

HAVANT BOROUGH COUNCIL
PUBLIC SERVICE PLAZA
CIVIC CENTRE ROAD
HAVANT
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CABINET AGENDA

Membership: Councillor Rennie (Chairman)

Councillors Satchwell, Robinson, Pike, Bains (Vice-Chairman), Bowerman and Thain-Smith

Meeting: Cabinet

Date: Wednesday 20 October 2021

Time: 5.30 pm

Venue: Hurstwood Room, Public Service Plaza, Civic Centre Road,
Havant, Hampshire PO9 2AX

The business to be transacted is set out below:

Daniel Toohey
Monitoring Officer

12 October 2021

Contact Officer: Jenni Harding 02392 446234
Email: janni.harding@havant.gov.uk

Page

PART 1 (Items open for public attendance)

1 Apologies for Absence

To receive and record any apologies for absence.

2 Minutes

1 - 6

To confirm the minutes of the last meeting held on 08 September 2021.

3 Declarations of Interests



To receive and record any declarations of interest.

4 Chairman's Report

5 Cabinet Lead Delegated Decisions, Minutes from Meetings etc. 7 - 26

RECOMMENDED that the following Delegated Decisions be noted:

- (1) 25/06/21 - Proposed TRO Seafarers Walk Hayling Island
<https://havant.moderngov.co.uk/ieDecisionDetails.aspx?ID=447>
- (2) 12/08/21 Lavender Road
<https://havant.moderngov.co.uk/ieDecisionDetails.aspx?ID=450>
- (3) 12/08/21 Sharps Road
<https://havant.moderngov.co.uk/ieDecisionDetails.aspx?ID=449>
- (4) 19/08/21 Brooklyn Drive
<https://havant.moderngov.co.uk/ieDecisionDetails.aspx?ID=451>
- (5) 20/08/21 Gladys Avenue
<https://havant.moderngov.co.uk/ieDecisionDetails.aspx?ID=453>
- (6) 10/09/21 Sutton Close
<https://havant.moderngov.co.uk/ieDecisionDetails.aspx?ID=454>
- (7) 10/9/21 Stockheath Lane
<https://havant.moderngov.co.uk/ieDecisionDetails.aspx?ID=455>
- (8) 07/10/21 Pyrford Close
<https://havant.moderngov.co.uk/ieDecisionDetails.aspx?ID=456>

RECOMMENDED that the following Minutes of Meetings be noted:

- (1) Portchester Crematorium Joint Committee Minutes – 20
September 2021
[https://havant.moderngov.co.uk/ieListDocuments.aspx?CId=188
&MId=11473](https://havant.moderngov.co.uk/ieListDocuments.aspx?CId=188&MId=11473)

Leader of the Council

6 Shaping Our Future (Quarterly Update) 27 - 46

Cabinet Lead for Capita and Commercial Contracts

7 Draft Joint Municipal Waste Management Strategy 47 - 88

GENERAL INFORMATION

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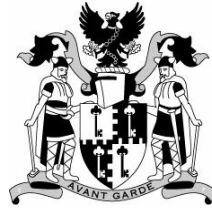
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Havant

BOROUGH COUNCIL

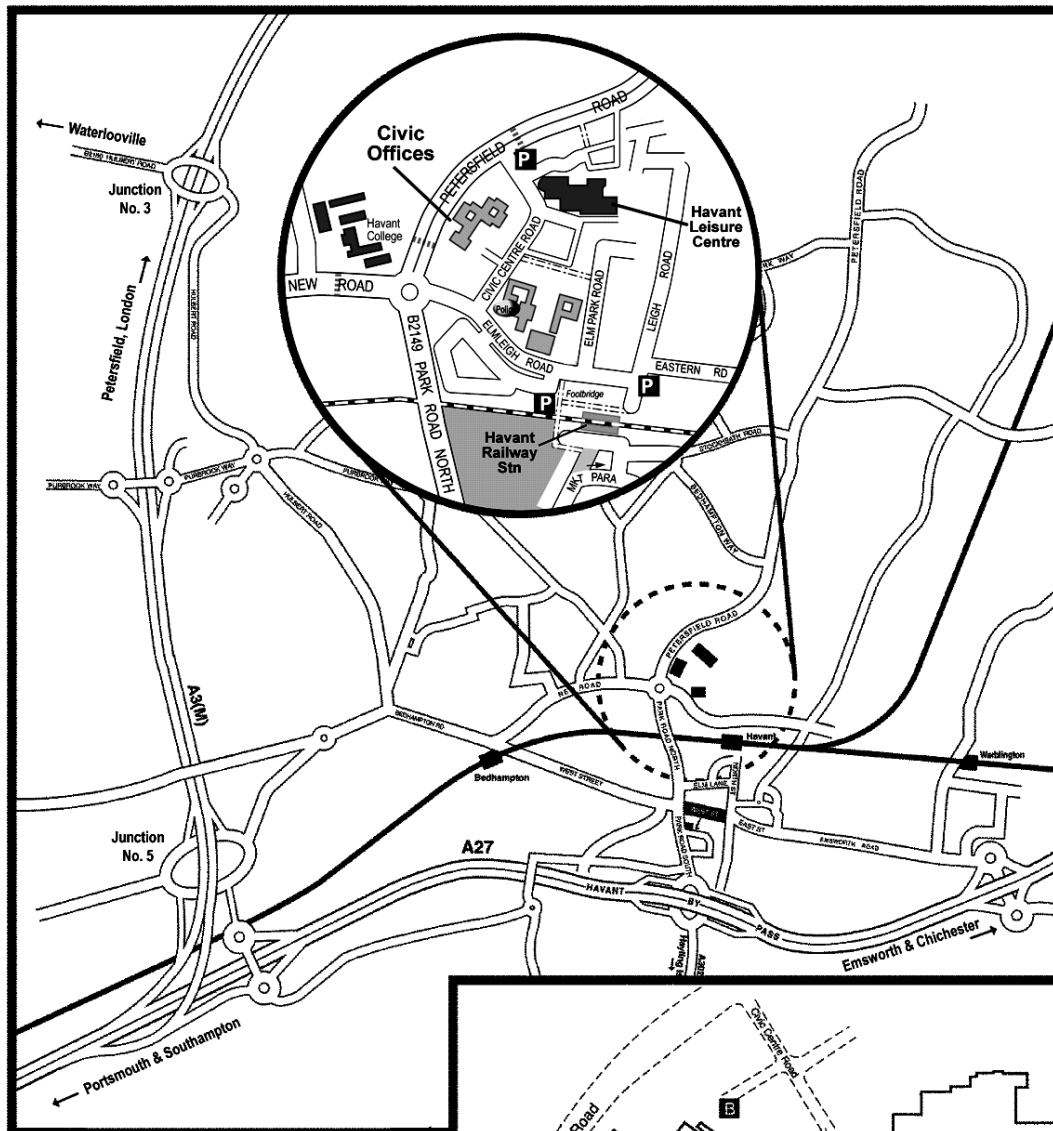
PROTOCOL AT MEETINGS – RULES OF DEBATE

Rules of Debate

- Councillors must always address each other as “Councillor ...” and must always address the meeting through the Chairman;
- A motion must relate to the business included on the agenda or accepted by the meeting as urgent business
- A motion must be proposed and seconded before it is debated until it is either accepted or rejected by a vote;
- An amendment can be proposed to the original motion and this must be seconded before it is debated;
- An amendment cannot be considered if it is inconsistent with an amendment previously adopted or repeats an amendment previously rejected;
- The mover of an original motion may, with the consent of the mover of an amendment, incorporate an amendment into the motion;
- Only one amendment may be moved at a time. No further amendments can be moved until the previous amendment has been dealt with;
- Each amendment must be voted on separately;
- If an amendment is carried, the amended motion becomes the substantive motion to which further amendments may be moved;
- If an amendment is lost, other amendments may be moved to the original motion.
- The mover may withdraw an amendment at any time
- After an amendment has been carried, the Chairman will read out the amended (substantive) motion, before accepting any further amendment, or if there are none, put it to the vote.

Voting

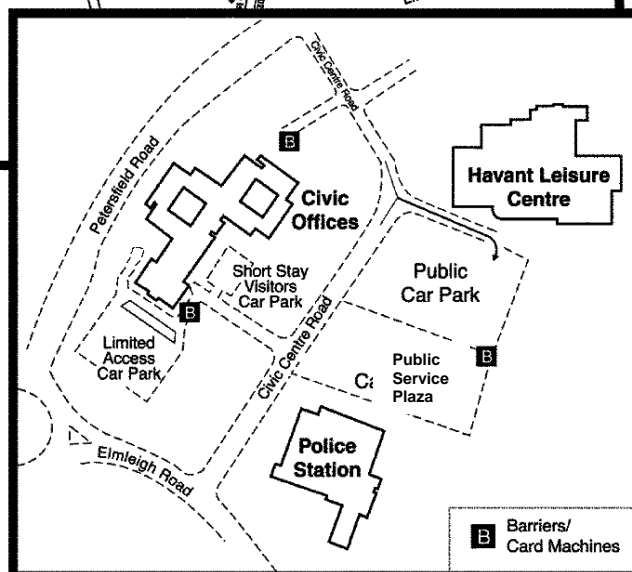
- Voting may be by a show of hands or by a ballot at the discretion of the Chairman;
- Councillors may not vote unless they are present for the full duration of the item;
- Where there is an equality of votes, the Chairman may exercise a second (casting) vote;
- Two Councillors may request, before a vote is taken, that the names of those voting be recorded in the minutes
- A recorded vote will always be taken in respect of approval of the Annual Budget
- Councillors may not vote unless they are in the meeting for the full debate on any particular item
- A Councillor may request that his/her vote be recorded in the minutes



Havant

BOROUGH COUNCIL

Civic Offices, Havant, Hants, PO9 2AX
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HAVANT BOROUGH COUNCIL

At a meeting of the Cabinet held on 8 September 2021

Present

Councillor Rennie (Chairman)

Councillors Satchwell, Robinson, Pike, Bains (Vice-Chairman) and Thain-Smith

1 Apologies for Absence

Apologies were received from Cllr Bowerman.

2 Declarations of Interests

There were no Declarations of Interest.

3 Minutes

The minutes of the previous meeting of 30 June 2021 were confirmed as an accurate record.

4 Chairman's Report

The Leader reported that Cabinet is working with the Local Government Association in relation to developing new priorities and the outcome of some of that work will be brought to a future Cabinet.

The Leader further updated that Cllr Patel is appointed as the Assistant Cabinet Lead for Transformation.

In relation to the County Deal, the Leader informed that there are continuing discussions with fellow Leaders in Hampshire in relation to opportunities for Havant Brough residents. An update will come forward to a future Cabinet when more information is known.

Lastly, in relation to issues with driver shortages and effects on garden waste collections, the Leader highlighted the hard work that the waste collection crews are doing under the pressured situation.

New glass collection skips will be introduced that will increase glass collection capacity.

The sign-up to the new Garden waste services has been suspended until April 2022 to enable a review of the garden waste rounds to be undertaken by Norse.

5 Recommendations from the Scrutiny Board

Recommendations from Overview & Scrutiny Committee were considered as part of the substantive item on the agenda.

6 Questions to Cabinet

Members of the public, Ms Sayer, Ms Jerome, Ms Skennerton and Mr Comlay addressed Cabinet in turn.

Members noted the questions and points raised. The Leader asked that relevant Cabinet Leads respond to those questions during the substantive item on the agenda.

7 HBC Climate Change and Environment Strategy 2021-2026

Cllr Thain-Smith introduced the report as relevant Cabinet Lead and addressed the question from Ms Sayer.

Following questions from Members, Cllr Francis introduced the recommendation from the Overview & Scrutiny Committee that the following additional recommendation be added:

‘The action plan, as part of Havant Borough Council’s Climate Change & Environment Strategy 2021 to 2026 be submitted to the Overview and Scrutiny Committee before it is considered by Cabinet and has been passed by Full Council’.

This additional recommendation was duly accepted by Cllr Thain-Smith to form part of the substantive motion.

Cllr Thain-Smith proposed the recommendation, which was duly seconded by Cllr Pike and following a vote, it was RESOLVED that:

- 2.1 Havant Borough Council Cabinet recommend Havant Borough Council’s adoption of the attached Climate Change and Environment Strategy 2021 to 2026
- 2.2 the action plan, as part of Havant Borough Council’s Climate Change & Environment Strategy 2021 to 2026 be submitted to the Overview and Scrutiny Committee before it is considered by Cabinet and has been passed by Full Council

8 Controlling Access to HBC Land

Cllr Pike introduced the report as the relevant Cabinet Lead and responded to the question from Ms Jerome.

Following the debate, Cllr Bains proposed a motion that the following additional recommendation be added as 2.2:

'To delegate to the Director of Regeneration & Place and the S151 Officer in liaison with the Portfolio Holder for Regeneration and Finance the prioritisation of sites across the Borough to apply the use of natural defences to land holdings which have been identified as environmentally sensitive. For the costs associated with developing these defences be considered during the annual budget setting process for the next financial year. A sum of £20,000 to be reallocated from the property services budget for 2020/21 to support in year works'.

Cllr Pike accepted the amendment.

This motion was duly seconded by Cllr Satchwell and following a vote was declared carried.

Cllr Pike proposed the recommendation as set out in the officer report, with the additional recommendation proposed by Cllr Bains and agreed by Cabinet.

This motion was duly seconded by Cllr Bains and following a vote, it was RESOLVED that Cabinet agreed to:

- 2.1 continue to rely on the mechanisms in place which enable the effective and timely enforcement activities to address unauthorised encampments across the borough.
- 2.2 delegate to the Director of Regeneration & Place and the S151 Officer in liaison with the Portfolio Holder for Regeneration and Finance the prioritisation of sites across the Borough to apply the use of natural defences to land holdings which have been identified as environmentally sensitive. For the costs associated with developing these defences be considered during the annual budget setting process for the next financial year. A sum of £20,000 to be reallocated from the property services budget for 2020/21 to support in year works.

9 Hayling Island Seafront Regeneration Update

Cllr Satchwell, as relevant Cabinet Lead introduced the report and responded to the question raised by Ms Skennerton.

Cllr Satchwell thanked the Overview & Scrutiny Committee for their consideration of the report as well as Officers for their work and guidance on the project so far.

Proposed by Cllr Satchwell and seconded Cllr Thain - Smith, following a vote, it was RESOLVED that Members:

- (i) Note the update on work underway to develop a Hayling Seafront Strategy
- (ii) Endorse the draft ambition document to enable delivery of a programme of stakeholder engagement and consultation.
- (iii) To approve the development of a new brand for Hayling Seafront, to form part of the programme of stakeholder engagement and consultation.

10 Havant Regeneration Programme

The report was introduced by Cllr Pike as relevant Cabinet Lead, who thanked officers for their work on the project and responded to Mr Comlay's question.

Following questions from Members, Cllr Francis introduced the recommendation from the Overview & Scrutiny Committee:

'That provision of Social Housing for Rent opportunities be laid out in future updates with regards to projects within the Havant Regeneration Programme'.

The amendment to the recommendation was duly proposed by Cllr Pike and seconded by Cllr Rennie and following a vote was carried.

Cllr Pike proposed the recommendation as set out in the officer report, with the additional recommendation agreed by Cabinet.

The motion was duly seconded by Cllr Satchwell and following a vote, it was RESOLVED that Cabinet agreed:

- 2.1.1 To note the update on the Havant Regeneration Programme.
- 2.1.2 To approve the development of a refreshed Regeneration Strategy and updated Delivery Programme.
- 2.1.3 To note the update on progress made in respect of Havant Town Centre regeneration.
- 2.1.4 To approve the progression of three priority projects;
 - (i) development of an outline business case for the Bulbeck Road car park and submission of an outline planning application as appropriate.

(ii) detailed work on Civic Plaza East (see recommendation 2.1.6 below)

(iii) work to develop a package of access and public realm improvements

2.1.5 To note the update on the Civic Plaza Plus project (to be known as Civic Plaza East).

2.1.6 To approve the Civic Plaza East outline business case to enable the next stage of the more detailed work to be carried out.

2.1.7 That provision of Social Housing for Rent opportunities be laid out in future updates with regards to projects within the Havant Regeneration Programme.

11 Quarter 1 Performance Report

Cllr Pike introduced the report as relevant Cabinet Lead and proposed the recommendations as set out in the officer report.

Cllr Robinson highlighted an error in the Housing & Community section of the report and confirmed that the key performance indicator for 'affordable homes delivered' should read £130 and not £225.

Seconded by Cllr Satchwell and following a vote, it was RESOLVED that Cabinet note:

- a. The revenue and forecast variance outturn for 2021/22 in Appendices A
- b. The summary performance information at Appendix B for services

12 Outside Body Appointments

Proposed by Cllr Rennie and seconded by Cllr Pike, it was RESOLVED that Cabinet approve Cllr Denton as Havant Borough Council's representative on the Solent Growth Forum until the first meeting of the Cabinet in the 2022/23 municipal year.

13 Portchester Crematorium Minutes & Annual Report

Cllr Pike, as Havant Borough Council's representative on the Portchester Joint Committee noted Cabinet's thanks and support to officers at the crematorium for their continued hard work during a very busy and difficult year.

RESOLVED that the following be NOTED:

- (1) Minutes of the meeting of the Portchester Crematorium Joint Management Committee held on 21 June 2021.

- (2) Portchester Crematorium Joint Committee Annual Report 2020/2021

The meeting commenced at 5.00 pm and concluded at 6.50 pm

.....
Chairman

Havant Borough Council Record of Decision

Non Key Decision

1. **TITLE:** Proposed TRO Seafarers Walk Hayling Island

2. **PURPOSE OF DECISION**

Proposed TRO to introduce waiting restrictions

3. **DECISION MADE BY:** Cabinet Lead for Neighbourhoods, Safety and Enforcement

4. **DECISION:**

- 1 officers proceed with the process of implementing a Traffic Regulation Order (TRO) in Seafarers Walk, Hayling Island.
- 2 officers bring the proposed TRO into force except where:
 - a) a ward councillor registers a request that the matter be dealt with by Cabinet; or
 - b) ten or more representations from separate addresses are received (and not withdrawn) which are in objection to the officer recommendation.

5. **DOCUMENT CONSIDERED:** Report
Plan

Decision Status	Date of Decision Made	Call In Expiry Date
For Determination	25 June 2021	25 June 2021

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**Havant Borough Council
Record of Decision**

Non Key Decision

1. **TITLE:** Lavender Road

2. **PURPOSE OF DECISION**

Proposed TRO to introduce waiting restrictions

3. **DECISION MADE BY:** Cabinet Lead for Finance, Regeneration and Estates

4. **DECISION:**
 - 1 officers proceed with the process of implementing a Traffic Regulation Order (TRO) in Lavender Road and undertake the public consultation regarding the proposed changes; and
 - 2 officers bring the proposed TRO into force except where:
 - a) a ward councillor registers a request that the matter be dealt with by Cabinet; or
 - b) ten or more representations from separate addresses are received (and not withdrawn) which are in objection to the officer recommendation.

5. **DOCUMENT CONSIDERED:** Report
2021STA01 Plan

Decision Status	Date of Decision Made	Call In Expiry Date
For Determination	12 August 2021	19 August 2021

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**Havant Borough Council
Record of Decision**

Non Key Decision

1. **TITLE:** Sharps Road
2. **PURPOSE OF DECISION**

Proposed TRO to introduce waiting restrictions
3. **DECISION MADE BY:** Cabinet Lead for Finance, Regeneration and Estates
4. **DECISION:**
 - 1 officers proceed with the process of implementing a Traffic Regulation Order (TRO) in Sharps Road and undertake the public consultation regarding the proposed changes; and
 - 2 officers bring the proposed TRO into force except where:
 - a) a ward councillor registers a request that the matter be dealt with by Cabinet; or
 - b) ten or more representations from separate addresses are received (and not withdrawn) which are in objection to the officer recommendation.
5. **DOCUMENT CONSIDERED:** Report for Sharps Road
Plan for Sharps Road

Decision Status	Date of Decision Made	Call In Expiry Date
For Determination	12 August 2021	19 August 2021

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**Havant Borough Council
Record of Decision**

Non Key Decision

1. **TITLE:** Brooklyn Drive

2. **PURPOSE OF DECISION**

Proposed TRO to introduce waiting restrictions

3. **DECISION MADE BY:** Cabinet Lead for Finance, Regeneration and Estates

4. **DECISION:**
 - 1 officers proceed with the process of implementing a Traffic Regulation Order (TRO) in Brooklyn Drive and undertake the public consultation regarding the proposed changes; and
 - 2 officers bring the proposed TRO into force except where:
 - a) a ward councillor registers a request that the matter be dealt with by Cabinet; or
 - b) ten or more representations from separate addresses are received (and not withdrawn) which are in objection to the officer recommendation.

5. **DOCUMENT CONSIDERED:** Report
Enc. 2 Plan 2021WAT01

Decision Status	Date of Decision Made	Call In Expiry Date
Recommendations Approved (subject to call-in)	19 August 2021	26 August 2021

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**Havant Borough Council
Record of Decision**

Non Key Decision

1. **TITLE:** Gladys Avenue
2. **PURPOSE OF DECISION**

Proposed TRO to introduce waiting restrictions
3. **DECISION MADE BY:** Cabinet Lead for Finance, Regeneration and Estates
4. **DECISION:**
 - 1 Officers proceed with the process of implementing a Traffic Regulation Order (TRO) in Gladys Avenue and undertake the public consultation regarding the proposed changes; and
 - 2 Officers bring the proposed TRO into force except where:
 - a) a ward councillor registers a request that the matter be dealt with by Cabinet; or
 - b) ten or more representations from separate addresses are received (and not withdrawn) which are in objection to the officer recommendation.
5. **DOCUMENT CONSIDERED:** Report
Plan 2021COW01

Decision Status	Date of Decision Made	Call In Expiry Date
For Determination	20 August 2021	27 August 2021

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**Havant Borough Council
Record of Decision**

Non Key Decision

1. **TITLE:** Sutton Close

2. **PURPOSE OF DECISION**

Proposed TRO to introduce waiting restrictions

3. **DECISION MADE BY:** Cabinet Lead for Finance, Regeneration and Estates

4. **DECISION:**
 - 1 officers proceed with the process of implementing a Traffic Regulation Order (TRO) in Sutton Close and undertake the public consultation regarding the proposed changes; and
 - 2 officers bring the proposed TRO into force except where:
 - a) a ward councillor registers a request that the matter be dealt with by Cabinet; or
 - b) ten or more representations from separate addresses are received (and not withdrawn) which are in objection to the officer recommendation.

5. **DOCUMENT CONSIDERED:** Report for Sutton Close
Plan 2021HP02

Decision Status	Date of Decision Made	Call In Expiry Date
For Determination	10 September 2021	17 September 2021

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**Havant Borough Council
Record of Decision**

Non Key Decision

1. **TITLE:** Stockheath Lane

2. **PURPOSE OF DECISION**

Proposed TRO to introduce waiting restrictions

3. **DECISION MADE BY:** Cabinet Lead for Finance, Regeneration and Estates

4. **DECISION:**
 - 1 officers proceed with the process of implementing a Traffic Regulation Order (TRO) in Stockheath Lane and undertake the public consultation regarding the proposed changes; and
 - 2 officers bring the proposed TRO into force except where:
 - a) a ward councillor registers a request that the matter be dealt with by Cabinet; or
 - b) ten or more representations from separate addresses are received (and not withdrawn) which are in objection to the officer recommendation.

5. **DOCUMENT CONSIDERED:** Stockheath Lane
Plan for Stockheath Lane

Decision Status	Date of Decision Made	Call In Expiry Date
For Determination	10 September 2021	17 September 2021

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**Havant Borough Council
Record of Decision**

Non Key Decision

1. **TITLE:** Pyrford Close

2. **PURPOSE OF DECISION**

Proposed TRO to introduce waiting restrictions

3. **DECISION MADE BY:** Cabinet Lead for Finance, Regeneration and Estates

4. **DECISION:**

- 1 officers proceed with the process of implementing a Traffic Regulation Order (TRO) in Pyrford Close and undertake the public consultation regarding the proposed changes; and
- 2 officers bring the proposed TRO into force except where:
 - a) a ward councillor registers a request that the matter be dealt with by Cabinet; or
 - b) ten or more representations from separate addresses are received (and not withdrawn) which are in objection to the officer recommendation.

5. **DOCUMENT CONSIDERED:** Pyrford Close
Plan for Pyrford Close

Decision Status	Date of Decision Made	Call In Expiry Date
For Determination	07 October 2021	14 October 2021

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PORTCHESTER CREMATORIUM JOINT COMMITTEE

MINUTES OF A MEETING of the Joint Committee held in the North Chapel at Portchester Crematorium on Monday 20 September 2021 at 2.00 pm.

Present

Fareham Borough Council

Councillor Ian Bastable

Gosport Borough Council

Councillor Alan Scard

Councillor Kathleen Jones

Havant Borough Council

Councillor Lulu Bowerman

Councillor Tim Pike

Portsmouth City Council

Councillor Dave Ashmore

Councillor Hugh Mason

Welcome and Introductions

Members were welcomed to the meeting, and officers serving the Joint Committee and members were introduced.

Apologies for Absence (AI 1)

Apologies were submitted on behalf of Councillor Simon Martin (Fareham BC) and Victoria Hatton (Crematorium Manager).

903 Appointment of Chairman (AI 2)

RESOLVED that Councillor Hugh Mason (Portsmouth City Council) be appointed Chairman for the municipal year 2021/22.

(Councillor Hugh Mason in the Chair)

904 Appointment of Vice-Chairman (AI 3)

RESOLVED that Councillor Ian Bastable (Fareham Borough Council) be appointed Vice-Chairman for the municipal year 2021/22.

905 Declarations of Members' Interests (AI 4) – None

906 Minutes of the Meeting held on 21 June 2021 (AI 5)

RESOLVED that the minutes of the meeting held on the 21 June 2021 be noted.

907 Matters Arising from the Minutes not specifically referred to on the Agenda (AI 6) – None

908 Clerk's Items (AI 7)

The Clerk drew attention to Minute 898 relating to the CMA's Funerals Order 2021. This included a requirement for each crematorium operator to provide the CMA with timely periodic financial information on the number of cremations and revenue received for each type of service conducted. He explained that the officers had now made arrangements to ensure the information was supplied in the form required, including certification that the crematorium had complied with the various requirements of the Order.

NOTED

909 Coronavirus Covid-19 Response – Update (AI 8)

(TAKE IN REPORT FROM THE CLERK AND THE MANAGER & REGISTRAR)

Arising from consideration of the report and in response to questions members were advised of track and trace arrangements; the level of sanitisation and cleaning undertaken between services and in toilets and communal areas of the crematorium. Mention was also made that the waiting rooms had now re-opened.

RESOLVED that the current arrangements and action taken be noted.

**910 Manager and Registrar's Report (AI 9) -
General Statistical Report for June - August 2021**

(TAKE IN REPORT OF THE MANAGER AND REGISTRAR)

RESOLVED that the report be received and noted.

911 Building Repairs and Renewal Programme (AI 10)

(TAKE IN REPORT OF THE PROPERTY MANAGER)

In submitting the report, and in response to questions, the Property Manager explained –

- The South Chapel work to replace the existing curtains, which would be of a similar 'neutral' design to those in the North Chapel, and some remedial works to floor areas;
- The arrangements to carry out redecoration of the conservatory;

- Samples had now been received for the Waiting Rooms refurbishment;
- The North Chapel enhancement programme was still encountering some supply problems which could affect the overall cost, although was not considered a huge risk.

RESOLVED that the contents of the report be noted.

912 Water Fountain – Proposed Feasibility Study (AI 11)

(TAKE IN REPORT OF THE PROPERTY MANAGER)

In submitting this report Property Manager explained that officers had looked further at the water feature and its operational issues; the requirement to provide an improved solution and the need to examine options generally and for this area in particular. Simply replacing/repairing the water feature would not enhance the area given its location, which was very much a ‘transit area’ through which visitors passed to access the Book of Remembrance Room, and mourners passed from attending funerals.

(At the conclusion of the meeting members had the opportunity to visit the Crematorium’s technical facilities and the immediate grounds generally. This gave an opportunity for members to comment further to the Property Manager on any matters that could be included for consideration within the initial feasibility plan)

RESOLVED that the proposal to examine options to update and improve facilities at the crematorium, as outlined in paragraph 6 of the report be approved, with the cost for the initial feasibility design works of £7,500 being funded from the Repairs and Renewals Programme for 2021/22, and that in due course a further report on the outcome be considered by the Joint Committee.

913 Horticultural Consultant’s Report (AI 12)

(TAKE IN REPORT OF THE HORTICULTURAL CONSULTANT)

In submitting the report, Ashley Humphrey, the Horticultural Consultant, said he was pleased to report that Portchester Crematorium had again won the Gold Award in the South and South East in Bloom Awards. The judging had taken place on the 15 July.

Members paid tribute to the hard work of the grounds staff employed by Brighstone Landscapes, and asked that their thanks be conveyed to the Company’s staff.

The Horticultural Consultant also explained the work being undertaken to replace any shrubs which had died and for replanting that had taken place to ensure the long term future of trees.

Arising from questions, it was explained that whilst it was not a policy to have 'sponsorship' of trees and bushes for practical reasons, the Crematorium had a grounds improvement fund to which any person could contribute financially. Leaflets about the fund were made available to families.

RESOLVED that the report be received and noted.

914 Date of Next Meeting – Monday 13 December 2021

Members noted that the next meeting of the Joint Committee will be at 2pm on Monday 13 December at Portchester Crematorium, and items to be considered will include the Finance Strategy and Budget for 2022/23 and a Report on the Revenue Budget for 2022/23

The meeting concluded at 2.35 pm.

Chairman

JH/me
21 September 2021
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NON-EXEMPT

HAVANT BOROUGH COUNCIL

CABINET

20 OCTOBER 2021

SHAPING OUR FUTURE PROGRAMME UPDATE – EXPLORATION PHASE

FOR DECISION

Portfolio Holder: Cllr Alex Rennie

Key Decision: Yes

Report Number: HBC/016/2021

1. Purpose

- 1.1. This paper is submitted to provide Cabinet with information on progress with the Shaping our Future Programme (“the Programme”).

2. Recommendation

- 2.1. Members are requested to note:
- a) the activity currently underway and its current progress against plan
 - b) the progress against plan as set out in Appendix A
 - c) the budget monitoring update as set out at paragraph 5.3 and appendix A.

3. Executive Summary

- 3.1. In July 2021, the Councils agreed the outline business case for the Shaping our Future Programme. This report provides a quarterly update to outline progress and expenditure.
- 3.2. High level information regarding the current activity underway as part of the most recent phase of the programme is provided as well as a highlight report at appendix A setting out progress against plan.

4. Programme update

4.1. Overview

4.2. The Programme itself is divided into four phases, as shown below in Diagram 1. The mobilisation phase was formally complete following Cabinet in July 2021. We have moved into the 'Exploration phase' of the Programme and this is progressing at pace with high levels of activity and continuation of the workstream prototype development and programme support activity.

4.3. The exploration phase is currently on track for October 2021 and preparation has begun in planning for the 'Learning and Scaling' phase.

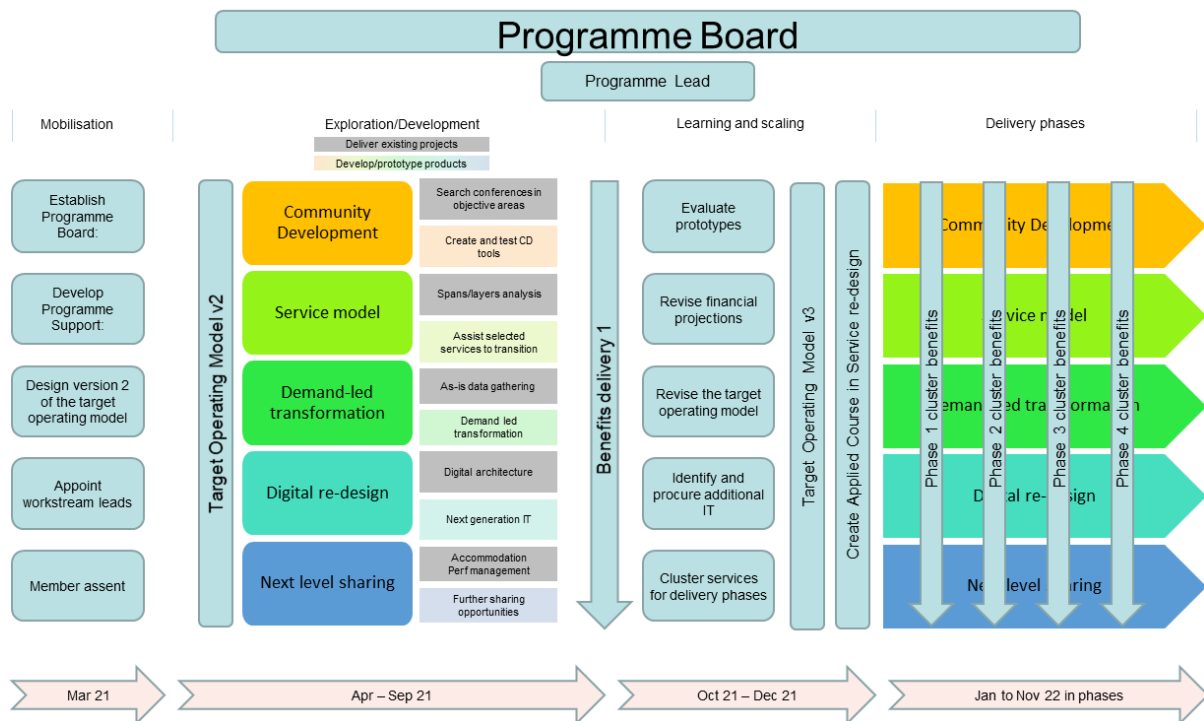


Diagram 1 – Programme Plan

4.4. Overview of key activity within Exploration Phase

4.5. The diagram below summarises the programme structure. There has been much progress made in transformation activity since the Shaping Our Future Cabinet report in July 2021. High level detailed information is provided below on some of the key activity underway.

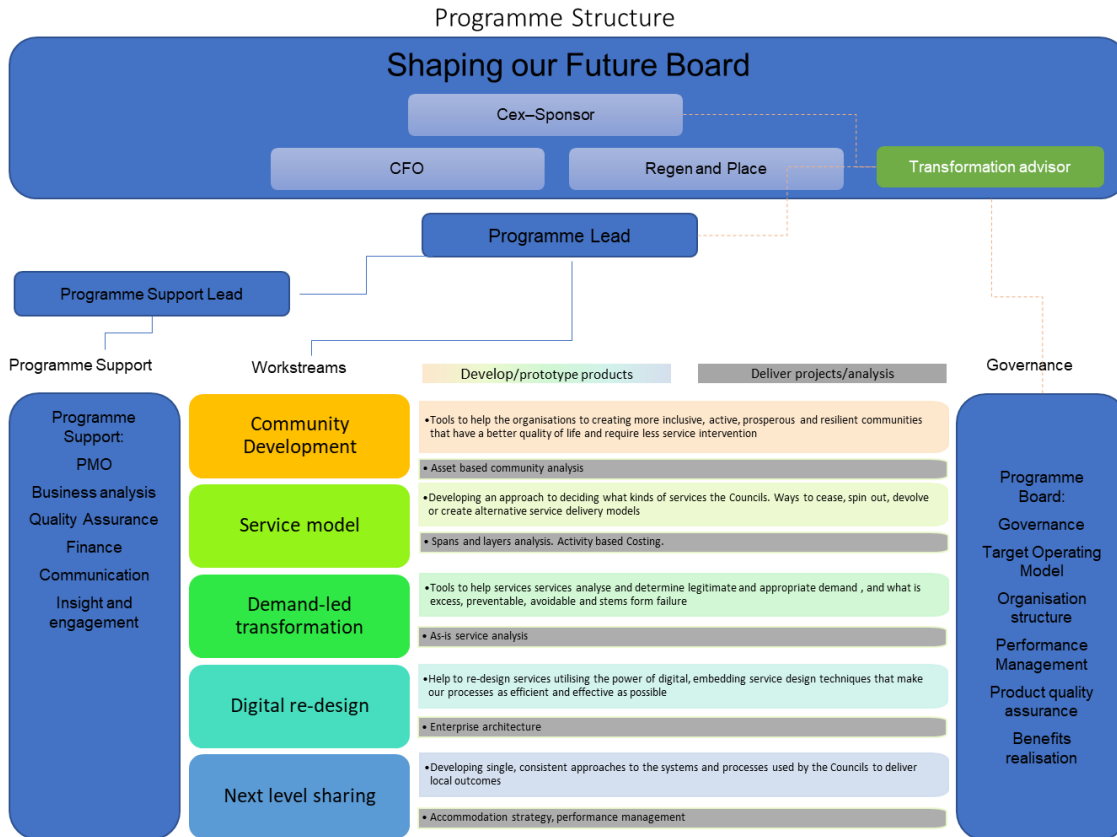


Diagram 2 Programme Structure

- 4.6. Programme support activity
- 4.7. **Performance Management** - Work continues to progress on the development of a refreshed approach to performance management. This wholesale top-down and bottom-up review will introduce new targets both at a corporate and individual level which will drive the transformation outcomes and strengthen the Councils' discipline in terms of outcome focussed delivery.
- 4.8. **Enterprise Architecture** - well advanced is the development of the digital foundations to enable the ToM. This is presented in the form of an Enterprise Solution Design which will map out the tools and systems required. A business case will be brought forward for investment during the autumn.
- 4.9. In addition, the Exploratory Phase of the programme requires multiple deliverables via the programme support team with the overall objective being to bring together a rich picture of data and service insights which will inform the

setting of targets and provide invaluable data to support services in their redesign efforts.

4.10. **Rich Picture** - a number of pieces of analyses are underway to develop this rich picture service by service:

1. Digital Insights - The measurement between the current Digital AS IS picture and the Digital Enterprise Architecture products to highlight gaps, constraints, opportunities, and insights. Examples of opportunities identified could be in terms of process automation and use of AI.
2. Channels & Management Information - To ensure service areas have access to data in terms of volumes, customer interaction and activity of current channels to inform the demand analysis.
3. Financial Insights - A number of financial analyses will provide a service-by-service view to understand constraints, opportunities and measurement to the target operating model. These are:
 - Activity financial analysis exercise
 - Benchmarking
 - Priority based budgeting
 - IT Expenditure
4. People Insights - Information relating to staffing, the layers across services and the associated spans of control in terms of service provision are also being collated. This aspect of the rich picture will also bring together information relating to current shared roles and the cultural position in comparison to the Target Operating Model.
5. Locations - The final part of the rich-picture will bring together data relating to As-IS service locations and customer access data to inform future plans and service redesign.

4.11. Workstream activity

4.12. **Community development** - In the emerging Community Development toolkit, a different approach to working with the public is outlined, taking reference from other local authorities who have successfully implemented this approach, together with experts in Community Development and Systems Thinking. This has led to an understanding of the benefits that this new approach could bring to the community, our partners, and our organisations.

- 4.13. The core principle of this new approach is Asset Based Community Development (ABCD), which identifies and builds on the assets that are found in the community. The approach is to nurture community strengths and assets, to improve outcomes rather than the current approach, which asks, what the needs are, how can we help, which is a Deficit Model, a 'top-down', solutions approach.
- 4.14. Asset Based Community Development is not a means to reduce demand and manage cost pressures, it is an end to itself, but one that will lead to cost savings eventually.
- 4.15. The draft toolkit is currently being tested with an internal and external group of critical friends and will be refined following feedback received before being rolled out into two community areas of Petersfield and Emsworth.
- 4.16. **Service models** - The overall purpose of this emerging toolkit is to guide the user towards identifying, objectively, appropriate service delivery models. This process is based on the following activities:
- Detailing the component parts of the service.
 - Gathering data and information about the service.
 - Scoring the service against set criteria to establish a service 'profile', including full rationale for the score.
 - Comparing the service profile against ideal profiles for different delivery models to indicate a 'best fit' model; and if necessary
 - A further detailed assessment where this exercise and scoring outcome generates more than one possible option
- 4.17. This emerging toolkit is based on an assessment of 12 specific operating conditions against which a service is mapped.
- 4.18. The draft toolkit has received initial feedback from an internal working group and will now prototyped within a service and with Executive Board.
- 4.19. **Demand-led transformation** - The Demand Led Model emerging toolkit provides a methodology to effectively understand and manage the demand made for services. Taking a demand management approach ensures you can forecast, predict, and plan for the demand that is and will be made for council services, resulting in a much more agile, resilient, and sustainable organisation.
- 4.20. The framework will outline an approach to assess:
- What demand is occurring
 - Why that demand is occurring
 - How it can be effectively managed

- 4.21. There are a number of different forms of demand that could be occurring across a service, these include:
- Preventable Demand – this is demand that could have been prevented had action been taken sooner preventing the need arising in the first place.
 - Avoidable Demand – this is demand that could be met by alternative means.
 - Failure Demand – this is demand caused when the service fails to meet customer need first time round.
 - Excess Demand – this demand occurs when customers are requesting services that are beyond what is needed.
 - Co-dependant Demand – this demand arises from the need of the service provider which creates dependency of the user.
- 4.22. The aim is to diminish the above types of demand so that the genuine and legitimate demand, also known as value demand, can be appropriately resourced ensuring that there is capacity in the organisation to do this. This will ensure that the right resource is going to the right person, at the right time.
- 4.23. The draft toolkit is currently being prototyped within two service areas.
- 4.24. **Digital Redesign** - Digital is not just about technology or IT. It is instead a way of rethinking how the organisations and our services operate to meet the current and future needs of its customers, in the digital age. The technology is an important enabler, but it is the means rather than the end.
- 4.25. Digital transformation is the integration of digital technology into all areas of an organisation. Digital transformations challenge businesses to reconsider how they operate and how they deliver value to their customers. Adopting new digital tools and processes, as well as building on existing digital capabilities, are part of innovating to improve business solutions. And in addition to the planning for implementation and integration of these digital tools, digital transformations require cultural and organisational change that challenge the status quo.
- 4.26. Digital transformation of services is how do we think about developing and designing new services. It's not simply the idea that digital technologies enable more services and enables us to digitise some aspects of the customer journey.
- 4.27. This toolkit sets out an approach:
- which ensures our services are redesigned from a user standpoint,
 - that embraces new and emerging technologies, providing information on digital tools, technologies, process, and their uses
 - that enables smart workstyles; and

- uses data analytics to develop insights
- 4.28. The emerging toolkit is currently being prototyped within Service areas and will be refined following feedback received.
- 4.29. **Next Level Sharing** – The aim of this emerging toolkit is for services to understand the current sharing arrangements between the two authorities and consider further options to take sharing further including potential models for shared delivery from both public and private sector. The toolkit consists of two parts:
- A maturity model for shared services to assess the extent a service is shared. This includes staffing, processes/policies, systems, services, budgets, location, and engagement.
 - A framework to work through areas to improve shared arrangements.
- 4.30. The emerging toolkit is currently being prototyped within Services.
- 4.31. Next steps/phase
- 4.32. The next phase of the programme is the ‘Learning and scaling phase which is due to commence in October 2021. Ahead of the next phase, plans to develop the Applied Course in re design has begun this month as well as developing ideas for service clustering.
- 5. Resource Implications**
- 5.1. Finance Implications
- Programme costs***
- 5.2. This quarterly update provides an overview of the expenditure, committed spend and remaining spend to date against the total across both Councils of £766k. Total spend (and committed spend) to date is £304.5k. A breakdown is provided in appendix 1.
- 5.3. To date this has secured:
- a peer review of the Enterprise Architecture work (£6k), and an extension to the Enterprise Solution Architect internal resource to 31 January 2022 (£30K).
 - a full Spans and Layers analysis to be undertaken by the LGA (£30k).
 - Staff training at Imperial College (£2k) on next generation technologies to support in the digital redesign toolkit development.
 - backfill arrangements for the Delivery and Support Leads and Workstream Leads (£92.8K)

- performance management external support by Ad Esse (£15k).
- the cost of the transformation advisor up to 3 August 2021 (£66.2k)

Section 151 Officer comments

Date: 3 September 2021

The current expenditure is with the approved budgets. More information on savings will be included in future reports, following further discovery work.

Human Resources Implications

- 5.4. The approach being taken is to use existing in-house human resource and ensure we maximise the skills of our own staff to deliver the Programme. Where we do not have the specific skills internally, we will seek external support as appropriate and the costs are reflected in the budget to date in paragraph 5.3.

6. Information Governance Implications

- 6.1. No information governance implications arising from this report.

7. Other resource implications

- 7.1. None

8. Legal Implications

- 8.1 This report is for noting by Cabinet and that has no legal implications. However, the Shaping our Future Programme will encounter aspects that have legal implications such as in terms of service provision, equalities human rights, staffing issues, budget, contracting and procurement. These are likely to materialise once we are through to the latter stages of the programme i.e., the delivery phase.
- 8.2 Legal Services, supported where necessary by external legal providers, are at hand to assist and advise as the programme moves forward.

Monitoring Officer comments

Date: 7 September 2021

The Shaping Our Future programme is supported via governance initiatives which have been largely implemented during the course of the last financial year, including a full review and refreshment of the Councils' separate constitutions. Governance will continue to evolve, if required, with the programme to ensure compliance and resilience. Legal support and assistance will be provided going forward.

9. Risks

- 9.1. A full risk register is being maintained, with regular review and mitigation monthly in accordance with best practice. Appendix A sets out an overview of the top risks, new risks that have been added, and highlights where mitigation has led to a lowered rating to previous top risks, demonstrating that mitigation is effective. The table below summarises the top three risks as of 27 August 2021.

Risk Title	Category	Identification of areas where there are significant risks	Planned Mitigation Actions
IT-Tenancy Split	Programme/Organisational	Delay to project - This has risk of impacting and delaying the councils full use of 0365 and Share point as well as constraints for implementation of next generation IT in the Capita environment. This is also a fundamental dependency for the CRM Tenancy Split which is a key enabler for enterprise architecture.	-IT Leads to undertake impact analysis -Explore options with Microsoft -Use as an opportunity to re-cast our requirements thereby achieving a better fit with the ToM.
Accurate Cost & savings estimates	Financial	Initial cost and savings estimates are high level predictions and may vary from expectation as Programme develops	Further, more detailed financial analysis work is planned as the programme progresses, and further iterations of the TOM. Approval of Individual business cases for procurement of solutions. Programme governance in place to monitor and report actual costs and savings against initial high-level estimates with variances tested against business case.

Pace of Programme	Timescale	<p>Quality of outcomes may be affected if the programme timescales do not allow for development of further iterations of the TOM, testing and learning from prototype development and re-design</p> <p>A pace that is too slow to deliver benefits will risk losing engagement and confidence of key stakeholders.</p>	<p>Programme Support function in place to coordinate activity, ensure progress and alert to any deviation from the plan.</p> <p>Programme Governance to monitoring delivery.</p> <p>Governance checkpoints as part of programme.</p>
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10. Consultation and communication

- 10.1. The Shaping our Future Programme is supported by a detailed communications strategy, supporting action plan, and stakeholder management plan. These are live documents are being updated as we progress through the programme.
- 10.2. Further staff updates around the programme have been provided via Kneller's news, and Heads of Service and Managers attended their first leadership Conference to learn more about the Target Operating Model (TOM), how the TOM can help communities achieve better outcomes and help the councils become more efficient and financially sustainable and how the TOM could lead to fulfilling and rewarding careers for staff. The day included presentations, some interactive sessions with polls and questions, and some break-out rooms where staff could chat together in smaller groups. It was a high-level introduction to the concepts of transformation. Further Leadership sessions are scheduled for the coming months.

Appendices

Appendix A – Highlight report (progress against plan)

Agreed and signed off by:

Portfolio Holder:

Monitoring Officer: 7 September 2021

Section 151 Officer: 7 September 2021

Contact Officer

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SOF- Programme- Appendix 1

Programme Title: Shaping Our Future	Date Completed: 27/08/21
Programme Phase: Exploration	

PROGRAMME STATUS SUMMARY													
Overall Status		Scope		Budget		Time		Resource		Stakeholder		Risks/Issues	
<p>The Exploration phase of the Programme is progressing at pace with high levels of activity and continuation of the workstream prototype development and programme support activity. Development of the Performance Management system progresses as well as activity to build the Rich Picture and Heads of Service Targets. Activity to plan and develop the Applied Course in re design begins this month. As output from this Programme Support activity areas are beginning to be completed, work to pull together into the final products is planned.</p> <p>This Highlight pack includes live extracts from the Programme RAID Log to highlight key risks, issues, budget and timeline risks as well as detailed progress updates for all of the Key Programme activity.</p>													
Time		<p>The full Programme Plan is maintained. This Highlight pack summarises the key areas for consideration:</p> <ul style="list-style-type: none"> • Spans and Layers- First phase of work complete end of July as anticipated. Deep dive Spans and layers 01/09/21-30/10/21. • Service Clustering – work around the approach to service clustering has commenced with thinking being refined, timescales are dependent on other activities. • Next Steps and clustering approach will impact development of Rich Picture Insights completion if delayed. • OD change management key milestones – risk to timeline exception if planning is not fully incorporated and knitted in throughout the programme. • Financial Insight Development- delays in agreement of scope and sending request for data mean output after analysis complete 25/09/21. High risk of timeline exception. • Rich Picture- Insights development. Impact Assessment to consider time to develop insights products on a service-by-service basis to be considered further. Risk to finalised targets and scorecards. • Applied Course – Initial Planning session complete. Further detailed plan underway until this is in place risk to timeline. • Workstreams- Delays to progress in prototyping in some workstream areas impact planned early prototyping findings feedback delayed. Risks knock on delays in sprint milestones. 											

SOF- Programme- Appendix 1

Budget		Programme is within budget.
Scope		Agreement of Rich Picture service by service definition has potential to impact timeline and delivery of final scorecards and targets into early December. An impact assessment has been prepared to review the impact on the programme.
Resources		Overall for the programme resource issues have been progressed in terms of Digital anticipated resources, CRM business case development and gap analysis. External OD resources to deliver change milestones in the programme.
Stakeholder		A communications action plan is being incorporated into the forward plan to ensure communication activity is linked to key programme dates and messaging for the different stakeholder groups.
Decisions required		Workstream Lead roles – continue past anticipated 6 months timescales? Spans and Layers- commissioning of next phase
Risks		A full risk register is maintained. The top 3 risks are: <ul style="list-style-type: none"> • IT Tenancy split • Accurate costs and savings estimates • Pace pf programme
Top Issues		New Issues have been added to the issue log for this period: <ul style="list-style-type: none"> • Clustering- people approach. As the delivery phase begins and service move through in clusters the approach to people issues such as re deployment, opportunities from earlier/later clusters for other employees is not clear. • Rich Picture- that the rich picture includes service by services insights packages in targeted areas to provide HOS with a measure and insight and enable the setting of the targets. A impact analysis has been completed and this has a impact on programme timescales in terms of the final scorecard and HOS target date (originally 30/11/21) moving this milestones into early December. Sign off and decision regarding the impact analysis, resources and the level of insight required is required to quickly progress with the work.

SOF- Programme- Appendix 1

PROGRAMME COSTS

Please note costs are to be split 50/50 HEH.

	Budget	Spent	Committed	Remaining
REVENUE COSTS				
2021/22	£000s	£000s	£000s	£000s
Delivery Resources				
x5 Theme leads	123.0	2.0	0.0	121.0
Support Resources				
Digital Product Implementation Resource	50.0			50.0
Digital Peer Review	10.0			10.0
Case Management/CRM Imp Resources - pending business case	121.0			121.0
Enterprise Solutions Architect (Internal resource included in budget until 30/9)	76.0	20.0	56.0	0.0
Backfill for inhouse support resources	98.0	92.8	3.0	2.2
Specialist Funding	53.0	6.0	43.5	3.5
Transformation Advisor (included in 2021/22 budget)	100.0	66.2	0.0	33.8
Performance (included in 2020/21 budget)	50.0	9.1	5.9	35.1
Total	681.0	196.1	108.4	376.6

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HAVANT BOROUGH COUNCIL

CABINET

20 October 2021

Shaping Our Future Update – Exploration Phase Comments of the Overview and Scrutiny Committee

FOR INFORMATION

Portfolio Holder: Councillor Rennie

Key Decision: No

Report Number: [HBC/366/20]

1. Purpose

This paper is submitted to advise the Cabinet of the outcome of a scrutiny of the Cabinet report “Shaping Our Future Update – Exploration Phase”

2. Recommendation

- 2.1 *Members are requested to note that the Overview and Scrutiny Committee endorsed the recommendations set out in report submitted to Cabinet*

Executive Summary

- 3.1 At its meeting held on 29 September 2021, the Overview and Scrutiny Committee considered the recommendations set in the Cabinet Report “Shaping Our Future Update – Exploration Phase”
- 3.2 The Committee examined, via a question and answer session with the relevant Cabinet Leads and officers, the following aspects of the programme:
- The costs and benefits of the programme
 - Details of the proposed new performance appraisal system including the timing, and need for change
 - How the success of the programme would be measured
 - What happened during the mobilisation phase
 - The drivers for the changes

- How savings could be made through the programme
- Who was involved with delivery of the programme
- What steps were being taken to ensure staff were not demotivated by the delivery of the programme
- Progress to date
- Service delivery
- Community Development
- Care for the Tax Payer

Additional Budgetary Implications

3.1 None arising from this report

3. Background and relationship to Corporate Strategy and/or Business Plans

3.1. As set out in the Cabinet Report (Item XX of the Agenda)

4. Options considered

5.1 Not applicable

5. Resource Implications

5.1. Financial Implications

None arising from this report

Section 151 Officer comments

Date: 12 October 2021

No further comments.

6.2 Human Resources Implications

None arising from this report

6.3 Information Governance Implications

None arising from this report

6.4 Links to Shaping our Future Programme

Not Applicable

- 6.5 Other resource implications
None arising from this report
- 6.6 Legal Implications

Monitoring Officer comments

Date: 11 October 2021

No further comments.

7.0 Risks

7.1 *None Arising from this report*

8.0 Consultation

8.1 Not Applicable

9.0 Communication

9.1 Not Applicable

Appendices

None

**Background papers
Cabinet Report**

Agreed and signed off by:

Deputy Monitoring Officer: 11 October 2021
Head of Finance: 12 October 2021

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NON-EXEMPT

HAVANT BOROUGH COUNCIL

CABINET MEETING DATE:

20th October 2021

Draft Joint Municipal Waste Management Strategy (JMWMS)

FOR DECISION

Portfolio Holder: Councillor Lulu Bowerman HBC.

Key Decision: No

Report Number: HBC/017/2021

1. Purpose

- 1.1. This paper is submitted because of its potential impact on the waste collection services operated by the Norse SE Joint Venture:

For policy decision

Recommendation

- 1.2. Members are recommended to endorse the JMWMS with the clear proviso that although it is acknowledged that a “twin stream approach” for recycling collection would improve performance, no commitment can yet be made to it until the requirements of the Environment Bill and the associated financial arrangements are made clear and agreement is reached on any revision to Project Integra.

2. Executive Summary

2.1. The JMWMS (appendix 1) sets out the vision, direction, and approach to waste management in the county including strategic objectives. It was last revised in 2012 and has been refreshed to meet current and future waste management challenges.

2.2 One of the strategic objectives is partnership working. The county council has endorsed the JMWMS and all Hants councils are now asked to consider endorsing it.

2.3 The table below summarises the strategic objectives and what is being asked of the council:

Strategic Objective	Strategic Actions
Partnership Working	<ul style="list-style-type: none">• Approval of the Joint Municipal Waste Management Strategy• Adopting a whole systems approach to waste services in Hampshire
Recyclables Material Management	<ul style="list-style-type: none">• Commitment to move to a twin stream system for dry recyclables.• Commitment to reducing contamination of all waste streams through joint working.
Waste Reduction	<ul style="list-style-type: none">• Support the aim of reducing waste in Hampshire.• Commitment to work together to increase the reuse of bulky waste.
Best Practice	<ul style="list-style-type: none">• Commitment to reviewing and sharing best practice to improve both performance and service delivery.
Service Delivery	<ul style="list-style-type: none">• Commitment to consistent communications to support service delivery across the partnership.

2.4 Most of the strategic objectives are relatively straightforward and can be readily supported. Several however are aspirational and can be considered although they are dependent on other developments for example the passage of the Government's Environment Bill. Therefore, it is recommended that a conditional response is made to the JMWMS.

3. Additional Budgetary Implications

None directly but financial risks are identified.

4. Background and relationship to Corporate Strategy and/or Business Plans

Waste management is central to the Corporate Strategy themes of both councils:

East Hants DC:

1. A safer, healthier, and more active East Hampshire
2. A thriving local economy with infrastructure to support our ambitions
3. An environmentally aware and cleaner East Hampshire

Havant BC:

1. An environmentally aware and cleaner borough
2. A safe environment, healthier and more active residents
3. A thriving local economy

5. Options considered

5.1 There are 3 main options available:

- 1) Endorse the Strategy unreservedly; this option would contribute to the Corporate Strategy but would imply commitments that the council cannot reasonably make.
- 2) Decline to endorse the Strategy; this option would not contribute to the Corporate Strategy.
- 3) Endorse the Strategy with conditions; this option is recommended and detailed below.

5.2 There are several strategic objectives in the Strategy where support is recommended to be conditional.

5.3 The “**whole systems approach**” objective in the Strategy means “understanding how changes made by individual members of the partnership impact on the system

both in terms of cost and tonnages”. This is beneficial to both the county and collection authorities.

- 5.4 Making a “**commitment to move to a twin stream approach**” requires consideration of several internal and external factors including information that is not yet available. Twin stream is the collection of recycling materials in two separate streams. This strategy objective looks ahead to the possible requirements of the Government’s Environment Bill, whereby twin stream recycling collection may be mandated, and the aspiration in the Strategy to improve performance. It is important for the county council to be able to plan future waste collection arrangements well in advance so that they can provide the necessary infrastructure. This is particularly important at present because it is widely acknowledged that the current infrastructure needs renewal. To be able to do this they require collection authorities to commit to future collection arrangements. How the Environment Bill is enacted is critical to how any twin-stream waste collection may be funded. Were the Environment Bill not to make twin stream mandatory and/or not to provide full funding for it, then the financial implications for the councils would be different. If the county changes their financial relationship with collection authorities, this will also alter the financial implications. In conclusion twin stream is supportable, it could be expected to improve performance, but it is premature to be able commit to it.
- 5.5 It is therefore recommended that the Strategy is endorsed with the proviso that although it is acknowledged that a “twin stream approach” would improve performance, no commitment can yet be made to it until the requirements of the Environment Bill and the associated financial arrangements are made clear and agreement is reached on any revision to the Project Integra agreement.

6.0 Resource Implications

6.1 Financial Implications

It is important to note that there is a specific reference in the Strategy to possible changes to the financial relationship between the county and collection authorities to clarify that support for the strategy is not a commitment to any future financial changes yet to be proposed.

There are no direct financial implications in endorsing the Strategy as recommended. However, there are clear financial implications associated with the risks outlined below in paragraph 8. These are set out in more detail in appendix 2.

6.2 Human Resources Implications

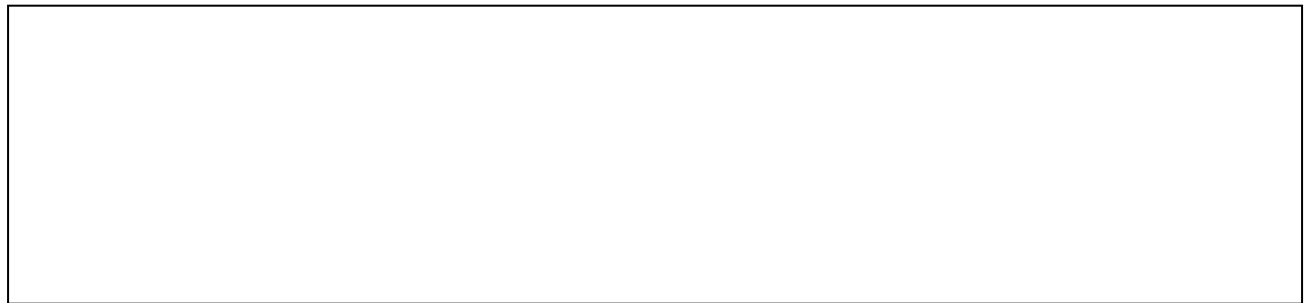
There are no human resources implications in endorsing the strategy as recommended.

6.3 Information Governance Implications

There are no information governance implications arising from the options.

6.4 Links to Shaping our Future Programme

There are no specific Shaping our Future implications in endorsing the Strategy



6.5 Other resource implications

There are no significant additional resources required through endorsing the Strategy.

7 Legal Implications

7.1 There are no legal implications in endorsing the Strategy.

8 Risks

- 8.1 The main risk in endorsing the Strategy is the creation of a real or implied commitment to changing waste collection services before the councils know what is required of them by law and before funding support for any changes is clear.
- 8.2 As set out in the financial implications paragraph above there are financial risks for both councils if changes to waste collection are mandated and full financial support is not provided. There are also financial risks if the Project Integra is revised.
- 8.3 The county council has endorsed the Strategy and there is a risk that our councils will be required by the county to change our collection methods to fit with the infrastructure they plan to develop regardless of the Environment Bill.
- 8.4 The recommendation mitigates these risks in so far as the councils can.

9 Consultation

- 9.1 Lead members and officers had input to the development of an initial draft of the Strategy and the council made comments on it resulting in the revised Strategy included as an appendix.

10 Communication

- 10.1 The county will consider the responses from the other Hants councils before adopting the Strategy. Any subsequent communication is likely to be led by the county and the council can consider whether it wishes for additional local communications.

11 Appendices

- 1) Joint Municipal Waste Management Strategy
- 2) Waste Service Strategic challenges

12 Background papers

- 12.1 None

Agreed and signed off by:

Portfolio Holder: Councillor Bowerman

Director: Lydia Morrison

Monitoring Officer: Daniel Toohey

Section 151 Officer: Lydia Morrison

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Joint Municipal Waste Management Strategy



Report for

Project Integra

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Doc Ref. PI JMWMS Final

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Management systems

This document has been produced by Wood Group UK Limited in full compliance with our management systems, which have been certified to ISO 9001, ISO 14001 and ISO 45001 by Lloyd's Register.

Document revisions

No.	Details	Date
V1	First draft	15 July 2021
V2	Second draft	21 July 2021
V3	Third draft	27 July 2021
V4	Draft for release to client	29 July 2021
V5	Final Draft	23 Aug 2021

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1. Introduction to Project Integra

Project Integra (PI) is a partnership in Hampshire consisting of Hampshire County Council as a waste disposal authority, 11 waste collection authorities and two unitary authorities, all providing a variety of collection services but based on a core theme of the comingled collection of dry recyclable material. The two unitary authorities, Portsmouth City Council and Southampton City Council also act as Waste Disposal Authorities. The Local Authorities that make up PI are:

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

In 1997 Hampshire County Council entered into a waste disposal service contract (now extended to 2030) which was awarded to Veolia UK. Portsmouth City Council and Southampton City Council became co-signatories to the contract after their formation as unitary authorities. Prior to the commencement of the contract, all 14 waste authorities of Hampshire (Disposal and Collection), along with Veolia Hampshire, became members of PI. The Partnership agreement sets out the principles of PI and the roles and responsibilities of the partnership authorities.

The work of PI is guided by three objectives:

- Customer focus
- Value for money
- Sustainability

Hampshire has been widely acknowledged for its partnership working on waste, its impressive integrated waste management facilities, relatively high performance and contribution to shifting fundamental thinking from waste to resource management, however in recent years performance levels have failed to keep up with those of the best performing authorities in England - this is a situation that the Partnership is determined to change.

1.1 Working Groups

The Partnership works to influence national policies, secure external funding, and promote sustainability, with a core aim being to communicate effectively to both the public and the businesses communities. Our strategy officer group is made up of officers from each partner authority and PI. Similarly, our strategic board is made up of officers and elected members from each partner authority.

There are a number of existing working groups within the Partnership, although additional groups are created to target specific issues when identified:

- The Resource Aware Group (RAG); deliver consistent, effective waste management communications and performance improvement across Hampshire.
- Operations; meet to discuss operational issues and programmes of work.
- Waste technical group; meet to discuss the materials analysis facility sampling programme and contamination.
- The Common Approach to Safety and Health (CASH); supported by PI and considers health and safety best practice and guidance aligned to waste and other environmental services.
- Fly-tipping Strategy; sits under PI for governance and information purposes

1.2 Our Vision

In support of the 14 waste authorities in Hampshire delivering its vision, the Partnership refreshed its 2006 Joint Municipal Waste Management Strategy (JMWMS) in 2012 with a vision to *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*. It is recognised that the legislative and budgetary environment has significantly changed since the refresh of the JMWMS and that an update is required to take into account competing pressures on all partnership authorities within Hampshire, and to consolidate an agreed path for service consistency and best value in waste service delivery for the county as a whole, based on agreed priorities.

This updated JMWMS will be reviewed by the Partnership every three years, and the vision for Hampshire is:

"The Project Integra partners will work together to deliver high performing, forward looking recycling and waste management services which provide value for money for Hampshire taxpayers meeting local needs and recognising the climate emergency and need for a reduction in carbon emissions."

1.3 Joint Municipal Waste Management Strategy - Principles

The revised Waste Framework Directive (2008/98/EC) sets out the waste hierarchy which ranks waste management options according to what is best for the environment. Waste management in the UK is based on the principles of the waste hierarchy, which dictates that waste prevention is the most desirable outcome followed by reducing, reusing and then recycling resources before the worst-case option of disposal. Our JMWMS has always aimed to deliver engagement, education and raise awareness of waste management within the community to drive material up the waste hierarchy.



The Government's documents "Resources and waste strategy – Our Waste, our resources: A Strategy for England" (December 2018) and "Waste Prevention Programme for England: Towards a Resource Efficient Economy (March 2021)" set out priorities for action to manage resources and waste in accordance with the waste hierarchy and to focus increased efforts towards those steps at the top of hierarchy. This JMWMS is aligned to the requirements of these documents.

Operating our waste management services comes at a substantial cost. With budgetary constraints and legislative pressures it is important to maximise value for money as an overarching Partnership principle. Striving for improved performance through waste prevention in the first instance, followed by recycling, is resultantly the best option both financially and environmentally. By following this principle the Partnership and the wider community can contribute to and help ensure value for money is realised in the services delivered.

Besides public engagement the JMWMS aims to deliver waste collection, treatment and disposal solutions while minimising the environmental impacts. In addition to the waste hierarchy, the partnership also acknowledges the proximity principle that describes a need for materials to be handled, treated, and disposed of as near as possible to its place of consumption.

2. Performance and Service Delivery

Waste management in Hampshire has seen significant change since 2000 as illustrated in Figure 2-1. The landfilling of waste has continuously decreased, markedly between 2003/04 and 2005/06 when residual waste began to be treated within Energy from Waste (EfW) facilities.

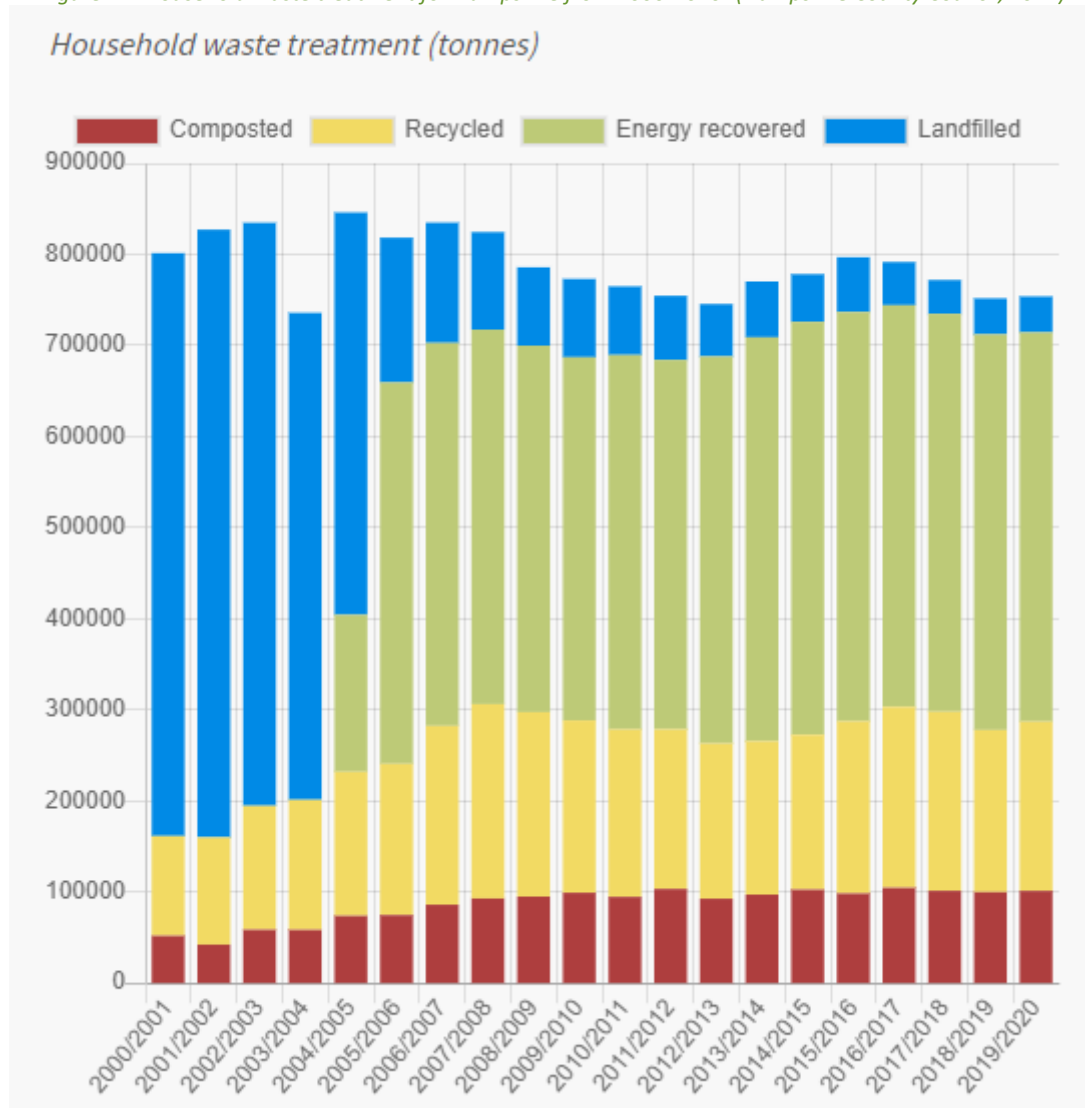
The total amount of generated waste in Hampshire has also reduced since a peak in 2005/06 of around 850,000 tonnes per annum to approximately 750,000 tonnes per annum in 2019/20, with a waste collection yield of 428.9 kg/person/year¹.

In 2019/20 Hampshire's recycling rate was 41.7% (across all recycling services, including HWRCs). The highest performing Partner had a recycling rate of 41.3%, with the lowest performing Partner having a recycling rate of 24.8%. Overall, the County sits within the lower half of the English local authority recycling performance league table, with the majority of partners sitting in the lower quartile. The recycling, reuse and composting rate has increased over time but has plateaued over 2018/19 and 2019/20. The level of performance being achieved has resulted in pressure being exerted on some Partner authorities by the Secretary of State to make improvements.

Contamination monitoring across the MRFs showed that the average comingled dry recycling contamination level was 15.9% in 2019/20 (an increase from 13.75% in 2018/19). However, the capture of comingled dry recycling has also slightly increased over this time period. Reducing contamination will continue to be a key focus going forward.

¹ <https://www.letsrecycle.com/councils/league-tables/2019-20-overall-performance/>

Figure 2-1 Household waste treatment for Hampshire from 2000-2020² (Hampshire County Council, 2021)



The Partnership is committed to improving performance to consistently high levels across Hampshire, Portsmouth and Southampton, to optimise costs and to achieve this while working to high and consistent levels of public satisfaction. This will be supported through regular and consistent service review, analysis and measurement to enable progress against targets to be tracked and further actions to be identified.

2.1 Current services

The waste collection systems in Hampshire vary between the partner authorities. However, all households receive a kerbside collection for dry mixed recyclables (paper & card, plastic bottles, cans, tins and aerosol cans). Garden waste collections are offered through chargeable, opt-in services and many households receive glass collections. Residual waste, comingled dry recycling (excluding glass), and separate glass is collected using different containers and on differing frequencies, as detailed in Table 2-1.

² <https://www.hants.gov.uk/wasteandrecycling/projectintegra/performance>

Table 2-1 2021 collection of MSW by the partnership authorities, Weekly: Collected weekly, Fortnightly: Collection every second week, AWC: Alternate Weekly Collection of Residual waste and Dry recycling, and 4-weekly: Collection every fourth week.

Partner	Residual waste	Dry recycling (ex. glass)	Glass	Food Waste
BDBC	Weekly	Fortnightly	Collected with dry recycling in box	n/a
HDC	Fortnightly	Fortnightly	Collected with dry recycling in box	n/a
SCC	AWC	AWC	Fortnightly	n/a
RBC	Weekly	Fortnightly	Collected with dry recycling in box	Weekly from Oct
EHDC	Fortnightly	Fortnightly	4-weekly	n/a
HBC	Fortnightly	Fortnightly	n/a	n/a
WCC	AWC	AWC	4-weekly	n/a
EBC	AWC	AWC	Fortnightly	Weekly
PCC	Weekly	Fortnightly	n/a	Weekly
FBC	AWC	AWC	n/a	n/a
GBC	AWC	AWC	n/a	n/a
NFDC	Weekly	Weekly	4-weekly	n/a
TVBC	AWC	AWC	n/a	n/a

2.2 Infrastructure

Hampshire County Council has, in conjunction with the City Councils of Portsmouth and Southampton, entered a waste disposal service contract (now extended to 2030) with Veolia UK. The joint working arrangements put in place through the PI partnership have enabled the Councils to include recycling infrastructure within the remit of the contract. Investment has been made across a suite of waste management infrastructure solutions:

- Three Energy Recovery Facilities (ERFs);
- Two Material Recovery Facilities (MRFs);
- Two Composting Facilities;
- 26 Household Waste Recycling Centres (HWRCs); and
- 12 Transfer Stations.

Infrastructure requirements are being considered in light of the anticipated requirements of the Resources and Waste Strategy, and the changes in services that will be required. This is particularly relevant to the provision of MRFs, which will require reconfiguration or redevelopment should services transition to a two-stream collection of dry recycle.

3. Policy and legislative drivers

This section summarises the key international, national and local legislation and drivers which impact upon the structure of this waste strategy.

3.1 International and National Policy & Legislation

Many of the roots of UK legislation governing the management of waste in this country can be traced back to European Union (EU) Directives, Regulations and Decisions. These are being retained in UK law through the European Union Withdrawal Act 2018 with minimal impact anticipated on how councils collect, recycle and dispose of household waste.

Circular Economy

A circular economy approach sees waste turned into a resource as part of 'closing the loop' with resources kept in use for as long as possible, with the maximum value extracted from them. It moves away from the more linear economy of 'take, make, use, throw' and prolongs the lives of materials and goods consumed, minimising waste and promoting resource efficiency.

In July 2018, the European Commission adopted an ambitious Circular Economy Package (CEP) introducing a revised legislative framework to help stimulate Europe's transition towards a circular economy, identifying steps for the reduction of waste and establishing an ambitious and credible long-term path for waste management and recycling. The UK government have transposed the majority of CEP measures into UK legislation to include a recycling target of 65% by 2035 and reduce landfilled municipal waste to 10% by 2035.

A Green Future: Our 25 Year Plan to Improve the Environment (policy paper) January 2018

This 25 Year Environment Plan sets out Government action to help improve the environment by delivering cleaner air and water, protecting threatened species and wildlife habitats and plans for changes to agriculture, forestry, land use and fishing to put the environment first. The Environment Plan aims to minimise waste, particularly plastic waste, and sets out the following actions for minimising waste:

- An ambition to achieve zero avoidable³ waste by 2050;
- A target to eliminate avoidable plastic waste by the end of 2042;
- Meeting all existing waste targets – including those on landfill, reuse and recycling – and developing ambitious new future targets and milestones;
- Seeking to eliminate waste crime and illegal waste sites over the lifetime of the Plan, prioritising those of highest risk. Delivering a substantial reduction in litter and littering; and
- Significantly reducing and where possible preventing all kinds of marine plastic pollution – in particular, material that came originally from land.

³ Avoidable in the sense of what is Technically, Environmentally and Economically Practicable.

Our waste, our resources: a strategy for England (Draft), December 2018

The Strategy gives a long-term policy direction in line with the 25 Year Environment Plan and has two overarching objectives:

1. To maximise the value of resource use; and
2. To minimise waste and its impact on the environment,

It sets out plans to preserve stock of material resources by minimising waste, promoting resource efficiency and moving towards a circular economy. The five strategic ambitions of the Strategy are:

1. To work towards all plastic packaging placed on the market being recyclable, reusable or compostable by 2025;
2. To work towards eliminating food waste to landfill by 2030;
3. To eliminate avoidable plastic waste over the lifetime of the 25 Year Environment Plan;
4. To double resource productivity by 2050; and
5. To eliminate avoidable waste of all kinds by 2050.

The Strategy also aims to minimise the damage caused to our natural environment by reducing and managing waste safely and carefully, and by tackling waste crime.

Environment Bill 2020

The draft Environment Bill (2020) is a key piece of legislation for delivering the commitments made in the 25 Year Environment Plan and for setting long-term legally binding environmental targets, plans and policies for protecting and improving the natural environment in the UK. It is part of the UK Government's goal to develop the first generation to "leave our environment in a better state than we found it". The Bill will take forward and legislate the measures and proposals outlined in England's draft Resource and Waste Management Strategy, changing the way government, businesses and individuals produce and consume products. The national Strategy and Environment Bill aims to make it easier for people to recycle, improve recycle quality and make way for a more circular economy. The Bill will allow the Government to:

- deliver consistent and frequent recycling collections across England;
- ensure councils operate weekly separate food waste collections, preventing food waste from going to landfill or being incinerated;
- introduce clearer labelling on certain products so consumers can easily identify whether products are recyclable or not;
- expand the use of charges on single use plastics, following the successful introduction of the carrier bag charge and will introduce a deposit return scheme on drinks containers, subject to consultation; and
- introduce new extended producer responsibility schemes to make producers responsible for the full net costs of managing their products when they are ready to be thrown away.

The Bill is supported by a series of proposals, with several relevant to waste management. The second consultation started in April 2021 and at the time of writing this JMWMS the process is still ongoing. Aspects of waste management under consideration by the Government include:

Consistency of Household and Business Recycling Collections in England

The Government will specify a core set of materials to be collected by all local authorities and waste operators to make services more consistent across the country.

The proposals in the Resource and Waste Strategy around food waste collections is yet to be finalised, but it is likely that separate, weekly food waste collections for all households will be a requirement. Therefore, PI partners need to consider this as a likely service requirement in the coming years, both from a collections and treatment perspective. It is anticipated to be a costly service to implement, and the Strategy consultation has suggested that 'new burdens' funding may be made available by the Government, however currently this is not confirmed, and details of any funding requirements have not been published.

The Bill states that for households, each recycling stream must be collected separately from other waste and that recyclable waste must be collected for recycling or composting and separately from each other, where it is technically, environmentally and economically practicable (TEEP) to do so.

Extended Producer Responsibility (EPR) for packaging

The Government intends to invoke the 'polluter pays' principle with an EPR scheme for packaging by 2023. Producer responsibility will see businesses that manufacture, import and sell certain products responsible for the full net costs of those products at end of life, i.e. post-use stage, driving sustainable design decisions to be incorporated at the production stage in support of a more circular economy.

Payment contributions to local authorities for household packaging wastes is to be based initially on complex modelling taking account of issues such as rurality, housing type, deprivation and other criteria, but in the longer term the government intend for this to be based on actual costs incurred. The payment mechanism and process for distribution of funds to local authorities is still not clear.

Introducing a Deposit Return Scheme (DRS)

To incentivise consumers to reduce litter and increase recycling the government are consulting on introducing a DRS whereby consumers pay a deposit on drinks beverage containers at the point of purchase, which is then redeemed when the container is returned to the retailer for recycling. The government are currently considering a DRS that includes aluminium and steel cans, PET plastic and glass bottles but excludes disposable cups, cartons and pouches/sachets.

3.2 Drivers for Change

National Policy

The Partnership must ensure that all waste collection and management services are aligned to national policies, plans and strategies, including those outlined above. Once the proposal consultations are complete and the Government has provided its direction, we will need to carefully consider this and as a consequence may have to change some of direction expressed in this waste management strategy. The Partnership needs to retain flexibility in future service provision to enable the implementation of any required changes.

Budgetary pressures

This is a time of significant change for local authorities, brought about by pressures to make efficiencies and savings through greater collaboration and sharing services across authorities and with other public sector organisations. There have been significant impacts upon material income in the past 10 years due to a global reduction in the value of recyclable materials. This means that there is decreasing funding available to reinvest into waste services.

Climate Change and Carbon Impacts

Most of the partner authorities have declared a Climate Emergency, and their climate change strategies recognise the role of waste and the circular economy in supporting the reduction of carbon emissions, with a focus on waste reduction. Out of the 14 Partner authorities, seven aim to be carbon neutral or to meet net zero emissions across operations by 2030. Four Partner authorities have committed to become carbon neutral by either 2040 or 2050. The remaining three Partner authorities have not set or published their goals to be attained by a specific date.

Investment in Infrastructure

The waste management, treatment and disposal contract will come to an end in 2030. Before this, a review will need to be undertaken to determine the most appropriate long-term arrangements for service provision, which will be within the duration of this JMWMS.

With recycling performance for all Partner authorities sitting within the lower half of the national league table, the Council's existing contract coming into the final nine years of its life, and with anticipated changes in recycling and waste management legislation happening in the coming years, now is the time for all of the authorities to agree on the future state of recycling and waste services to best service the county through provision of improved performance, value for money services, and future compliance.

Investment decisions will be based on identifying the most appropriate waste management solution for Hampshire to provide value for money as well as compliance with future legislation.

Summary

This JMWMS takes into account the changing legislative landscape, and specifically the potential impacts from future progress of the Environment Bill and policy consultation in 2021. There is a keen focus on the identification of an optimal solution for waste management which results in meeting legislative requirements and delivers best value financially for all of the partnering authorities.

Pressure to reduce environmental impact, continuing budgetary pressure, and changes in the legislative landscape will necessitate change in the way services are delivered to residents. As a result, we must make some tough decisions; the competing requirements of budgetary pressures, a requirement to improve performance, and the need to align with legislative requirements mean that now is the right time to fully understand what an optimal system looks like.

By working together, the Partnership may be able to obtain better prices for commodities and ensure that our purchases of waste service resources (vehicles, bins, boxes etc.) meet best value requirements through gaining volume discounts.

4. JMWMS Key Objectives

The shortlist subjects are the main key objectives which will be delivered under the JMWMS. There are a number of other areas which are central to the strategy and cut across all objectives that will be taken forward. Service provision will continue to be delivered by PI which as mentioned has resulted in a number of benefits and synergies to date. Local decision making however will continue to be maintained across the Partnership to ensure local factors, budgets and challenges are taken into account within any decision making to ensure the approach is best suited for all partners.

A joint technically, environmentally, economically and practicable (TEEP) approach was seen as an important principle across partners going forward and we will look to ensure a collaborative effort is made with the waste collection service and compliance with the regulations.

4.1 Partnership Working

The following subjects form part of the partnership working theme. The existing partnership works to provide an integrated approach to waste management across Hampshire and has been beneficial for several reasons since its inception. To deliver the requirements of this JMWMS a framework will be developed to ensure partnership working is enhanced going forward, especially during the period of change likely to be encountered following the national Resources and Waste Strategy mandates. Partnership working will need to be supported and committed to by all PI partners with joint working across the county to deliver services in the most efficient and effective way.

Whole system thinking at PI level

Whole system thinking is a key priority for Members and is an objective which cuts across all of the shortlisted subjects. Whole system thinking at the PI level will allow the most effective and efficient waste management system to be delivered by understanding how changes made by individual members of the partnership impact on the system as a whole both in terms of cost and tonnages. Oversight of services and an ability to facilitate services from waste generation to waste disposal has and will continue to benefit all stakeholders within Hampshire. The HCC waste prevention and recycling webpages provide information on *Smart living* and *Hampshire Recycles* initiatives, both providing resources for all partners to make use of in a consistent manner. With future legislation changes likely to impact services across the county, an integrated approach and whole system thinking will ensure all potential scenarios are considered and the best outcomes at the local level are derived. This will include consideration of food waste treatment across the county, as well as the HWRC operations and network.

Development of and commitment towards revised JMWMS Implementation Plan

This option is a key priority for Members as engagement by and commitment from all stakeholders will be central to implementing the JMWMS aims and objectives. An implementation plan with clear actions will be developed by a joint PI working group, along with responsibilities assigned to stakeholders to ensure objectives can be met. Local variations will be captured and considered in the plan as it is understood not all stakeholders will be able to follow the same approach in all instances. A clear consensus is required by all stakeholders with collaboration, regular engagement and decision making necessary to ensure the implementation plan is realistic and achievable. All PI partners will engage with and show full commitment to the JMWMS and the implementation plan to ensure their opinions are considered and the plan is fully inclusive. PI will be central to facilitating this approach and behaviours through delivery.

Setting agreed performance indicators and targets

Improving service performance will continue to be at the forefront of the JMWMS. Performance indicators and target setting for the waste management systems will continue to be measured and compared against the three now defunct, but still relevant, National Indicators.

For all authorities:

- NI 191 – KG of residual waste per household
- NI 192 – percentage of household waste reused, recycled and composted

For authorities with responsibility for waste disposal:

- NI 193 – percentage of municipal waste sent to landfill.

There are however a number of other performance indicators that will be used to ensure the performance of the service is at the expected quality across the county and that performance improvements are being duly made. National targets include a recycling target of 65% by 2035 and to reduce landfilled municipal waste to 10% by 2035. Performance indicators therefore need to be cognisant of these targets to ensure the Partnership is helping contribute to the wider national aims, whilst being reflective of the local challenges the county faces. Contamination of recyclable material is a key measure of performance for PI partners. Waste prevention and contamination with a focus on reuse and quality recycling respectively will be important in performance context going forward and these will be discussed and agreed with stakeholders before any decisions are made as part of the partnership working approach.

A performance monitoring regime will be developed and agreed by all PI partners to track improvements made against each performance indicator.

Revision to PI funding arrangements

It is recognised that improved joint working arrangements will support meeting national strategy and consistency framework requirements. Funding arrangements need to drive the right performance behaviours and the right approach with whole system thinking and be reflective of the performance of partners as well as the local challenges encountered across the county. The arrangement will fund consistent initiatives and be structured to incentivise and support positive waste management practices.

There is an aspiration that services delivered across the county going forward will be more in line and representative of PI aims and objectives once the funding arrangements have been revised and stakeholders recognise the benefits from better partnership working. One of the Partnerships main objectives is for all partners to achieve value for money; as a group we will consider and implement the best approach that will enable this.

This JMWMS does not commit Partners to a particular funding arrangement, this will be discussed and agreed through the work being undertaken on a revised Partnership Agreement. Instead, this strategy recognises the need to revise the current arrangements to ensure they are fair and all parties are incentivised to improve performance in light of the governments legislative changes, particularly Extended Producer Responsibility and the associated funding.

Identification of external funding opportunities

The identification of external funding opportunities is of critical importance to waste management services as it allows projects and initiatives to be developed and supported. An example initiative focused on supporting resource efficiency projects with the goal of diverting waste, reducing waste, and improving waste management was the Resource Action Fund. Funded by Defra, this provided £18 million for new projects in England, with the primary focus of supporting key policy outcomes in the area of food, plastics, textiles,

recycling infrastructure and litter. Funding was divided into small-scale and large-scale grants; small-scale grants covered food waste prevention, textile recycling and re-use, litter bin infrastructure, and value from food waste among other projects. Large-scale grants focused on plastic packaging and food waste prevention. As the focus on circular economy becomes more central, it is these types of funding opportunities that support PI services.

The Government has intimated that new burden funding will be provided for new services that will be mandated within the Resources and Waste Strategy. By working together as PI, all partners will have greater visibility of such funding and we will be able to maximise the chances of successfully meeting any funding criteria.

4.2 Recyclable Material Management

How PI manages recyclable materials is of great importance given the priority material quality is given in the Resources and Waste Strategy. The Partnership needs to ensure efforts are focused on improving the quality as well as quantity of the recyclables collected and reprocessed across the county. With recycling performance for all Partner authorities sitting within the lower half of the national league table, the Council's existing contract with Veolia coming into the final nine years of its life, and with anticipated changes in recycling and waste management legislation happening in the coming years, now is the time for effective change and for all of the authorities to agree on the future state of recycling and waste services to best service the county through provision of improved performance, value for money services, and future compliance.

Introduction of two stream collections

This is a key priority for members. A WRAP study was undertaken in 2020/21 supporting PI in identifying an optimal collection option, reviewing options for waste management based on two-stream and multi-stream (kerbsort) collections. The outcomes have allowed PI to plan for the implementation of a waste management solution for Hampshire that meets national and local recycling aspirations at the lowest overall cost. The modelling of a two-stream approach showed a potential recycling rate of 37.4%, compared to the current baseline rate of 24%. The two-stream dry recycling collection will consist of fibres (paper and card) in one container receptacle, and containers (glass bottles and jars, plastic bottles, plastic pots, tubs and trays, metal tins and cans) in another. This will require the redevelopment of waste transfer station infrastructure and MRFs to be capable of handling glass (either in new or upgraded facilities) within a containers material stream. The residual waste collection will remain unchanged.

The Partnership will identify those households that are not suitable for the standard service and will put an agreed exception process in place that is appropriate and also allows them to recycle as much as possible within the twin stream system. We will ensure that the service is agile and flexible to respond to the changing needs of individuals as those needs arise.

Two stream recycling collection

A number of authorities implement a two-stream recycling service with noted improvements following service roll out. A trial in Boston, Lincolnshire, which included over 3000 properties and the collection of paper and card separate from mixed recycling, showed that two stream collections can achieve improvements in both the quality of the recycling collected and increase in materials captured for recycling. Positive feedback was also well received from residents in the trial area.

Reduced contamination

Improving recycling performance through reducing contamination is a key operational focus for PI and will help us contribute towards meeting national targets. Contamination monitoring across the MRFs showed that average DMR contamination level was 15.9% in 2019/20 (an increase from 13.75% in 2018/19). However, the capture of DMR has also slightly increased over this time period.

Reprocessors are demanding material with less contamination, focused on quality rather than quantity and this puts pressure on MRF resources to ensure contaminated or non-target materials are removed. The quality of the MRF inputs needs to be improved which will also result in less MRF residue and reduce the costs that waste disposal authorities have to pay for this.

Maximising the material that can be collected and recycled is key and we will continue to improve communication and education campaigns to help residents recycle better and reduce contamination. Reduced contamination will improve quality of material as well as reduce costs. Non-target materials in the wrong containers can cause processing problems at the MRFs, with whole loads of recycling sometimes having to be rejected. It is anticipated contamination will reduce with the segregation of paper and card from other materials when the two-stream service is implemented, as well as it being easier to identify contamination.

Along with communications, we will continue to implement the contamination monitoring programme to ensure that all dry recycling rounds are identified and targeted at the correct sites. A consistent contamination policy (and training) across the partnership will also ensure partners adopt the same approach when looking at contamination and efforts and activities to reduce it.

Retained and maximised income share for materials

Material collected for recycling is sold and the money received helps to reduce the overall cost of running waste services. There have been significant impacts upon material income in the past 10 years due to a global reduction in the value of recyclable materials. This means that there is decreasing funding available to reinvest into waste services.

Linking to the above priority options, improving recyclable material management through service changes and efforts to reduce contamination will indirectly retain and maximise the income share for materials across PI. Sampling of MRF inputs is undertaken to gauge the level of non-target material being delivered within dry recyclable streams, and thus performance is measured. This provides a focus on quality recycling and the need for partners to reduce their contamination rates to maximise income share.

EPR and DRS will ultimately affect this income share however the impact of this is not currently known. Less materials being collected and processed across the Partnership as a result of these schemes will however indirectly reduce the treatment costs paid by the waste disposal authorities. However, conversely there will be a loss of income where valuable materials are redirected elsewhere.

4.3 Waste Reduction

Although overall material tonnages have reduced over time, more still needs to be done across the partnership to drive down waste generation and contribute towards meeting national residual waste reduction targets. Waste prevention is top of the waste management hierarchy, is the most environmentally sound option and where the greatest gains can be made in terms of resource management. It incorporates reduction, reuse and repair initiatives. Waste reduction will be the most effective and efficient way of delivering waste services over the duration of the strategy, reducing treatment and landfill use, reducing climate change impacts and contributing to a cleaner, greener environment. Waste reduction also reduces waste collection and processing costs, helping deliver a cost-effective waste management service.

Development and delivery of waste prevention initiatives

This option continues to be a key priority for Members. PI partners will encourage and support residents to drive down the volume of waste that is produced through the development of appropriate initiatives. This is especially important given the number of housing developments and population growth in Hampshire, which will put further strain on services and increase the costs of waste collection and disposal.

We will develop the waste prevention plan as a driving tool, following further waste prevention guidance from Government; this will require engagement and commitment by all partners to drive the initiatives and ensure objectives are achieved. This plan will be regularly reviewed and updated to ensure its continued relevance to PI aims.

Waste reduction targets will help partners contribute and deliver on these initiatives, whilst recognising the challenges faced by some of the partners. Implementing initiatives requires agreement on funding, consistent messaging and resourcing, and responsible messages and engagement with residents at local levels will ensure local accountability.

Increased reuse from bulky waste

Material reuse is a key driver within the national strategy, ensuring circularity of resources. Reuse is defined as material that would otherwise be disposed or recycled which has its useful life extended through use for the same purpose without any additional processing. PI will endeavour to maximise reuse from bulky waste with third sector engagement where feasible.

All partners will work together to ensure that all opportunities are taken to maximise the diversion of bulky material out of the waste stream. As an example, by collecting, storing and managing items with the intention of reuse, we can reduce the amount of material that has to be disposed of through processing and treatment and provide residents with access to reused items at affordable prices.

Oxfordshire bulky waste case study

Local authorities in Oxfordshire have partnered with a local charity to deliver a combined bulky waste collection service. The partnership with Kathryn Turner Trust (KTT) has been a real success and the initial trial diverted more than 1.4 tonnes of material from landfill in the first six months. There is a call centre referral system, re-use collection organised with KTT, through the Biffa collection contract. The approach taken by South Oxfordshire and Vale of White Horse authorities in working with a local third sector re-use organisation, KTT, is both adaptive and new to Oxfordshire, and shows the benefits of collaboration and flexibility.

Continued promotion of home composting

Promotion of home composting has always been a key theme for PI and will continue to be a priority initiative under the waste prevention plan. Composting food and garden waste at home is the most sustainable use of waste, reducing carbon footprint as less waste needs to be transported away, processed and re-distributed.

The *Smart Living* waste prevention and lifestyle initiative promotes home composting from start to finish, including advertising where to buy a compost bin online and how to make your own bin or heap. There are also community champions who provide support and advice to any resident wanting to know more about home composting. There is an improvement opportunity for the partners to engage with the *Smart Living* initiative and expand and develop the programme further so all residents benefit from the resources available.

The Partnership recognises that uptake of this initiative requires engagement with the householders to encourage them to undertake home composting, which we will aim to deliver on in the drive to reduce waste.

4.4 Best Practice

We will continue to investigate and deliver on best practice within the waste management sector.

Zero waste to landfill

Zero waste to landfill is a key aspiration for Members, with landfill reduction also being a legislative driver and the least preferred option according to the waste hierarchy. In 2019/20 Hampshire County Council sent 5.37% of their municipal waste to landfill.⁴ There is now only one landfill site open in Hampshire for disposing of household waste and the only household waste currently landfilled is bulkier items delivered to recycling centres. PI partners will seek treatment of remaining, non-recyclable waste as well as reuse options to aim for zero waste to landfill and continuously monitor and measure their progress towards it.

Evaluation and introduction of alternative fuels for vehicles

An alternative fuel is an alternative to standard hydrocarbon-based vehicle fuels (diesel & petrol) such as electric, hybrid, biofuels or hydrogen. The need to consider alternative fuels is growing as local authorities look to address the climate emergency and reduce their carbon footprint, opting for low carbon transport options. Net zero emissions is also a legislative driver with the government looking to ban the purchase of diesel/petrol vehicles by 2030 to support this.

The cost of purchasing alternative vehicles remains high as it is an emerging market, but as more and more authorities look to purchase e-RCVs the cost is anticipated to reduce. The charging infrastructure is also costly to install. There are however long-term savings related to the lower cost of alternative fuels. The reduction in emissions in a move away from standard diesel vehicles will have a positive impact on air quality as well as carbon emissions.

PI partners will evaluate and discuss the introduction of low carbon transport options, whilst being mindful of the budgetary and contractual constraints that exist across the partnership. Adoption of vehicles will also be

The Use of Greener Fuels for Waste Collection

In late 2020 the London Borough of Islington became the first London Local Authority to deploy fully electric refuse collection vehicles (eRCVs) as part of an initiative to improve local air quality. The Borough Council introduced two 26t eRCVs to its fleet and is also seeking to reduce the overall size of its waste collection fleet.

The introduction of the electric RCVs was facilitated by a £3.5M development at the Council's Waste and Recycling Centre involving the installation of a new sub-station, high voltage supply and charging infrastructure for the electric vehicles.

In early 2021 the Greater Manchester Combined Authority committed £9.7M to purchase of 27 new eRCVs (approximately half of the Authority's collection fleet) following two years of successful trials. This believed to be the largest commitment of its type to date by a UK Local Authority and has been accompanied by a £880k investment in vehicle charging infrastructure at two of its depots. The deployment of the quiet, low emission eRCVs is expected to reduce greenhouse emissions by 900 tonnes per annum.

⁴ <https://www.gov.uk/government/statistics/local-authority-collected-waste-management-annual-results>

dependent on whether they are suitable to the geography of the area and the structure of collection rounds. Fleet conversions will ultimately be a local decision.

Identification and evaluation of alternative technologies

A number of alternative technologies exist for treating typical household wastes, all of which have a number of advantages, as well as disadvantages. Due to the existing contracts based on EfW technology it will not be financially viable to move away from EfW for the duration of the current contract, but PI will continue to keep a watching brief on alternative technologies for both MSW as well as the recycling fractions. Identification of the best solution for treating waste for Hampshire is a priority for the Partnership and this requires being mindful of the location of such technologies, treating waste at the highest level of the waste hierarchy as economically practicable, maximising diversion from landfill, reducing carbon emissions and balancing cost efficiency and waste management services.

Further consideration will be made towards opportunities to incorporate alternative technologies in the delivery of collection and waste processing services, identifying ways in which efficiency and cost savings could be achieved. By understanding material values we will consider the benefits from making changes to the MRFs to enable additional materials to be collected and processed.

4.5 Service Delivery

A number of strategic options will optimise the delivery of the waste management service across Hampshire.

Consistent, best practice approach to service provision

This option is a key priority for Members. A consistent approach to service provision aligns with the whole system thinking partnership approach discussed at the start, with benefits to the approach being realised through potential synergies and savings. In particular, PI partners will aspire to implement consistent side waste, clinical waste and contamination policies. A consistent service which provides best practice and consistent for flats and communal properties would also be beneficial for the partnership and residents. This will ensure messages across Hampshire are consistent with a clear system of segregation and collection for both operatives and residents. A consistent approach will improve the transparency of the service for residents with the potential for cross boundary savings and a central support system. The partnership will be mindful of local decisions that may prevent a consistent approach across all policies.

Improved and consistent communications campaigns

Communications are central to conveying messages to residents about the waste and recycling services and present an opportunity to increase resident engagement with services. Communications cut across a number of strategy areas and have an overarching impact on service delivery and performance – they should be output driven. PI partners will work to improve their communications and have a consistent, standardised approach for maximum impact county wide. This will include:

- consistent PI level messaging utilising 'Hampshire Recycles' initiatives; responsible messages will be presented at the local level to increase accountability, tailored to individual partner needs where necessary;
- development of a behavioural change communications plan; PI partners will challenge themselves, the wider community, including the private sector, and government by raising awareness and ownership of resource management issues to change society's attitude and behaviour towards maximising waste prevention, re-use and recycling;

- increase use of social media / technology to communicate and engage with residents about the service to increase impact of messaging;
- provide enhanced consistent communications to support residents in understanding the roll out of any new waste services.

By improving and standardising our communications campaign, we aim to increase correct use of the service, drive down waste tonnages and increase our recycling rate. Our approach will create synergies in the service with a significant impact upon whole system costs in the medium-long term.

Consistent approach to staff training

Following on with the consistency approach, PI partners will implement a consistent approach to staff training, both at operational and support staff levels. This will be centrally organised by the PI Executive with best practice training to include identifying contamination amongst other topics to improve performance county wide. We may be able to leverage better training costs if training is organised across county rather than at individual partner level, with better value for money, for example the Driver CPC Training organised by PI.

Increased cross boundary working

PI partners will look to increase cross boundary working through greater collaboration and sharing of services across partners, to make efficiencies and savings within the service and across the partnership.

Currently the majority of services are delivered within respective partner boundaries apart from a few contracts where this is allowed (e.g., Basingstoke & Deane and Hart where difficult access properties are serviced across border). There is opportunity for the principles to be expanded out across more boundaries to maximise efficiencies where circumstances and services allow (in the short and long term). We would look at opportunities to increase our cross-boundary services across the partnership including for example bulky waste service, clinical waste service and HWRC services and for the delivery of any future food waste collections, treatment and disposal system. Services would be easier to deliver together if they were aligned; cross boundary service delivery will allow for journey routes to be optimised, with potentially less vehicles on the road, as well as the sharing of knowledge and best practice. Cross boundary working will need to be coordinated with Hampshire County Council and Veolia to manage disposal points and ensure that any proposals were feasible, with agreements made on funding and allocation of tonnages across partners, and considering delivery lead authority, cost sharing arrangements, inhouse vs outsourced delivery and the location of the most appropriate depots and waste transfer stations.

Sharing of customer satisfaction surveys for the benefit of all partners

Where customer satisfaction surveys related to waste services are carried out, the outcomes will be shared with all partners to share knowledge with the aim to improve service delivery. This ensures the residents views are shared amongst the partners allowing for feedback and best practice to be more easily identified and implemented.

5. Action Plan

This JMWMS sets out the strategic direction for the Partnership and will be supported by a new operational partnership agreement and detailed action plan to take PI forward including meeting the requirements of the Environment Bill. We will collaboratively develop a detailed implementation plan based on the key objectives covered within the Strategy and PI partners will engage and agree on the approach to be taken going forward. A clear consensus is required by all stakeholders with collaboration, regular engagement and decision making necessary to ensure the implementation plan is realistic, achievable and reflects local needs and circumstances.

Implementation of the objectives will be vital for the Partnership in developing and ensuring a waste management service that is customer focused, delivers value for money and has sustainability incorporated throughout. The implementation plan once agreed will be managed by the PI Executive to setup any task and finish groups required for delivery of the plan, and to keep track of progress. Given the scale of the actions required to deliver the strategy, they will be prioritised, and all partners will be required to commit resources to assist with the delivery.

The table below sets out the key strategic actions that all PI Partners are signed up to by approval of this JMWMS, however it is not reflective of the final Action Plan:

Strategic Objective	Strategic Actions
Partnership Working	<ul style="list-style-type: none"> Approval of the Joint Municipal Waste Management Strategy Adopting a whole systems approach to waste services in Hampshire
Recyclables Material Management	<ul style="list-style-type: none"> Commitment to move to a twin stream system for dry recyclables. Commitment to reducing contamination of all waste streams through joint working.
Waste Reduction	<ul style="list-style-type: none"> Support the aim of reducing waste in Hampshire. Commitment to work together to increase the reuse of bulky waste.
Best Practice	<ul style="list-style-type: none"> Commitment to reviewing and sharing best practice to improve both performance and service delivery.
Service Delivery	<ul style="list-style-type: none"> Commitment to consistent communications to support service delivery across the partnership.

Appendix one: The strategic options considered

Engagement with key stakeholders across PI's partnering authorities was undertaken to identify and agree JMWMS aims and objectives. A series of engagement workshops were undertaken to firstly identify, and secondly assess options available to the Partnership, resulting in a short list of subjects to be incorporated into this JMWMS.

As support this process PI engaged Wood Group (Wood), a waste management consultancy, to review and update the JMWMS. Wood has previously supported the Partnership on a project identifying the most optimal service collection option; this has allowed the Partnership to plan for the implementation of a waste management solution for Hampshire and this current review builds on that work to develop a new forward looking JMWMS.

Identification of strategic options

The identification of strategic options commenced with a wide-ranging consideration of potential actions and activities that could be implemented in the management of waste; this resulted in an extensive longlist of options being identified, consisting of waste management options across areas including but not limited to:

- Waste collected (which materials are separated for recycling)
- Collection frequencies
- Waste containers (type and capacities)
- Recyclate separation at the kerbside (fully separate/two stream)
- Collection charges
- HWRCs
- Bulky waste
- Alternative fuels
- Waste treatment technologies
- Communications

Evaluation criteria were identified based on anticipated priority areas for the partnership, as well as fundamental criteria for appraising waste management services. This consisted of a number of criteria grouped into four main themes – financial, environmental, social and technical.

Officers workshop

During the PI Officers workshop, officers were presented the long list subjects and evaluation criteria for consideration and evaluation. Officers had the opportunity to identify any long list subjects that they believed should be removed from the list, and to capture any additional subjects that should be included. Where there was consistent feedback the long list was updated accordingly. A similar process was undertaken for the evaluation criteria.

Officers then scored each evaluation criterion based on level of importance. Scoring allocation ranged from 1 (least importance) to 4 (greatest importance). Officers were asked to carefully consider these criteria and ensure that they provided a spread of weightings to ensure differentiation between importance. This resulted in an average evaluation criteria score being developed.

Options appraisal

Following the Officer workshop, Wood independently evaluated the long list against the criteria. Wood undertook a qualitative assessment of whether the impact of the subject was anticipated to be positive, negative or neutral against the current position. Those deemed to have a positive impact scored positively. Any evaluation criteria that were not relevant to a subject were scored as a 0 (no impact). The average score for each criterion as identified at the Officers workshop was used by Wood in the assessment of the agreed long list subjects.

Following the scoring and weighting exercise the long list subjects were ranked, allowing a short list of between 15 and 20 subjects to be identified. Following discussions with the Partnership a number of subjects were consolidated and some subjects which ranked low were also incorporated into the short list to as they were identified as being of long-term priority / importance for PI, therefore requiring inclusion within the Strategy, e.g. 'Retained and maximised income share for materials', as well as subjects which shape future service change e.g. 'Introduction of two stream collections'.

Members workshop

The proposed shortlist of subjects was then considered at the Members workshop. The aim of the Members workshop was to gain input from Members on the suitability of the proposed short-listed subjects, and to gain an understanding of which subjects have a greater priority. Following discussion on each group, Members were asked to rank each subject within each group in order of priority; numbers between 1 and 5 were allocated to each of the subjects in each group, with no repeated numbers being allowed.

The final shortlisted subjects are presented below within their respective groupings:

- Group 1 – Partnership Working
 - Identification of external funding opportunities
 - Revision to PI funding arrangements
 - Development of and commitment towards revised JMWMS Implementation Plan
 - Whole system thinking at PI level
 - Setting agreed performance indicators and targets
- Group 2 – Recyclable Material Management
 - Introduction of two stream collections
 - Reduced contamination
 - Retained and maximised income share for materials
- Group 3 – Waste Reduction
 - Increased reuse from bulky waste
 - Development and delivery of waste prevention initiatives

- Continued promotion of home composting
- Group 4 – Best Practice
 - Zero waste to landfill
 - Evaluation and introduction of alternative fuels for vehicles
 - Identification and evaluation of alternative technologies
- Group 5 – Service Delivery
 - Improved and consistent communications campaigns
 - Consistent, best practice approach to service provision
 - Consistent approach to staff training
 - Increased cross boundary working
 - Sharing of customer satisfaction surveys for the benefit of all partners

There were a number of points raised by both the Officers and Members during the workshops that although not shortlist subjects they are still central to the JMWMS, and these are therefore referenced throughout.

HAVANT BOROUGH COUNCIL & EAST HANTS DISTRICT COUNCIL

CABINET BRIEFINGS

September 2021

REPORT TITLE:

Waste Service Strategic challenges:

Environment Bill; Project Integra and the Joint Municipal Waste Management Strategy (JMWM).

Report by Interim Head of Environmental Services

1.0 Purpose of Report:

- 1.1 To brief cabinet members on the current position with regard to the Environment Bill and its associated challenges.

2.0 Summary:

- 2.1 This report outlines the implications of the Environment Bill and related strategic challenges to the two councils' waste collection services and recommends initial responses, additional member engagement and further work to prepare for future possible scenarios.

3.0 Recommendations:

- 3.1 Cabinet notes the initial draft JMWM Strategy (appendix 2.)
- 3.2 Cabinet notes the challenges arising from the Environment Bill set out in this report and endorses the initial position that any significant service changes should be fully funded by the Government and planned to be introduced in 2026 as part of the succession of the Norse SE JV.
- 3.3 Cabinet considers and advises on further member engagement with the issues within this report.

3.4 Background:

- 4.1 Several strategic challenges face the council's waste collection services: the potential implications of the Government's Environment Bill; a review of the

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Project Integra relationship with the county council and a related revision of the county's statutory Joint Municipal Waste Management Strategy.

4.2 The Environment Bill:

- 4.2.1 The key proposals for waste collection in the Environment Bill are set out in appendix 1. The Bill is currently at the Report stage in the House of Lords ie it only has a third reading there before returning to the House of Commons for amendments and consent. Two rounds of consultation have taken place and the council made strong representations, in a coordinated Hampshire response, about the proposed timescales, the need to properly resource any additional demands and financial impacts on the council and the need to provide adequate infrastructure for waste processing and disposal.
- 4.2.2 The Government's response to the consultation is expected in December/ July and there may be a further consultation on detailed aspects of any proposed implementation.
- 4.2.3 At this stage our belief is that food waste collection could be made mandatory and that there may be a proposed direction to provide a basic level of Garden Waste collection free. The Government would have to fund these enhancements under the "New Burdens" provisions but the details of how much of the lost income and the additional cost would be covered, for councils such as ours, are not yet clear. Food waste collection would cost each authority approximately £1mpa to introduce. There are provisions in the proposals to allow implementation of the additional food waste collection "as quickly as contracts will allow". We would need to explore whether this would be applicable to our JV arrangement but there is a risk that it would not.
- 4.2.4 There are provisions in the Government's proposals that allow councils to escape the full requirements of the proposed separate recycled waste collection. The county council has commissioned a report on the potential implications of the Environment Bill on Hants authorities (WRAP report by Wood consulting attached).



WRAP Hampshire
Report - FINAL ISSUE1

The county's report concludes that Hants councils could successfully justify a position that they collect separately two streams of recycling. Their modelling concludes that, if using split-back vehicles, this could be introduced for a small marginal cost over the current service in East Hants (because of the replacement of the existing kerbside glass collections) but would cost more in Havant. However, introducing split-back vehicles would require wholesale replacement of our existing vehicles some of which are relatively new. The alternative would be more standard recycling collection rounds and vehicles. These realities may present justification for either an introduction at the JV end date or if powerful enough the continuation with

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co-mingled collection although it is likely the latter would be strongly resisted.

- 4.2.5 The details of the proposed Extended Producer Responsibility requirement, that would fund a new separated recycling collection service, are not yet clear and this is critical to its resourcing. The details of the proposed Deposit Return Scheme are also not yet clear, and this would significantly impact on the design of a new service.

4.3 Project Integra:

- 4.3.1 Project Integra is the voluntary partnership between the county as the largest disposal authority, the two joint disposal and collection authorities and the collection authorities and sets out relative roles and responsibilities and financial arrangements. The partnership was formed in 1995 and hasn't been reviewed since.
- 4.3.2 The county is seeking to revise the agreement to reflect the anticipated changes in the Environment Bill and encourage improvements in performance that has flat-lined and is comparatively poor. The revision will also model the whole system costs and seek to re-distribute them to provide greater incentives to reduce residual waste and the contamination levels in recycling for example.
- 4.3.3 A draft revised Project Integra partnership agreement is intended to be developed over the next couple of months before consultation with councils.
- 4.3.4 The Joint Municipal Waste Management Strategy sets out the strategic principles by which Project Integra will operate. It was last revised in 2012. The county has commissioned a revision of the Strategy and a draft of the revision has been received for initial comments before wider consultation. The initial draft Strategy for the period up to 2035 is attached as appendix 2. The initial draft Strategy can be supported in principle subject to realistic timescales for implementation and full funding of additional commitments by the Government. Further work is proposed on new financial arrangements through Project Integra and supporting the initial draft Strategy does not mean agreement to any future changes in financial arrangements.

4.4. Analysis:

- 4.3.1 A timeline is attached as appendix 3 setting out the main changes.
- 4.3.2 The county is looking to make decisions on its future waste infrastructure requirements in November and aims to assess district views before then for example, for the Strategy, whether "twin stream" recycling collection is supported in principle.
- 4.3.3 The Project Integra revisions may be seen by the county as required regardless of the Environment Bill and the councils will need to take a view

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on what will most likely be an increase in costs and risk allocated to them if changes are proposed without legislation requiring them.

- 4.3.4 When further detailed information is published on implementation of the Environment Bill, subject to further clarification and adequate funding being provided, there may be the opportunity to seek to implement any necessary changes at the end of the current Norse JV agreement, or earlier if an alternative provision arrangement is made before then for any reason, and the requirements are known and can be funded.
- 4.3.5 The Norse JV runs to April 2026 unless extended. Extension for up to a further 10 years is possible by agreement up to 18 months before the end of the initial period.
- 4.3.6 One of the potential options for future delivery; either of the current services and / or of any additional ones is through a shared service with another local authority. An obvious example would be for food waste collection where several neighbours would be setting up a new service and where additional depot space and facilities may be needed by them. It is recommended that early in principle discussions progress with neighbouring authorities to identify the appetite for this and how it could be progressed.

4.0 Financial Implications:

- 5.1 Garden Waste:
Income from Garden Waste subscriptions is significant. The 2021/22 budgets for Havant and East Hants are £805,400 and £621,000 respectively and these figures are projected to be exceeded. It is not yet clear from the consultations whether this income would be entirely underwritten by the Government if free collections were mandated.
- 5.2 Food waste collection:
It is estimated that the cost of introducing a new Food Waste collection service would be c£1m for each council. The consultation indicates that this cost would be met by the Government.
- 5.3 Twin Stream recycling:
The modelling in the report commissioned by the county suggests that using split-back vehicles this could be introduced at marginal additional cost in East Hants because it would replace separate kerbside glass collections but that there would be a cost in Havant estimated at approximately £500,000pa. This modelling assumes the use of split-back vehicles ie one vehicle collecting both streams. Introducing split-back vehicles would involve a significant additional cost however because of the need to replace other standard models. Using existing vehicles would be possible but would involve more collection rounds and therefore also involve additional cost and other implications. The consultation indicates that the additional cost of collecting packaging for recycling would be met by income from a levy on producers of the packaging (the "Extended Producer Responsibility") however the details of this are yet unclear.

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5.4 Project Integra:

At present the councils receive income from the county through the Project Integra agreement and that is at risk. The county allocates its share of income from the sale of the recyclable materials it processes, through its contracts, to collection authorities. In 2020/21 HBC received £160k of income from dry mixed recycling and £26k income from glass sale. In 2020/21 EHDC received £160k of dry mixed recycling income and £56k of glass income. If the Environment Bill proceeds the county will retain this income because the payment that it receives from the Government will take this income into account. Collection authorities will get the full cost of collecting packaging materials however so arguably this income will no longer be needed to subsidise the service.

5.4.1 In addition, HBC received £90k glass credits and £3.5k textile credits for material that is not processed under the county disposal contracts. The county has stopped issuing glass credits in 2021/22 as it has now taken all this material into its disposal contracts. EHDC received £2.5k textile credits and £233k glass credits.

5.4.2 No charge is made at present to collection authorities for contaminated recycled material that is rejected at the Materials Recovery Facility although this creates a cost for the county through its disposal. The contamination rates for Havant and East Hants were 19.1% and 18.4% in 2020/21 compared with the county average of 17.4%. It is proposed to introduce financial penalties for levels of contamination above a target and for rejected loads. In addition, targets and penalties will be proposed for quantities of residual waste above target levels.

5.4.3 The initial draft Strategy (appendix 2) sets out a direction of travel to improve recycling performance, meet legislative requirements as they emerge and achieve value for money. This will involve change from custom and practice and most likely increased cost for partners.

5.4.4 Further financial modelling will be carried out to test that produced in the county's WRAP/ Wood report referred to above.

Appendix 1.

Key proposals in Environment Bill Consistent Collections consultation:

1) Measures to improve the quantity and quality of household recycling:

From October 2023 all councils to collect the following dry mixed recycling materials in **separate streams**:

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- Glass bottles and containers – including drinks bottles, condiment bottles, jars.
- Paper and card – including newspaper, cardboard packaging, writing paper
- Metal packaging – steel and aluminium tins and cans
- Plastic bottles – clear drinks containers, HDPE (high density polyethylene), detergent, shampoo and cleaning products
- Plastic pots, tubs and trays

The following additional materials may be required to be included in these waste streams subject to a transitional period because of the need to upgrade infrastructure eg from April 2027:

- Foil, foil trays and metal aerosol cans, including packaging items
- Food and drink cartons
- Plastic film and flexible packaging

2) Separate collection of recyclable waste from households:

- This proposes that certain recyclable waste streams could be exempt from being collected separately, with the two proposed being:
 - Plastic and metal
 - Glass and metal
- Each Dry Mixed Recycling material that Waste Collection Authorities are required to collect must fall within one of the four recyclable waste streams specified in the Environment Bill (glass, metal, plastic, paper and card)
- Recyclable waste in different recyclable waste streams can only be collected together if it is not technically or economically practicable to collect separately, or if there is no significant benefit from separate collection.
- Multi-stream collections should be considered in the first instance, however, where these are not technically, economically or environmentally practicable twin-stream should be considered.
- A co-mingled collection should be considered as the last resort.

3) Separate Collection of Food Waste:

The Environment Bill requires that during the 2023/24 year:

- Food waste must be collected at least weekly and sent for recycling or composting.
- The preference is for food waste to be collected separately from garden waste, unless not technically or environmentally practicable.

For authorities for which existing contracts would be affected by the introduction of food waste, it is anticipated they will have food waste collection in place by the

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2024/25 financial year at the latest. These dates include food waste collections to all properties including flats.

Government is exploring compensation costs for local authorities with long term collection/disposal contracts which may act as barriers to implementing separate food waste collections, where these contracts run beyond the end date for the separate food waste collection requirement.

Government will ensure local authorities are resourced to meet any new burdens arising from this policy, including up front transition costs and ongoing operational costs.

4) Separate collection of garden waste from households

- The consultation asks if councils agree or disagree with free garden waste collection (based on 240 litre containers, fortnightly collections, through the growing season), given the costs, recycling benefits and carbon emission reduction if it is fully funded by Government and authorities can charge for more frequent collections and/or additional capacity.

Appendix 2

Draft Revised Joint Municipal Waste Management Strategy.



JMWMS Final first
draft.docx

Appendix 3

Timeline



Env Bill- Waste
timelines MB rev.pptx

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