with government and industry.

Achievement of these outcomes will also contribute to the broader strategic goals of waste prevention and the mitigation of greenhouse gas emissions from waste management activities in Hampshire.

Key Actions

Table 1 summarises the main actions proposed for 2010/11, the resources required for implementing them and the anticipated timetable. Actions are grouped under the appropriate strategic outcome. Significant actions for future years are also identified.

It should be noted that:

- Additional work will define the direction of travel resulting from the Review of Collection & Processing Options. Feedback from all partners will be obtained and the appropriate actions and resources required assessed before the Board is asked to add this to the Action Plan during the year;
- The need for several 'new' actions were identified during 2009/10 through:
    - The first workshop held as part of the Review of Collection & Processing Options; and
    - Applications made to the PI Projects Fund by individual authorities.

  These are included in the summary, more detailed rationale and descriptions of each are provided in Appendix 3.

Table 1: Main Actions for Project Integra 2010/11 – 2015/16

		Resources		Timetable								
		PI Resources	Additional Resources	2009/10	2010/11				2011/12	2012/13	2013/14	2014/15
Theme	Action			Q4	Q1	Q2	Q3	Q4				
Fit for Purpose Review												
	Review	Chief Executive Link, SO Core Group, Executive Director, Visits to Partners Member Workshop	External representative?	Agree approach, PRSC	Visits to Partners, Member Workshop		Report to PISB					
Commercial Materials Management												
	Assess development of trade waste recycling	Working group			Establish group		Report					
Efficiencies & Value for Money												
	PI Projects Fund	ED, SO Core Group			PISB considers applicat'ns		PISB considers applicat'ns					
	Officer Training Scheme	Training Working Group	Some funds required (proposed application to PI Projects Fund)	Develop proposal, PRSC	PISB	TBC	TBC	TBC				
	Health & Safety	CASH			CASH seminar							
	Abandoned Vehicles County Contract	AVCC steering group		Ongoing	Ongoing	Ongoing	Ongoing	Ongoing	Contract extn / tender			
	Joint working	PRSC				Review options & opportunities						

		Resources		Timetable								
		PI Resources	Additional Resources	2009/10	2010/11				2011/12	2012/13	2013/14	2014/15
Theme	Action			Q4	Q1	Q2	Q3	Q4				
Sustainable & Ethical Recycling												
	Review of Collection & Processing Options	Collection & Processing Steering Group, Collection & Processing Project Board	Likely, TBC	Partners review workshop outcome		PISB agrees additions to Action Plan	TBC	TBC	TBC	TBC	TBC	TBC
	PI Glass Processing Contract (extg)	PI Glass Contract Monitoring Officer, MMG		Monitor & payments	Monitor & payments	Monitor & payments	Monitor & payments	Monitor & payments	Contract ends			
	PI Glass Processing Contract (NEW)	Glass Contract Project Group	PCC (funding agreed from PI Projects Fund)	MoU agreed, contract docs prepared	OJEU Advert	Appoint			Contract starts			
	Contamination monitoring	MAF, MMG		Agree programme for 2010/11	Final figures 2009/10	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing
	Materials markets	MMG			DMR income payments 2009/10		6 monthly update				End of news & pams contract	
	Flats & HMOs	Flats Working Group, Recycling Officers	Some funds required (proposed application to PI Projects Fund), WRAP training course	Research	Site visits	Trials			Review & report			
	Students (may be included in work on flats & HMOs)	PCC, SCC, others?	Some funds required (proposed application to PI Projects Fund)	TBC	TBC	TBC	TBC	TBC				
	Performance	Performance Review Group, Strategy Officers, PRSC	Data analysis work		Group formed	PRSC	PISB					
	Incentives	PRSC, input from ED & officers					PRSC	PISB				
	Enforcement	PRSC, input from ED & officers					PRSC	PISB				

		Resources		Timetable								
		PI Resources	Additional Resources	2009/10	2010/11				2011/12	2012/13	2013/14	2014/15
Theme	Action			Q4	Q1	Q2	Q3	Q4				
Minimising Landfill												
	Recycling on the go	Cleansing Officers Group		Review waste analysis & schemes tried								
	Waste prevention	Waste prevention project board		Agree objectives	Present draft proposals to partners		Add into Action Plan		Implement ation			
	Healthcare waste	ED, task & finish group						Review impact of protocol				
Leadership & Influence												
	Communications action plan 2010/11	RfH, Communications Group, Authorities		Comms Workshop (Feb)	TBC	TBC	TBC	TBC				
	Targeted communications	RfH, trial authority(s)	Mosaic & compositon data (under discussion with WRAP)	Research	Developm ent	Design	Trials	Analysis of results				
	Recycle Week Event	RfH, Communications Group, Authorities		Agree outline at workshop	Event (June)							
	Schools Recycling Development	RfH Education Outreach Workers		Ongoing	Ongoing	Ongoing	Ongoing	Ongoing	Review & report			
	Consultation responses & Lobbying	ED, Strategy Officers		DEFRA - IBA	As required	As required	As required	As required				
	PI profile raising	ED, Communications Group		NHHWF present'n	Ongoing	Ongoing	Ongoing	Ongoing				

5 Resources

Figure 1 shows the membership of Project Integra and the resources available to the partnership. Figure 2 indicates the different groups that meet as part of Project Integra and Figure 3 demonstrates the way that these combine in the delivery of this Action Plan.

Project Integra is funded by contributions from the partner authorities. Contributions are based on population and are divided into amounts for:

- the costs of the Executive function;
- Recycle for Hampshire; and
- the PI Projects Fund.

The 2010/11 budget for these is shown in Table 2. The budget increase from 2009/10 is based on the Retail Prices Index (RPI) for October. As this was -0.08% there is a small reduction in the budget for the partnership and partners' contributions compared to the previous year.

The budget for the year shows an anticipated deficit which will be met from balances carried forward from previous years.

The contributions for 2009/10 are shown in Table 3. For convenience the table also identifies partners' contributions to the operational costs of the Materials Analysis Facility (MAF). Operation of the MAF is carried out by VES under contract to the WDAs, this element is also tied to RPI and has decreased in the same way as the PI budget.

The income received by partners from the sale of dry mixed recyclables in 2008/9 is shown in Table 4. Figures for 2009/10 are expected in May 2010.

Figure 1: Project Integra - Partners & Partnership Resources

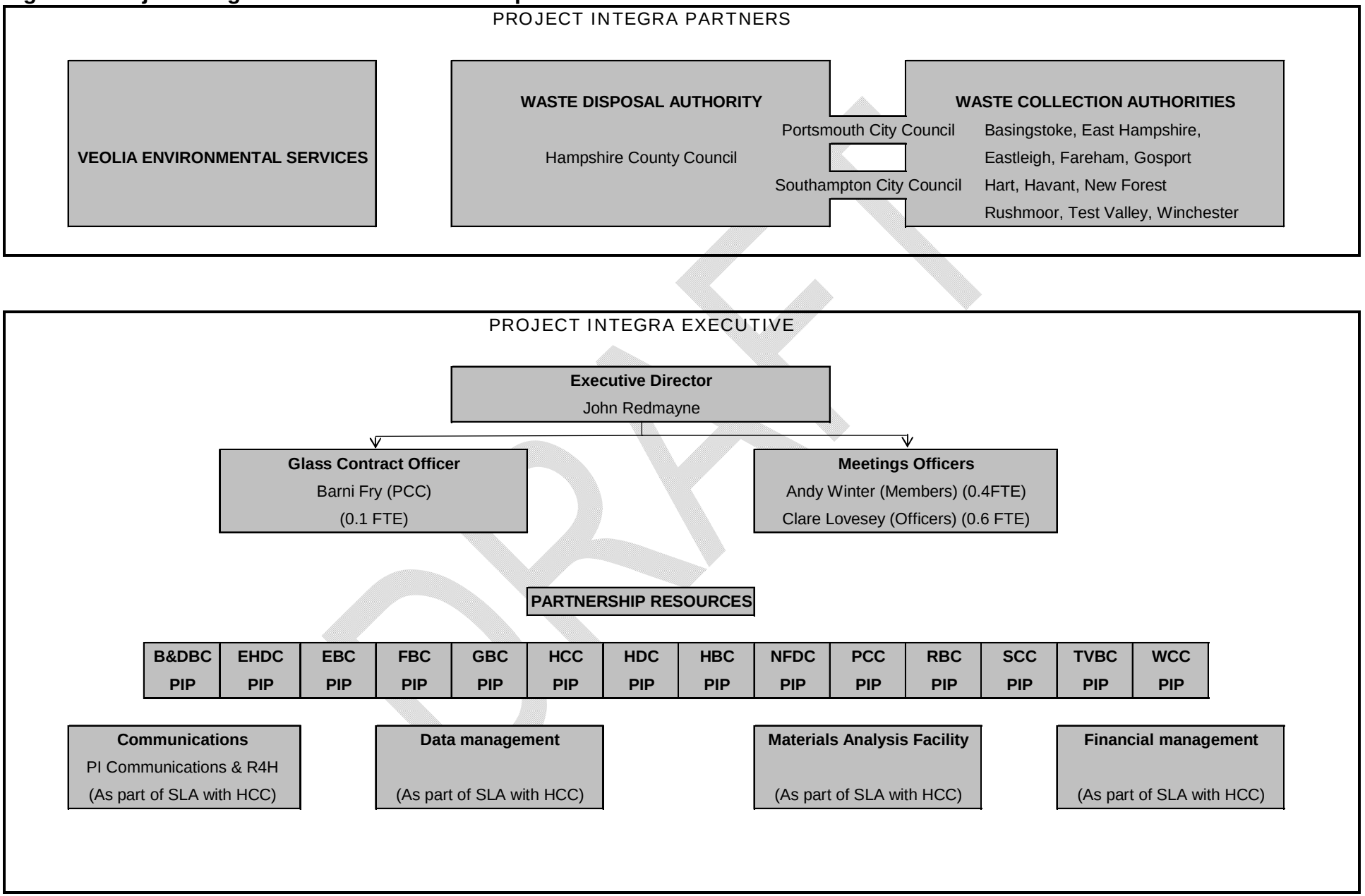

Figure 2: Project Integra - Meetings

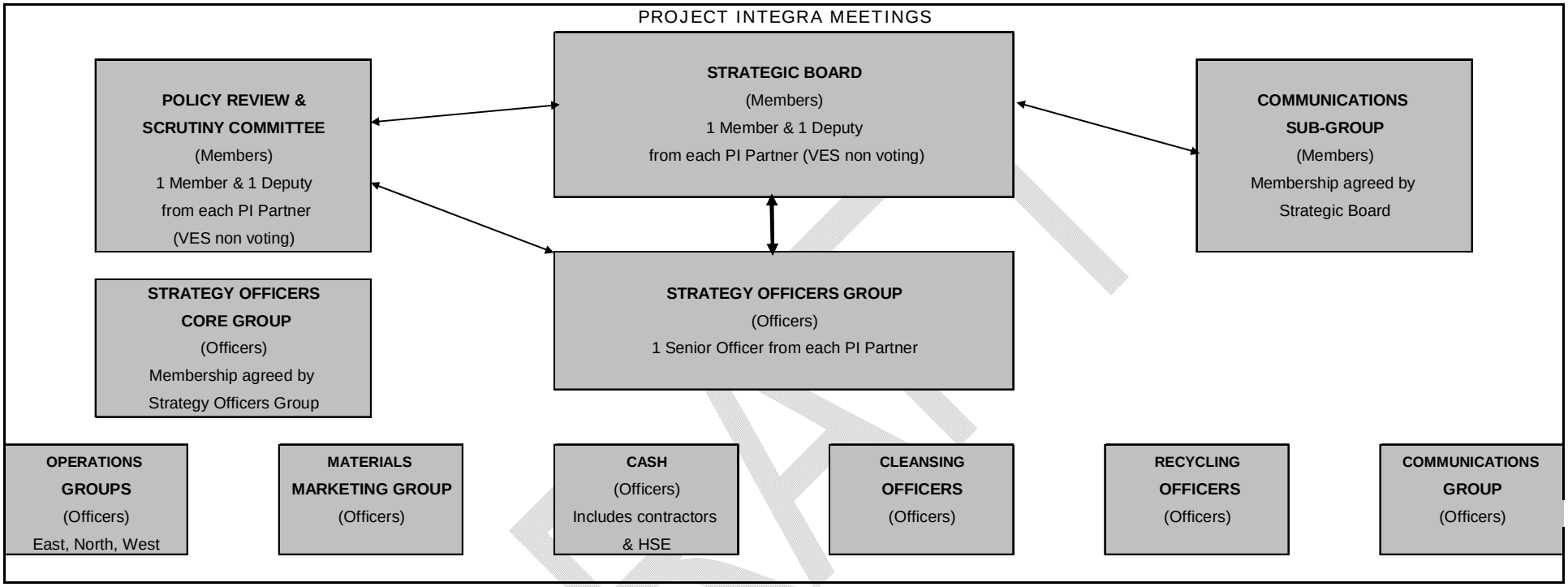

Figure 3: Project Integra – Delivery of Action Plan

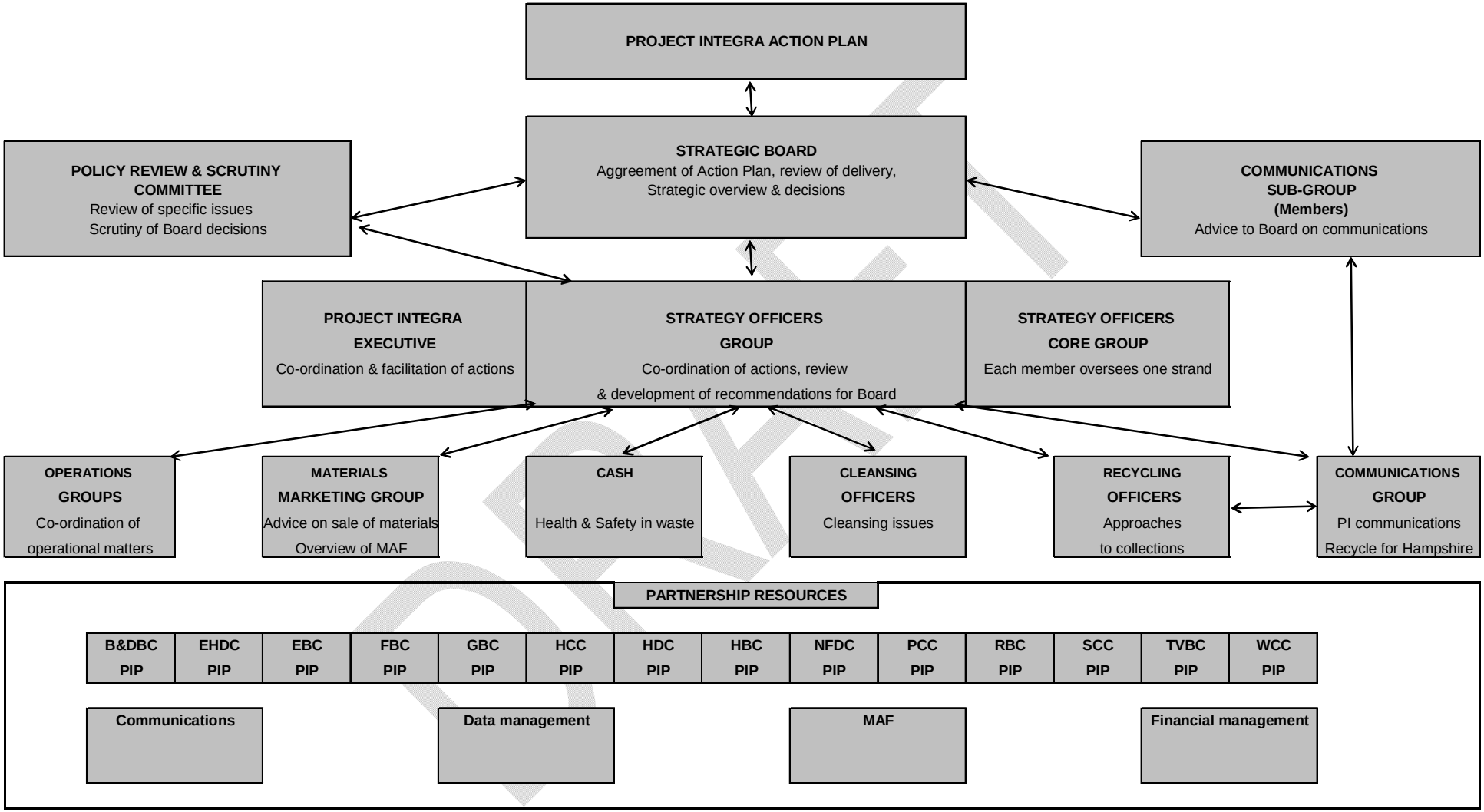

Table 2: PI Budgets 2009/10 and 2010/11

	Original Budget 2009/10	Estimated Outturn 2009/10	Budget 2010/11
PI Executive			
Staff Costs	124,600	123,200	125,600
Events & Activities	9,000	5,900	6,000
Other	63,700	74,800	71,800
Gross Expenditure	197,300	203,900	203,400
Total Income	186,700	186,700	185,100
Net Expenditure	**- 10,600**	**- 17,200**	**- 18,300**
Recycle for Hampshire			
Staff costs	105,500	105,500	105,500
Advertising	15,200	17,800	18,000
Resources	25,000	25,000	15,000
Website	5,000	0	7,500
Design & print	46,300	46,300	51,000
Contingency	3,000	2,000	3,000
Gross Expenditure	200,000	196,600	200,000
Total Income	200,000	200,000	200,000
Net Expenditure	**0**	**3,400**	**0**
PI Projects Fund			
PI Projects 2009/10	16,937	14,500	15,600
Gross Expenditure	16,937	14,500	15,600
Total Income	16,937	16,937	15,600
Net Expenditure	**0**	**2,437**	**0**

Table 3: Contributions from Project Integra Partners 2010/11

		Project Integra						MAF	Combined
		Project Integra Executive							
	Population	Collection £ 89.49	Disposal £ 20.54	Total	Project Fund	Recycle For Hampshire	PI Funding Total	Material Analysis Facility Total	Project Integra & MAF Total
Contribution per 1,000 population									
Basingstoke	152,600	13,656	0	13,656	1,447	13,912	29,015	5,243	34,258
East Hampshire	109,400	9,790	0	9,790	1,037	9,973	20,800	5,243	26,043
Eastleigh	116,300	10,408	0	10,408	1,103	10,602	22,113	5,243	27,356
Fareham	108,100	9,674	0	9,674	1,025	9,855	20,554	5,243	25,797
Gosport	76,400	6,837	0	6,837	724	6,965	14,526	5,243	19,769
Hart	83,600	7,481	0	7,481	793	7,621	15,895	5,243	21,138
Havant	116,900	10,461	0	10,461	1,108	10,657	22,226	5,243	27,469
New Forest	169,500	15,169	0	15,169	1,607	15,452	32,228	5,243	37,471
Portsmouth	186,900	16,726	3,839	20,565	1,772	17,038	39,375	12,987	52,362
Rushmoor	90,900	8,135	0	8,135	862	8,287	17,284	5,243	22,527
Southampton	217,600	19,473	4,470	23,943	2,063	19,837	45,843	14,317	60,160
Test Valley	109,900	9,835	0	9,835	1,042	10,019	20,896	5,243	26,139
Winchester	107,300	9,602	0	9,602	1,017	9,782	20,401	5,243	25,644
Hampshire	1,240,800	0	25,486	25,486	0	50,000	75,486	51,340	126,826
Veolia				4,036	0	0	4,036	68,158	72,194
		147,247	**33,795**	**185,078**	**15,600**	**200,000**	**400,678**	**204,473**	**605,151**

Table 4: Income from Sale of Dry Mixed Recyclables 2008/9[1]

	Total Delivered Tonnes	Residue Rate %	Residue Amount Tonnes	Amount Recycled Tonnes	Final Income £
Basingstoke	10,723	9.75%	1,045	9,677	231,252.60
East Hampshire	9,259	7.42%	687	8,572	204,830.64
Eastleigh	9,139	10.71%	979	8,160	194,993.78
Fareham	8,710	8.83%	769	7,941	189,762.52
Gosport	5,476	12.85%	704	4,773	114,052.44
Hart	7,347	10.89%	800	6,547	156,439.34
Havant	9,766	14.24%	1,390	8,376	200,153.61
New Forest	12,687	11.92%	1,512	11,175	267,034.15
Rushmoor	5,763	11.69%	674	5,089	121,608.38
Test Valley	9,339	11.10%	1,036	8,303	198,404.17
Winchester	9,084	8.97%	815	8,269	197,612.66
Portsmouth	10,928	6.83%	747	10,181	243,297.00
Southampton	13,655	13.90%	1,898	11,757	280,960.45
Total	**121,875**		**13,056**	**108,819**	**2,600,401.73**

[1] Total income for 2009/10 will not be known until after the end of the financial year.

6 Reporting

The Board is kept updated on progress with the activities outlined in the Action Plan through updates on ongoing projects and final reports presented for information or decision as appropriate.

Financial reports are presented to the Board on a quarterly basis and at the end of the year. An Annual Return is made to the Audit Commission.

Comprehensive waste management performance data and performance measures are reported to the Board on a quarterly basis and at the end of the year. Performance is measured in terms of National Indicators – these are also reported to Government through Waste DataFlow. This Action Plan proposes a review of data and performance measure used by the partnership to ensure that they are appropriate for strategic review and fit with the principles of the Partnership. It is anticipated that revised reporting will be in place for 20011/12.

An Annual Report for the Partnership for 2008/9 was presented to the Board in October 2009 and summarised in a presentation at the Annual Conference. A similar report will be produced for 2009/10.

7 Conclusion

Project Integra has been recognised as a model for partnership working to deliver more sustainable waste management. However, the partnership is working in an increasingly complex strategic context and must continue to adapt and move forward in order to deliver sustainable resource management and improve its performance, efficiency and effectiveness at a time when financial pressures are increasing.

The key drivers include the Waste Strategy for England 2007, Hampshire Materials Resources Strategy and Local Area Agreements, all of which set out ambitions for enhanced waste reduction, recycling and landfill avoidance and a broadening of action beyond Project Integra's initial focus on household waste. In addition financial pressures on authorities means that efficiency and partnership working are increasingly important and influencing the debate on funding for future infrastructure.

By setting out the complex strategic context in which Project Integra is working and outlining five resultant strategic outcomes:

- Sustainable and ethical recycling;
- Eliminating landfill;
- Commercial materials management;
- Efficiencies/value for money; and
- Leadership and influence,

this Action Plan helps focus and direct the work of the Partnership over the next five years.

Each strategic outcome forms a work stream comprising a series of activities which the partnership will deliver during 2010-2011.

Delivery of these work streams will enable the partnership to further improve performance and efficiency; plan and develop infrastructure to meet the long-term objective of eliminating landfill and delivering sustainable resource management; and providing an effective approach to communications to deliver further behavioural change in Hampshire and influence wider policy making.

Further information is available from:

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Appendix 1

Summary of Waste Collection Arrangements 2009/10

	Residual waste	Dry mixed recyclables	Glass	Garden waste	Food waste	Trade waste	Trade recycling	Contractual arrangements	Demographics
Basingstoke & Deane	W	F		F		D		Veolia 2011	
East Hampshire	F	F	M	F				Veolia 2011	
Eastleigh	F	F	M	W	W		T	In-house	
Fareham	F	F		F*				In-house	
Gosport	F	F		F				Verdant 2009	
Hart	F	F	M	F				In-house	
Havant	F	F		F				In-house	
New Forest	W	W		F		D	D	In-house	
Portsmouth	W	F		W**				Veolia 2011	
Rushmoor	W	F	F	F				Veolia 2016	
Southampton	W	F		F			T	In-house	
Test Valley	F	F		F				In-house	
Winchester	F	F		F*				Serco 2011	

	Included in council tax – bins or boxes	W – weekly
	Included in council tax – sacks	F - fortnightly
	Chargeable service - sacks	M - monthly
	Chargeable commercial service	T – on trial
	Bring banks only	D – with domestic

Mixed	
Majority rural	
Majority urban	

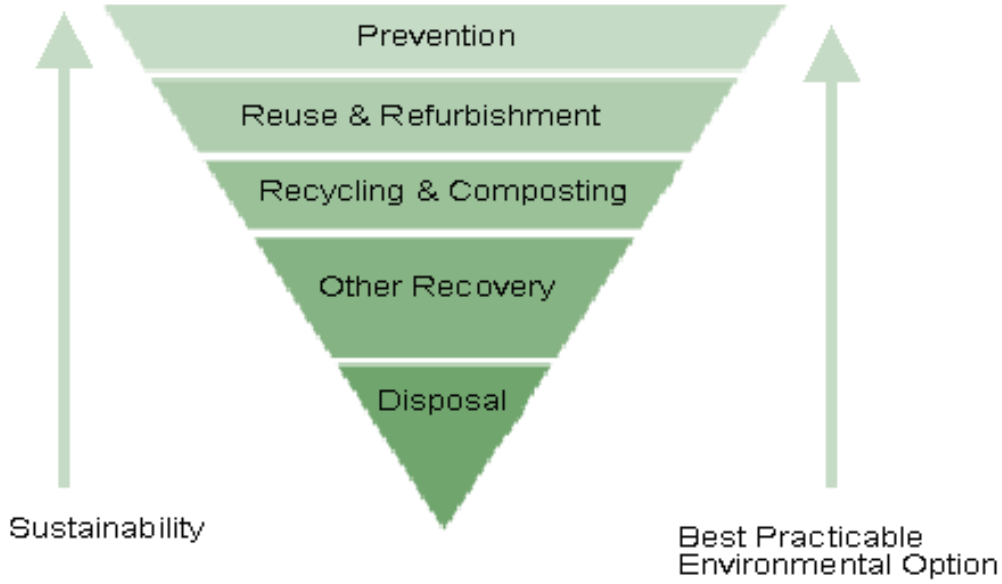
* One sack is free – additional sacks charged
** Collected with residual waste

Strategic Context

The Waste Hierarchy

The waste hierarchy is a well established approach which sets out a hierarchy of preference for approaches to the management of waste. It gives priority to waste prevention, and landfill disposal only as a last resort. The hierarchy is illustrated in **Error! Reference source not found.**.

Figure 4: The Waste Hierarchy



The Waste Framework Directive

The European Council of Ministers adopted a revised version of the 1975 Waste Framework Directive in October 2008. The aim is to encourage the prevention, reuse and recycling of waste as well as simplifying existing legislation.

Key points include:

- 50% target for household waste recycling and reuse by 2020;
- 70% target for recycling and reuse of non-hazardous construction and demolition (C&D) waste by 2020;
- The five-step hierarchy of waste management options, with waste prevention as the preferred option, and then reuse, recycling, recovery (including energy recovery) and safe disposal, in descending order (see **Error! Reference source not found.**);
- Member States must design and implement waste prevention programmes, and the Commission is set to report periodically on progress concerning waste prevention.

The new Directive must be implemented through UK law; in 2009 the Department for Environment, Food and Rural Affairs (DEFRA) issued a consultation document on possible approaches to implementation of the Directive in England and Wales. Further indications of approaches and measures are expected in 2010.

Implications for Project Integra

- *The target recycling and reuse is the same as for England's Waste Strategy and less than that in the Joint Municipal Waste Management Strategy (JMWMS);*
- *The waste hierarchy is the same as that used in England's Waste Strategy; however, the Directive includes a definition of recovery such that only incineration facilities operating above a defined level can be classed as recovery facilities;*
- *There is likely to be an increased focus on waste prevention nationally. This is an identified priority in the JMWMS but is an area where relatively little activity has taken place.*

Waste Strategy for England 2007

The Government's strategic approach to waste management continues to be driven by European policy and directives. The new Waste Strategy for England 2007 builds on the previous (2000) Strategy by introducing the following key objectives:

- To decouple waste growth (in all sectors) from economic growth and put more emphasis on waste prevention and re-use. (This objective is in line with the primary objective of the **EU's Sixth Environment Action Programme**);
- To meet and exceed the **EU Landfill Directive** diversion targets for biodegradable municipal waste;
- To increase diversion from landfill of non-municipal waste and secure better integration of treatment for municipal and non-municipal waste;
- To secure the investment in infrastructure needed to divert waste from landfill and for the management of hazardous waste;
- To get the most environmental benefit from that investment, through increased recycling of resources and recovery of energy from residual waste using a mix of technologies.

Key targets within the Waste Strategy include:

- To reduce the amount of household waste not re-used, recycled or composted from over 22 million tonnes in 2000 to 16 million tonnes in 2010 with an aspiration to reduce it to 12 million tonnes in 2020 – a reduction of 45%. This is equivalent to a fall of 50% per person (from 450 kg per person in 2000 to 225 kg in 2020);
- New household waste recycling and composting national targets of at least:
    - 40% by 2010
    - 45% by 2015
    - 50% by 2020
- New national targets for recovery of municipal waste:
    - 53% by 2010
    - 67% by 2015
    - 75% by 2020.

Implications for Project Integra

- *In most cases, Project Integra's ambitions already exceed the new national targets that have been set;*
- *An important exception to this is the target to reduce residual household waste arisings to 225kg per person in 2020 - this represents a significant challenge;*
- *The requirement for local authorities to take a wider role, including helping local businesses to secure effective and appropriate waste and recycling arrangements;*
- *Possible future powers to provide incentives to householders to reduce and recycle their waste (see Climate Change Act below)*

Household Waste Recycling Act

This Act requires English waste collection authorities to provide a collection service for at least two types of recyclable waste to all households by 31 December 2010 unless the cost of doing this would be unreasonably high or comparable alternative arrangements are available.

Implications for Project Integra

- *The BVPI results for 2007/08 include performance against BV 91b (% of households with doorstep collections of two or more materials). All but one of the Project Integra authorities report performance of 95% or more and four report 100%;*
- *Although the gap from these to 100% may be small, achieving this requires concentrated work to provide services – or alternatives to 'difficult' properties such as flats and households in multiple occupation.*

Landfill

Landfill Allowances Trading Scheme

The Landfill Allowance Trading Scheme (LATS) is intended as a tool to enable the UK to meet targets set by Article 5 of the **EU Landfill Directive** for the amounts of biodegradable waste sent to landfill. Each local Waste Disposal Authority (WDA) in England has been given an allocation for the amount of biodegradable waste they can send to landfill (a landfill allowance allows an authority to landfill one tonne of biodegradable waste). The individual allocations decrease annually so that collectively England will meet the targets set in the Landfill Directive.

Under the **Waste and Emissions Trading (WET) Act**, each WDA can trade allowances (by buying, selling or, in certain years, banking them or borrowing from future years) in order to stay within their allocation. Those failing to stay within their allocation face the possibility of incurring large fines.

Landfill Tax

The landfill tax is charged on each tonne of material sent to landfill, a lower rate applies to inert material (eg rubble). The current (2009/10) rate of tax is £40 per tonne and is set to rise to £48 per tonne in April 2010. Current

indications from Government are that the increases will continue until the tax reaches a rate of £72 per tonne (2013 if the current escalator continues).

Implications for Project Integra

- *As a result of the investments in recycling and incineration facilities HCC, PCC and SCC, as the WDAs, have a surplus of landfill allowances and expect this position to continue;*
- *As a result of their policy of minimising landfill the WDAs have one of the lowest rates of landfill for municipal waste in the UK and so their exposure to these increases is less than most.*
- *However, the tax increases reinforce Project Integra's strategic priority of further reducing landfill;*
- *Waste disposal will become increasingly expensive for businesses – making implementation of waste reductions and recycling schemes more financially attractive to them.*

Batteries Directive

The **EU Batteries Directive** was implemented in the UK through the **Batteries Regulations 2009**. This is a producer responsibility measure which requires that:

- All shops selling more than 32kg of batteries per year have to make provision to 'take-back' batteries from customers (from Feb 2010);
- Producers of batteries must join a Battery Compliance Scheme (BCS) which will collect and treat collected batteries;
- By 2012 at least 25% by weight of all portable batteries put on the market for the first time in the UK need to be collected for recycling - and this target increases to 45% by 2016.

These are very challenging targets as the current collection rate in the UK is estimated to be between 2 and 3% (2007).

WRAP has carried out trials of different approaches to the collection of portable batteries (kerbside collection, community drop-off, retail take-back, postal). Eastleigh participated in both the kerbside and retail take-back collection trials. The highest per capita collection rates were achieved by the kerbside schemes.

Implications for Project Integra

- *Batteries are already collected at all HWRCs in Hampshire;*
- *The Batteries Directive is a producer responsibility measure. Local authorities, though not in any way obligated under the Batteries Regulations to participate in or finance battery collection schemes, may wish to be involved in collecting batteries.*

Climate Change

One of the key drivers for change is a requirement to deliver significant reductions in carbon emissions. This is at the heart of the Government's Waste Strategy for England 2007.

Intergovernmental Panel on Climate Change
In its Fourth Assessment Report (released in 2007) the Intergovernmental Panel on Climate Change issued a stark warning that urgent action is needed to both adapt to the effects of climate change that are already inevitable and to mitigate greenhouse gas emissions. The panel notes that sustainable development can enhance both our capacity to adapt and mitigate climate change, reducing both our emissions and our vulnerability to climate change.

In addition, the panel notes that, while post consumer waste is a small contributor to global greenhouse gas emissions, the waste sector can positively contribute to greenhouse gas mitigation at low cost and promote sustainable development. The panel identifies a number of key mitigation practices and technologies currently commercially available, including:

- Landfill methane recovery;
- Incineration with energy recovery;
- Composting/digestion of organic waste; and
- Recycling and waste minimisation.

Stern Report
The Stern Report, commissioned by the UK Government and published in 2007, examines the economics of climate change and concludes that mitigation – taking strong action to reduce greenhouse gas emissions – must be viewed as an investment. In response, the Government has expressed a commitment to address both the causes and consequences of climate change in the Climate Change Act.

Climate Change Act 2008
The Climate Change Act became law on 26 November 2008, creating a new approach to managing and responding to climate change in the UK.
This Act puts into statute the UK's targets to reduce greenhouse gas emissions through domestic and international action by at least 80 percent by 2050 and reduce carbon dioxide emissions 26 percent by 2020 (both against a 1990 baseline). Amongst other provisions the Act provides a power to pilot local authority incentives for household waste minimisation and recycling in five local authority areas.

Implications for Project Integra

- *Nationally there has been little interest from authorities in operating one of the 'incentives pilots'; Project Integra is no different;*
- *We increasingly need to consider our activities and future options in waste management with reference to their impact on climate change.*

The Local Government Agenda

There is a strong focus in local government on reducing costs through efficiencies, economies of scale and joint working in the local government sector. In addition, the role of local authorities as place shapers and key contributors to the well-being of citizens, the development of sustainable communities and partnership working are recurring themes.

The Lyons Inquiry into local government identifies 4 areas where local government has a significant role to play:

- Providing safe and secure places to live;
- Helping to foster greater prosperity;
- Reducing our environmental impact by encouraging more sustainable lifestyles through engagement with citizens and performance of statutory functions; and
- Addressing levels of public trust and satisfaction.

The Local Government White Paper introduced a new performance framework that cut the number of national performance indicators to 200, and targets to around 50 and replaced Comprehensive Performance Assessment (CPA) with new assessment arrangements (see below). In addition, the White Paper proposed an enhanced role for councils as strategic leaders and place-shapers through stronger Local Strategic Partnerships and next-generation Local Area Agreements (LAAs) with wider scope and importance, and a duty to co-operate between councils and local partners.

In 2009 **Comprehensive Area Assessment (CAA)**, which supersedes the CPA for local government continues to seek assurances from local authorities about how well-run local public services are and how effectively they use taxpayers' money. CAA also aims to be more relevant to local people by focusing on issues that are important to their community and the development of a shared view about the challenges facing an area, such as, for example, waste management, energy, climate change and sustainable environment.

This focus on outcomes for local people requires CAA to look across councils and others responsible for local public services, which are increasingly expected to work in partnership to tackle the challenges facing their communities.

The need for a greater partnership approach is also echoed in the Government's **2007 Comprehensive Spending Review (CSR07)**. The three year Government funding settlement requires all public services to achieve at least 3% net cash-releasing value for money gains per year between 2008 and 2011. Enhanced efficiency is essential to maintain and enhance service quality in the years ahead, while staying within the resources to be allocated for the CSR07 period.

Implications for Project Integra

- *Increasing financial pressures on partner authorities will mean consideration of the cost benefits and efficiencies to be achieved when considering the development of additional recycling services;*
- *Projects relating to efficiency and the achievement of savings from waste services have particular relevance.*

Local Area Agreements

Hampshire

The Local Area Agreement (LAA) for Hampshire for 2008 – 2011 forms the central performance monitoring basis for HCC and its partners through the new Comprehensive Area Assessment (CAA).
The LAA comprises 8 themes, one of which is Environment (priority G).
Within this theme there are three improvement priorities:

- To use material resources more efficiently;
- Mitigate progress of Climate Change; and
- Adapt to consequences of Climate Change.

The first priority is most directly significant to Project Integra (who is listed as a delivery partner) which has one national target and one local target:

- **NI 193: Percentage of municipal waste landfilled**
  to reduce performance progressively from a baseline of 15% progressively to 12% in 2011;
- **Local Indicator G1: Household waste recycled and composted**
  Increasing performance in recycling and composting by the Hampshire Districts and aiming for a target linked to the overall Project Integra Plan of 35% performance in urban areas and 40% in rural areas.

Climate change mitigation is also an important consideration to be taken into account in partnership activities.

Portsmouth

Portsmouth's LAA runs from 2008/9 – 2010/11 and comprises 10 Priorities.
Priority 5 is to 'Make Portsmouth an attractive and sustainable city'.
The main targets relevant to Project Integra are:

- **Increased recycling and composting**
  Progressively increasing performance up to 34% in 2010/11(NB definition of this target is different to the NI as it includes additional materials recovered from incinerator bottom ash)
- **NI 193: Percentage of municipal waste landfilled**
  Progressively reducing to 12.4% in 2010/11.

Southampton

Southampton's LAA runs from 2007/8 – 2009/10 and comprises 4 themes, including Safer and Stronger Communities. Key Outcome 7 is 'To improve the city's environment and people's views about the quality of life within their neighbourhoods'.
The main targets relevant to Project Integra are:

- **Reduction in the percentage of municipal waste landfilled**
  Aiming for 22.10% by 2009/10 – this is now covered by NI 193
- **Increase in the percentage of municipal waste recycled**
  Aiming for 27.28% by 2009/10.

Implications for Project Integra

- *There is consensus on the priority measures for all Project Integra authorities:*
  - *Reducing waste going to landfill; and*
  - *Increasing reuse, recycling and composting,*

these are consistent with the Joint Municipal Waste Management Strategy (see below)

- *Consider the mitigation of climate change in all partner activities.*

Growth Areas in Hampshire

There are a number of recognised growth areas in Hampshire including The Partnership for South Hampshire (PUSH), and the Basingstoke Diamond for Growth. The main aim of the growth areas is the strategic delivery of economic-led growth between now and 2026.

Such strategies for economic growth need to be environmentally sustainable and ensure that the principles of sustainability inform and determine the nature of key development proposals. These principles include, amongst others:

- stabilisation and reduction in the use of resources
- net self-sufficiency in resource recycling and waste handling
- joint decision making on targets for resource usage and planning for resource management infrastructure
- planning that takes into account necessary mitigation and adaptation measures with regard to climate change.

In 2009 Government approved plans for the development of Whitehill and Bordon in East Hampshire as an Eco-Town – this provides priority access to government funding to increase the size of the town whilst minimising environmental impacts on a wide range of different measures.

Implications for Project Integra

- *The work of the Project Integra partnership supports the key growth area objectives of sustainable economic growth by ensuring the effective management of waste materials.*

Materials Resources Strategy (MRS)

At the beginning of 2005 Hampshire County Council, Portsmouth City Council, Southampton City Council and Project Integra jointly facilitated the development of the Hampshire Materials Resources Strategy (MRS). The development process resulted in the publication of 'More from Less', a synopsis of seventeen months of stakeholder dialogue which articulates stakeholders' aspirations on issues related to natural resources, minerals and wastes. More From Less is intended as a primary reference point to guide and integrate 3 key work areas:

- Production of the statutory Joint Minerals and Waste Development Framework;
- Development of plans for managing municipal waste under Project Integra; and
- Implementation of societal change objectives via the Hampshire Natural Resources Initiative.

In effect the MRS represents an extension to the Community Strategies in Hampshire with a focus on natural resources. Key themes from these

Community Strategies include: protecting and enhancing Hampshire's environment, supporting Hampshire's economy, preparing for global warming, reducing the causes of environmental damage, minimising waste production, maximising recycling, re-use and composting through new practices and education and publicity campaigns, disposing of residual waste locally by sustainable means, improving urban design and combating fly-tipping.

'More from Less' identifies a number of outcomes which stakeholders wished to see delivered:

- Achieving behaviour change that maximises reuse, recycling and recovery;
- Reducing overall year on year waste growth to 1% by 2010 and 0.5% by 2020;
- Achieving an overall recycling rate of 60% by 2020 for **all** Hampshire's waste (not just household);
- Optimising the cost of recycling to public and private sectors;
- Achieving net self-sufficiency in dealing with all waste arisings by 2016;
- Maximising materials and energy recovery from unavoidable waste;
- Reducing use of landfill for all waste materials to a minimum practicable level by 2020;
- Reducing demand for new minerals to minimum practicable levels, with extraction of sand and gravel from land reduced as far as practicable;
- New sites and facilities provided meeting needs in a sustainable efficient way;
- Providing a supportive policy framework and involving all sectors of the community in delivering solutions and change.

Dealing with construction waste more effectively and ensuring much higher levels of recycling and minimisation of waste is a key priority for Hampshire County Council. Working with partners such as WRAP and PUSH the County Council have been developing best practice and putting in place appropriate policies in the Minerals and Waste Development Framework, to assist in achieving a more sustainable approach to resource use related to development activity.

Implications for Project Integra

- *More From Less identifies that a key issue for Project Integra is to maximise affordability and value for money for the council tax payers, including optimizing recycling performance across the Project Integra partnership, and maximising cost efficiencies through economies of scale and joint working.*

Hampshire Joint Municipal Waste Management Strategy (JMWMS)

The JMWMS has been produced by Project Integra with the vision that by 2020, Hampshire will have a world class and sustainable material resources system that maximises efficient re-use and recycling and minimises the need for disposal. It has been developed in the context of Hampshire's Material Resources Strategy. It is also closely linked to the Minerals and Waste Core

Strategy (see below), as both have been developed in parallel, using 'More from Less' as a reference point and using similar sustainability objectives and appraisal techniques.
The aims of the JMWMS include:

- To deliver the relevant municipal elements of the Material Resources Strategy;
- Win the support and understanding of the wider public;
- Make access to recycling and related facilities a positive experience for residents and businesses;
- Improve the understanding of, and contain the year on year growth in material resources generated by household consumption;
- Maximise value for money by considering the system as a whole;
- To provide suitable and sufficient processing facilities for existing and new material streams;
- Secure stable, sustainable and ethical markets for recovered materials and products;
- Ensure each partner clearly understands its roles and responsibility for delivery; and
- Meet statutory obligations and maintain Hampshire at the forefront of the waste to resources agenda.

JMWMS will deliver these aims using the following preferred approach:

Collection – Kerbside collection of dry mixed recyclables, glass and textiles; promote home composting and the use of food digesters; introduce chargeable kerbside green waste collections and facilitate the provision of enhanced waste electrical and electronic equipment (WEEE) 'bring' facilities at household waste recycling centres (HWRCs).

Commercial Recycling – Provide / facilitate collection and processing capacity to optimise the capture of recyclables from the commercial sector (recyclables that are similar in nature to those arising from the municipal waste stream).

Waste Growth – MRS and Regional Waste Strategy targets – reduce growth to 1% per annum by 2010 and 0.5% pa by 2020.

Treatment of Residual – Thermal treatment (EfW) of at least 420,000 tonnes per annum with excess residual waste being sent to landfill in the short term and further treatment in the long term.

Landfill – Pre-process all household waste with residues only to landfill (and minimum organics to landfill).

Implications for Project Integra

- *JMWMS states that the Project Integra partners will seek to positively contribute to the achievement of the following MRS recycling and composting targets for all waste:*
    - *50% by 2010*
    - *55% by 2015*
    - *60% by 2020.*

- *Whilst Hampshire is clearly 'ahead of the game' in the UK waste management context, there are a number of important developments that dictate that we cannot rest on our laurels. In municipal waste management terms, the key challenges ahead can be summarised as follows:*
  - *Waste volumes have increased significantly over the assumptions on which Project Integra was based. Population growth and new development will exacerbate this problem in the years ahead;*
  - *The understanding of what can be achieved in recycling terms, together with community aspirations, has increased;*
  - *Landfill costs have risen significantly and will continue to rise through increases in Landfill Tax, increasingly making landfill the option of 'last resort' in both environmental and financial terms; and*
  - *All of the above point to a trend of increasing revenue costs for waste management for the next decade and beyond, highlighting the need for innovative approaches to contain costs / generate revenue.*
- *In addition an important complementary agenda has opened which recognises that waste management should not be an end in itself, but considered as part of the much wider climate change and sustainability agenda. There is increasing recognition that waste management can act as a catalyst to achieve wider objectives such as sustainable communities if plans are developed in an innovative way and integrated with other services from the outset.*
- *The partnership has a potential opportunity to fully adopt the material resources philosophy in an integrated sustainability solution. The aim would be to maximise linkages with wider objectives and use the need for new waste systems as a catalyst for overcoming traditional barriers to implementing new approaches. In this context, it represents a step-change in relation to the current Project Integra approach:*
  - *New infrastructure developed for recyclable/residual waste with provision for recyclable / residual waste (potentially including commercial and industrial (C&I));*
  - *The integration of waste, local energy production and sustainable transport;*
  - *Potential integration of some commercial and industrial waste streams and the creation of additional C&I waste capacity;*
  - *The development of combined heat and power infrastructure, with an emphasis on new development; and*
  - *The formation of new delivery structures to deliver these integrated solutions.*
- *The wide scope of this work would require high capital investment although there is scope for this to be shared with developers and other service providers. As this is a new approach, the revenue costs are uncertain at this stage although they would be expected to offer best value in the longer term as energy and raw material prices are predicted to increase in long-term global markets.*
- *The JMWMS was adopted in April 2006, there is a commitment to review the Strategy after five years.*

Minerals and Waste Development Framework

The Core Strategy of the Minerals and Waste Development Framework (MWDF) sets out a long-term spatial vision for minerals and waste planning in Hampshire and will contain the primary policies and proposals to deliver that vision:

"By 2020, Hampshire will have a world class and sustainable material resources system that maximizes both the efficient use of primary materials and the reuse and recycling of wastes, and minimises the need for disposal."

The overall approach is based on principles of improving resource efficiency by improving the sustainable design of new building, progressively slowing the pace of waste growth and maximising the recovery of value from wastes prior to landfill.

As far as possible, waste will be managed near to where it is produced and in accordance with the waste hierarchy. Value will be recovered through technically advanced re-use, recycling and composting processes, or failing that, through the recovery of energy and / or materials from the waste. The amount of waste going to landfill will be very limited in quantity and biodegradable content.

Implications for Project Integra

- *Both the MWDF (see above) and the JMWMS are significantly based on data and principles established in the MRS (see above), this ensures consistency between these two strategic approaches.*

Local Public, Social and Market Pressures

There remains continued pressure from the public in Hampshire to increase the range of materials that can be recovered for recycling. Tetrapak recycling is a good example of the difficulties that this presents in terms of ensuring that the financial and sustainability issues are well understood by both the public and the media.

The partnership benefits from the sale of recyclables, the value of which is dependent on changing market conditions both nationally and internationally. The rapid economic growth of countries like China and India has had a global effect on resource use and commodity prices - stimulating the market for secondary raw materials but also pushing up fuel prices. The recent economic downturn has seen demand and prices for many secondary materials drop dramatically.

Implications for Project Integra

- *The partnership will continue to monitor market activity and is committed to supplying high quality secondary materials in order to ensure sustainable markets and income.*

Description of 'New' Activities for 2010/11

A 3.1 Targeted Communications

Introduction

- Targeting of communications simply means delivering a tailored communications message to a specific group of households – as opposed to an (of necessity) generalised message delivered to all households.
- Targeting allows messages to be delivered more efficiently through better response rates and reduced amounts of material required outweighing the higher costs of identifying target households and (potentially) higher cost of delivering the message.
- Recycle for Hampshire has assisted Partners in delivering targeted communications such as:
    - Doorstepping and incentives campaigns which specifically targeted low-performing households (i.e. low capture and high contamination)
    - Engagement projects which trialled a range of approaches to target contamination (e.g. crew engagement and community engagement)
    - Material-specific campaigns (e.g. glass; cans)
- Key to targeting communications is the ability to identify a separate household/group of households and the message it is desired to communicate to them. To date approaches in the Partnership have focused on areas/households with 'high contamination' or 'poor performance' because it has been possible to identify households or areas where this is an issue through:
    - The data provided by the Materials Analysis Facility (MAF) – typically relating to a collection round; and
    - Contamination reports from collection crews – typically associated with the issue of red and yellow contamination warning cards to households.
- More sophisticated targeting of communications to specific socio-economic groups is of interest to most PI authorities – as evidenced by:
    - Communications being raised as a way of 'maximising the performance of what we have got' during the first workshop held as part of the Review of Collection & Processing Options; and
    - Several of the bids to the PI Projects Fund being for projects to increase recycling and reduce contamination by targeting specific socio economic groups and the use of the Mosaic database linked to targeted communications.

Case study

- Kent Waste Partnership have developed a sophisticated approach to targeting of communications based on the combination of three information sources:
    - Mosaic database
    - MORI survey data on attitudes to recycling and waste prevention
    - Waste compositional analysis carried out with detail for different socio-economic groups
- This has resulted in a significant amount of data that has been used to identify and target communications to very specific areas.

Recommendation for PI Action Plan 2010 – 2015

Assess the feasibility, costs and benefits of using Mosaic data to target communications:

- Using Mosaic data should enable more sophisticated communications messages to be developed that are tailored to the different attitudes and behaviours of the different socio-economic groups.
- Discussion with WRAP suggests that it is likely to be possible to develop sufficiently good waste composition mapping to allow mapping with the Mosaic database. This would be based on the countywide waste composition developed by HCC as part of the Review of Collection & Processing Options but with amendments to deliver a

reasonably accurate area based composition based on knowledge of composition variations by socio-economic group
- The resulting information will be used to deliver targeted communications – for instance on can recycling to areas where there are known to be higher levels of cans in the waste stream.

A 3.2 Enforcement

Introduction

- The Clean Neighbourhoods and Environment Act (CNEA) allows local authorities to take enforcement action against individuals in relation to their failure to comply with instructions from their local authority about the placing of waste in a specified container.
- Significant numbers of authorities in England have developed approaches to the use of these powers to provide a 'measure of last resort' to back up other approaches to encouraging residents to use the recycling collection services provided to them – and thus increase recycling and reduce residual waste.
- PI Authorities have carried out extensive work on encouraging behavioural change through a wide range of approaches (leaflets, adverts, doorstepping, contamination warning notices etc) but these have not, to date, been backed up by policies on enforcement.
- Fareham BC is in the process of adopting the policies to enable it to take enforcement under the CNEA.
- Enforcement policies are understood to be in use by PI Authorities for a range of other 'environmental crimes' (fly-tipping, dog fouling etc) and there is a countywide meeting of 'Enforcement Officers'.

Recommendation for PI Action Plan 2010 – 2015

This action should be considered in tandem with that for recycling incentive schemes.

Review of enforcement by PRSC.

- Current approaches to enforcement on environmental issues within PI authorities.
- Experience of enforcement on waste & recycling in Fareham.
- Experience of enforcement elsewhere in the UK.
- Role of Enforcement Officers Group.

The anticipated outcome of this review is unlikely to be a PI policy on enforcement – rather it is hoped that the process involved and the information provided will be useful to Partners in considering whether to develop policies on enforcement under the CNEA in their own authority.

A 3.3 Flats & Households in Multiple Occupation

Introduction

- All PI authorities have within their area numbers of flats and households in multiple occupation (HMOs) (hereinafter referred to simply as 'flats').
- The Household Waste Recycling Act[2] requires that where English WCAs have a general duty to collect household waste they shall ensure, except in some circumstances, that by the end of 2010 they collect at least two types of recyclable waste separate from the remainder of the waste. The circumstances in which they would not have to comply would be where the cost of doing so was unreasonably high or where comparable alternative arrangements are available.
- Within Hampshire it is flats that are the type of household least likely to be receiving a collection service – so addressing this will assist authorities in meeting the requirements of the Act.

[2] http://www.defra.gov.uk/environment/waste/localauth/hwra/index.htm

- In addition, lack of collections from flats – or poor performance by those that exist – will reduce the overall recycling performance of individual authorities – and PI as a whole.
- Initially, in most authorities recycling collection schemes were rolled out to flats as a blanket service, with all blocks of flats within a local authority's boundaries receiving the same type of collection scheme. However, blocks of flats vary considerably; from the refuse disposal methods used to the communication opportunities available, meaning that a single type of scheme is unlikely to provide the most effective recycling solution for all blocks of flats.
- Previous work within the Partnership on extending recycling collections to flats and improving the effectiveness of existing collections includes:
    - Behavioural change projects supported through the Projects Fund;
    - Sharing of issues and experience by Recycling Officers at their meetings;
    - Development of targeted communications for flats by Recycle for Hampshire.
- Despite these efforts, effective recycling from flats remains a challenge for many PI authorities – as evidenced by:
    - Several of the bids to the PI Projects Fund being for projects by individual authorities relating to collections from flats and HMOs;
    - Flats being raised as a specific issue to be addressed during the first workshop held as part of the Review of Collection & Processing Options.
- The Waste & Resources Action Programme (WRAP) have developed a guide for local authorities on providing effective recycling and food waste collection services to flats[3].

Recommendation for PI Action Plan 2010 – 2015

- Establishment of a Flats Working Group – as a sub-group of the Recycling Officers Group.
- The group to develop and work through an action plan including:
    - Strategic planning (numbers and types of flats, current nature and level of service provision)
    - Experience & issues in Hampshire (what has already been tried, evidence & research, issues)
    - Experience from elsewhere (review of case studies, site visits)
    - Implementation – general
    - Implementation – trials of different initiatives with evaluation
- Reporting back from the group to Recycling Officers Group (quarterly) and PISB.

A 3.4 Incentives

Introduction

- The attraction of rewarding households for participation (as opposed to penalising those not recycling through enforcement) is an attractive one.
- Previous difficulties with incentives (Defra trials in 2004/5) have been in showing a clear link between input and outcome – and the relatively high cost of achieving and maintaining an increase in performance.
- Considerable profile has been achieved over the past year for the first trials of an American recycling incentives scheme called RecycleBank.
- The first trial is in the Royal Borough of Windsor and Maidenhead, the second is now underway in Halton (Merseyside).
- The scheme rewards recyclers based on the amounts (weights) that they set out for recycling. This necessitates a wheeled bin with a chip in it to identify the individual household. Rewards are paid out as vouchers from partnering retailers.

3 http://www.wrap.org.uk/local_authorities/research_guidance/collections_recycling/recycling_collections_for_flats/index.html

- Other approaches to incentivising waste reduction and recycling behaviours may also warrant consideration by Members.

Recommendation for PI Action Plan 2010 – 2015

This action should be considered in tandem with that for CNEA enforcement.

Maintain a watching brief on the evidence relating to approaches to recycling incentive schemes.

- It is likely to be Autumn of 2010 (at the earliest) before data from a full year of operation of the RecycleBank trials in Windsor and Maidenhead and Halton are available.
- Presentation at PI conference?

A3.5 Performance

Introduction

- The Partnership has developed a Joint Municipal Waste Management Strategy (JMWMS) in 2005/6.
- The JMWMS was adopted in 2006 by all Partners.
- Significant progress in implementing the JMWMS has been made across a number of themes. However, it is now clear that the Partnership recycling target of 50% by 2010 will not be achieved.
- The Review of Collection & Processing Options is an important part of strategic forward planning and will provide indications of future performance resulting from different collection and processing options.
- Performance reports are provided to the Board on a quarterly basis and a short commentary is now provided on these.
- There is, however, little by way of formal review of the reasons for changes in performance or of the implications for achievement of the JMWMS.
- Performance was raised as an issue at the first workshop on the review of collection & processing options. This typically refers to the differences in recycling performance between Partners.
- As a Partnership PI has tended to eschew the chasing of targets - for example through maximising the collection of garden waste to achieve high rates of recycling performance.
- In reality, of course, waste management data, performance and the understanding of them are complex issues and will never be an exact science. The key challenge for PI is to establish the performance measures that fit with its objectives and to develop a strategy that collects, analyses and presents data accordingly.
- A huge amount of data on waste management activities within the Partnership is collected through WasteDataFlow – it is unlikely that much by way of new data collection would be required.

Recommendation for PI Action Plan 2010 – 2015

Review data and performance measures used within the Partnership

- Establish review group
- Agree the objectives & principles that form the context for performance by PI Partners and PI as a whole (PRSC?)
- Review group proposes data strategy & performance measures to PRSC
- PRSC proposes to PISB adoption of revised measures
- Revised measures put in place
- Figures reviewed by Strategy Officers quarterly
- Reports to PISB:
    - quarterly update;
    - annual review of performance and implications for Strategy.

Project Integra Household Waste Recycling, Recovery and Disposal Infrastructure

Household Waste Recycling Centres (HWRCs)
1. Aldershot
2. Alresford
3. Alton
4. Andover
5. Basingstoke
6. Bishops Waltham
7. Bordon
8. Casbrook
9. Eastleigh
10. Efford
11. Fair Oak
12. Farnborough
13. Gosport
14. Hartley Wintney
15. Havant
16. Hayling Island
17. Hedge End
18. Marchwood
19. Netley
20. Paulsgrove
21. Petersfield
22. Segensworth
23. Somerley
24. Southampton
25. Waterlooville
26. Winchester

Composting Sites
27. Chilbolton
28. Down End
29. Little Bushy Warren

Materials Recovery Facilities (MRFs)
30. Portsmouth
31. Alton

Energy Recovery Facilities (ERFs)
32. Chineham
33. Marchwood
34. Portsmouth

Transfer Stations
35. Andover
36. Basingstoke
37. Farnborough
38. Lymington
39. Marchwood
40. Netley
41. Otterbourne
42. Portsmouth

Landfill Site
43. Blue Haze

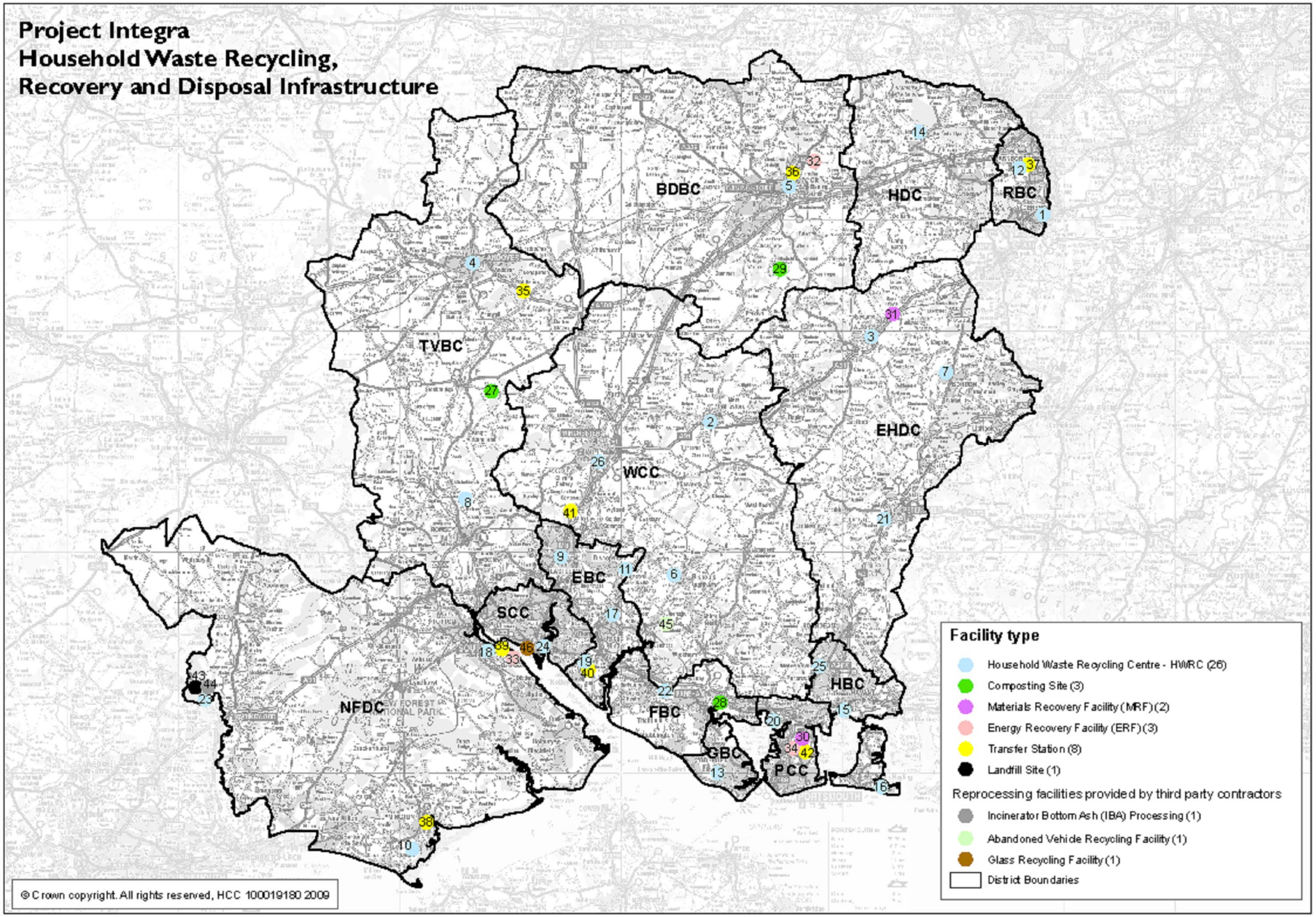
Incinerator Bottom Ash (IBA) Processing*
44. Blue Haze

Abandoned Vehicle Recycling Facility*
45. Silverlake Garages Ltd

Glass Recycling Facility*
46. Recresco Ltd

Numbers refer to map of facilities
* Reprocessing facilities provided by third party contractors

December 2009


Project Integra
Household Waste Recycling,
Recovery and Disposal Infrastructure
BDBC
HDC
RBC
TVBC
EHDC
WCC
EBC
SCC
NFDC
FBC
HBC
GBC
PCC
Facility type
Household Waste Recycling Centre - HWRC (26)
Composting Site (3)
Materials Recovery Facility (MRF) (2)
Energy Recovery Facility (ERF) (3)
Transfer Station (8)
Landfill Site (1)
Reprocessing facilities provided by third party contractors
Incinerator Bottom Ash (IBA) Processing (1)
Abandoned Vehicle Recycling Facility (1)
Glass Recycling Facility (1)
District Boundaries
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