

# **Project Integra**

## **Hampshire Joint Municipal Waste Management Strategy**

Part 1 – Core Strategy

Final Strategy

April 2006



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# 1. Introduction

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## 1.1 Context

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*.

While this has put Hampshire in a good position in relation to most other areas of the UK, it still has a great deal to do to improve performance to consistently high levels across the whole area, to optimise costs and to achieve this while working to high and consistent level of public satisfaction. Hampshire also aspires to put into practice the concept of Material Resource Management as embodied in the Hampshire stakeholder document '*More from Less*'<sup>1</sup> and this will have fundamental implications for the way we organise services in the future.

As a way for the 14 waste authorities in Hampshire to deliver this agenda, Project Integra has mapped out a strategy – this *Joint Municipal Waste Management Strategy* – to meet the inevitable challenges up to 2020. Specifically, it seeks to link the material resource agenda to the Project Integra rolling 5 year Business Plan, and represents a statutory document that meets the requirements of section 32 of the Waste and Emissions Trading Act 2003.

### 1.1.1 Partnership Working

The key to Project Integra and its successes to date is the mutual support and co-operation that exists between all the partners. The delivery of this strategy is dependent on the continuation of this close working. Allied to this, the Local Government Act 2000 gave a wider power of general competence to local authorities to promote the economic, social and environmental wellbeing of an area. It is this much wider context that sets the tone of this strategy and the direction the Hampshire authorities wish to proceed in partnership to the benefit of its citizens and businesses.

### 1.1.2 Definition of Municipal Waste

It should therefore be made clear at the outset that this is a *Municipal Waste Management Strategy* and goes well beyond dealing with *household* waste. Waste is usually categorised in law according to where it originates, not what type of material it is. This has created artificial divisions in the way the same material (for example a glass bottle) originating from different places, is handled. Municipal Waste therefore includes household waste, but also material collected from streets, beaches and other open public spaces. Most importantly, it also includes commercial waste or recycle which is similar to household waste and collected by a local authority or on their behalf.

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<sup>1</sup> *More from Less*, Material Resources Strategy (2005): Hampshire County Council, Portsmouth and Southampton City Councils and Project Integra.

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## 1.2 How this Strategy was Developed

This strategy has been developed in the context of Hampshire's Material Resources Strategy, Best Value requirements and in conjunction with the land-use policy framework for waste (i.e. the Minerals and Waste Development Framework). Specifically, account has been taken of:

- Waste Strategy 2000 – Parts 1 and 2 (May 2000)<sup>2</sup>;
- Guidance on Municipal Waste Management Strategies; DEFRA (July 2005);
- Guidance as set out in Planning Policy Statement 10 (PPS 10) *Sustainable Waste Management* – specifically the 'waste hierarchy' and the 'proximity principle';
- The framework developed in the recent South East Regional Waste Strategy; and
- General principles of environmental protection and consideration of impact on amenity in specific waste planning applications.

The JMWMS was developed by Project Integra with help from Entec UK. Its content has been shaped by public consultation, including that undertaken during the development of the Material Resources Strategy.

## 1.3 Format of this Strategy

The Hampshire JMWMS comprises three key documents:

- **Part 1: Core Strategy** (i.e. this document). This sets out the strategic direction of municipal waste management in Hampshire over the period up to 2020. It includes a policy framework and supporting actions, which have been crafted to ensure delivery of the overall waste management vision.
- **Part 2: Supporting Technical Document.** This sets out a range of detailed information that supports the content of Part 1; and
- **Part 3: Strategic Environmental Assessment 'Environmental Report'.** The JMWMS is required by statute to be assessed against (and shaped by) a range of sustainability criteria. This document explains how this process was carried out and reports on the results of the appraisal process.

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<sup>2</sup> \* The Government is expected to consult on a review to WS2000 early in 2006.

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## 2. Drivers for Change and the Challenge Ahead

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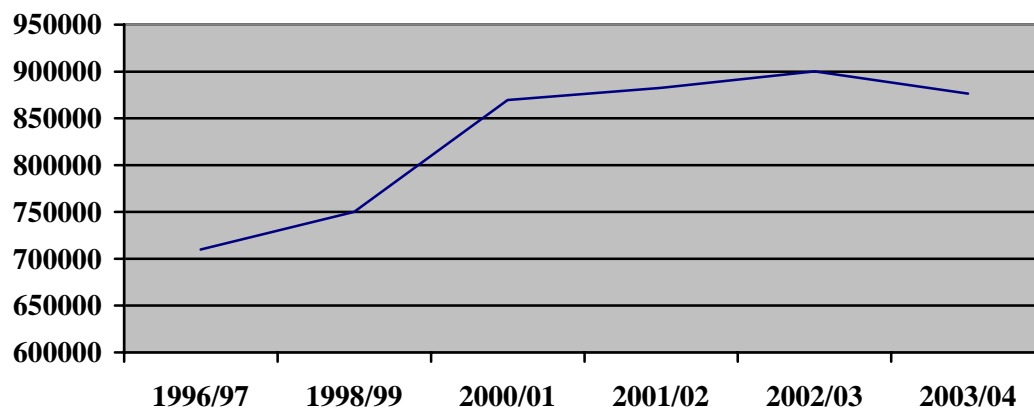
### 2.1 The Current Municipal Waste Picture in Hampshire – Some Headline Statistics

#### 2.1.1 How Much Municipal Waste is Generated in Hampshire?

The residents of Hampshire, Portsmouth and Southampton generate over 890 000 tonnes of municipal waste each year<sup>3</sup>. This equates to an annual output of approximately 530 kg per person and almost 1 300 kg per household.

As demonstrated in Figure 2.1 below, despite a general levelling off in arisings in post 2000/01, the amount of municipal waste has generally increased over the past 5 years.

**Figure 2.1 Total Municipal Waste Arisings in Hampshire, Portsmouth and Southampton 2000/01 to 2004/05 (tonnes)**



Source: Project Integra, 2005

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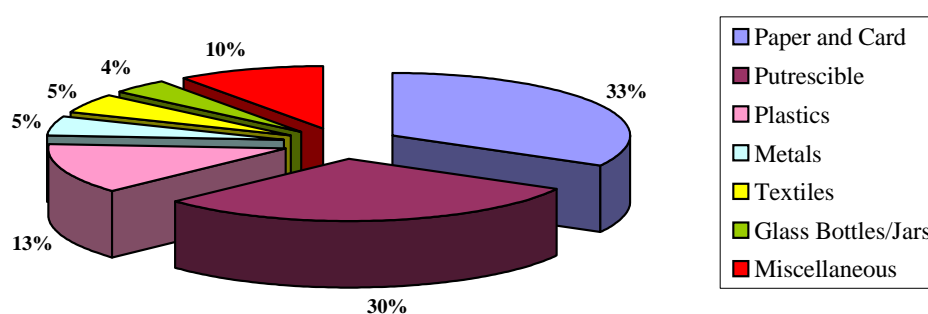
<sup>3</sup> 2004/05 statistics.

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### 2.1.2 What is the Composition of Municipal Waste?

Understanding the composition of municipal waste is crucial to understanding how it can be managed most effectively. Based upon work commissioned by Project Integra in 1999, Figure 2.2 below demonstrates that in Hampshire, paper, card and putrescible waste such as garden refuse and food waste form the greater part of the waste produced by Hampshire residents. Plastics represent the next largest portion, followed by miscellaneous waste comprising composite items that are hard to recycle such as disposable nappies, sanitary products and 'fines' including dust, ash, grit and other very small items.

**Figure 2.2 Composition of Household Waste in Hampshire (1999)**



Source: Hampshire Household Waste Compositional Study, MEL Research Ltd, 1999

### 2.1.3 How is Municipal Waste Currently Managed?

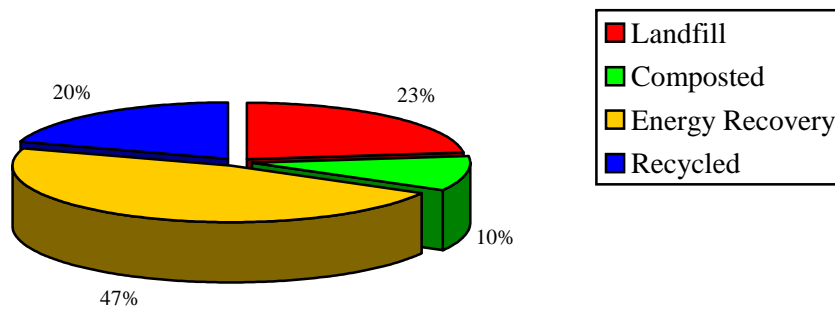
The waste collection systems in Hampshire vary between the collection authorities. However, almost all householders receive a kerbside collection of mixed dry recyclate. Some also receive garden waste and glass collections

Recyclable material collected at the kerbside is currently sorted and /or processed in the county. Products such as clean glass cullet, newspapers, pamphlets and magazines (PAMs) and mixed paper are mainly sent elsewhere in the UK as a raw material for manufacturing into new products.

The majority of residual municipal waste is incinerated for energy recovery with the remainder landfilled within the county. A small proportion of residual municipal waste is exported from the northern part of the County for landfill disposal in Buckinghamshire.

Figure 2.3 illustrates the fate of all municipal waste in Hampshire in during the first half of 2005.

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**Figure 2.3 Fate of Municipal Waste in Hampshire 2005 (April to August)**

Source: Project Integra, 2005

## 2.2 Drivers for Change

Hampshire has already made the leap from a disposal based system to a world class waste integrated management system which many UK authorities aspire to. In the time it has taken to reach this goal, the world has not stood still. There are a number of new drivers which require us to consider the efficient use of natural resources. Traditional thinking still drives us to think of 'waste' according to historical and artificial categories. *Municipal* versus *commercial* and *collection* versus *disposal* are two obvious examples.

Although this document serves as a Joint Municipal Waste Management Strategy, the approach set out in '*More from Less*' compels us to respond to the following much wider drivers for change:

### 2.2.1 Finite Resources, Growing Demands

#### Wider Context

There is evidence that the earth is already at or above its sustainable carrying capacity to support the demands for consumption. If all 6 billion of the population exerted a demand for energy and resources at the same level as enjoyed in the affluent west, we would require 3½ planet earths. However, demand continues to grow with the Chinese economy alone growing at a rate of 10% per annum, or more in recent years. The prime objective of the UK Government is to continue to grow the economy, albeit at a much more modest level. But this concept of sustained growth underpins all aspects of western economies and society. There is, however, a growing political realisation, in Europe at least, of the need to mitigate the overall effect of resource and energy use both to preserve renewable but highly threatened resources and mitigate the effects of climate change. The Kyoto protocol on CO<sub>2</sub> reduction is a manifestation of this.

At the beginning of 2005 Hampshire County Council, Portsmouth City Council, Southampton City Council and Project Integra jointly facilitated the development of the Hampshire Materials Resources Strategy (MRS) '*More from Less*'. This non-statutory document was developed in partnership with over 300 stakeholders, including community and industry representatives. It focuses on the need to manage material resources (including municipal waste) in a more holistic

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and sustainable manner and is intended to act as the primary point to guide and integrate three key work areas:

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

*'More from Less'* mirrors many of the premises set out in the European Commission document *'Towards a Thematic Strategy for the Sustainable Use of Natural Resources'*. The approach is to adopt a whole life cycle view of products in order to eliminate the unnecessary use of resources and, where they cannot be avoided, to minimise their overall impact through improved design and overall efficiency. Increasingly, environmental impact is being measured in terms of carbon use. Concepts such as emissions trading are being tentatively used in a transition to a low carbon economy.

One of the aims of the materials resource approach is to make it financially worthwhile for industry to avoid the wasteful production and consumption of unwanted material. A further effect is to increase the value of material already in the economy as these unwanted materials become an economic substitute for raw materials.

The implication for the JMWMS is that a future resource efficient economy in Hampshire will benefit from maximum capture of useful material from households and businesses for either materials or energy recovery. Historically energy recovery from incineration was seen as a useful by-product of the need to reduce waste volume. As energy costs increase however, it becomes more appropriate to view combustible waste as a sustainable alternative to fossil fuel.

### **Future Volumes and Composition in Hampshire**

Nationally, average annual growth in municipal waste has been calculated to stand at approximately 2.4% (DEFRA Municipal Waste Management Survey 2001/02, May 2003). Research carried out for Project Integra indicates that this national trend is also reflected more locally in Hampshire although growth has slowed since 2001 (figure 2.1).

Overall arisings of municipal waste tends to increase as population and housing provision increase. In the Hampshire context:

- Over the period 2001 to 2021, population is predicted to increase from just over 1.6 million to approximately 1.7 million – an increase of around 6%;
- Up to 2011, provision has been made for approximately 6 000 new home to be built each year; and
- Over recent years, the number of people making up a household has decreased – for example, between 1991 and 2001 the number of single person households increased by around 30%.

However population and housing provision are not the only factors that may lead to changes in the amounts of waste handled by the waste collection authorities.

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Waste production is directly related to patterns of consumption and the relative affluence of residents will affect purchasing patterns and, therefore, waste. This strategy aims to look at the arisings across Hampshire over a 15 year period and as such, periods of economic prosperity or recession may play a significant role in changing consumer habits and waste generation.

### **2.2.2 Limitations of Landfill**

The second major driver is even more tangible and immediate. Hampshire is fast running out of spaces to bury waste. Even though it will become more expensive to export material, geological restrictions and public attitudes will preclude the development of further new major landfill sites. Landfill will always be needed for inert, non organic waste but legislative (currently the EC *Landfill Directive*) and economic drivers will progressively see the phasing out of landfill for biodegradable materials.

This increases the imperative for alternatives to be delivered but these must be efficient, which in practice means that they cannot be restricted to municipal use alone. Future infrastructure must be designed around material flows.

### **2.2.3 Targets and Public Expectations**

Statutory performance standards (targets) for Local authorities were first imposed in 2001. The achievement of these targets is an integral part of the Government's Best Value regime and Best Value Performance Indicators (BVPIs).

From April 2005, these targets were augmented by the Landfill Allowance Trading Scheme (LATS). While neither of these have been a primary driver for change within Project Integra, they have helped focus thinking in both local and central Government. This is manifested in the creation of organisations such as the Waste and Resources Action Programme (WRAP) to promote new markets for recovered materials, the seed funding of new systems from DEFRA and a national campaign with television coverage.

Although in recent years, the amount of municipal waste sent for recycling and composting in Hampshire has steadily increased, the Project Integra partners must continue to improve if current (and likely future) targets are to be achieved. At present (2005/06), the statutory recycling/composting targets for the Project Integra partners range from 24% to 30%.

One of the most important implications of all this has been to move recycling from a fringe activity for enthusiasts to a normalised behaviour for most of the population. More people feel involved and expectations are increasing. Research for Project Integra by MORI in 2004 and again in 2005 clearly shows that residents increasingly question why they cannot easily recycle a wider variety of materials. Similar questions are being asked by many local small to medium sized enterprises that currently don't have ready access to recycling facilities, yet will be increasingly affected by escalating disposal costs.

Increased awareness and expectation is an overwhelmingly positive outcome and one which Project Integra has actively sought to bring about. It does however bring pressure on the partnership to deliver more.

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#### **2.2.4 Costs**

The drivers for change outlined above have all increased financial pressure on the community, reflected in above-inflationary increases in the cost of waste disposal. Local authorities are perennially under pressure to deliver efficiency savings and value for money. Working with each other through existing and new partnerships provides opportunities to maximise the delivery of best value.

In 2004/05, the waste management service in Hampshire cost £79m. £33m of this was spent on collection and the remainder (£46m) on disposal. The integrated waste management system already in place in Hampshire has required high investment by all parties and costs are relatively high compared to similar Counties in the South East. The costs of disposing of residual material to landfill will however continue to increase due to the landfill tax escalator and scarcity of new sites.

### **2.3 Summary**

There is an economic and social, as well as an environmental imperative to manage Hampshire's resources as effectively and efficiently as possible and those who manage municipal waste are uniquely placed to exercise community leadership in this area. The drivers for change are global in extent yet are also driven by consumer behaviour and expectations in households across the county, and solutions should not ultimately be constrained by artificial barriers and traditional approaches to waste management.

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## 3. Strategic Options for the Future Management of Municipal Waste in Hampshire

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### 3.1 Introduction

Against the backdrop of the key drivers for change, the future management of Hampshire's municipal waste can be delivered in a number of different ways. However, differing waste management options will affect Hampshire's environmental, economic and social climate in a range of positive and negative ways, (as well as contributing to a greater or lesser degree to the changing legislative background against which the waste industry must operate).

Clearly, the preferred waste management option will be the one that maximises positive effects and minimises the negative ones, and in identifying the preferred option it will be important to fully understand the full range of implications that individual scenario may have.

A key task for the JMWMS therefore, has been to establish what potential **strategic waste management options** are open to the partnership and to identify a preferred way forward, taking account of each option's performance against a range of sustainability objectives.

This has largely been achieved through the **Strategic Environmental Assessment (SEA)** process. A summary of the processes outcome is presented in this section of the JMWMS. However, fuller details of the SEA process are set out in Part 3 of the strategy.

### 3.2 The Options in Brief

In consultation with a range of external stakeholders, Project Integra defined five strategic waste management options for Hampshire. Each option is a combination of the following set of variables:

- The way in which the material is **collected**;
- Opportunities for integrating municipal material recovery with **recovery of recyclables from the commercial sector**;
- Assumptions relating to **waste growth** as a result of waste minimisation and behavioural change campaigns;
- Preferred methods for the **treatment of residual material**; and
- Assumptions relating to the amount and nature of material sent to **landfill**.

A summary of the five potential options is set out in Table 3.1. Further detail relating to each of these is set out in Part 3 of the JMWMS.

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**Table 3.1 Summary of the Strategic Waste Management Options for the Hampshire JMWMS**

Option No.	Features of Option
<p style="text-align: center;"><b>1</b> <b>(Status Quo)</b></p>	<p><b>Collection</b> – Continue with current collection arrangements i.e. kerb-side collection of dry mixed recyclate (paper, card, cans and plastic) and growing green waste and some glass collections. Allow for growth of dry mixed recyclate volumes and associated MRF capacity requirements.</p> <p><b>Commercial Recycling</b> – Take limited proactive action in respect of capturing and processing recyclables from the commercial sector.</p> <p><b>Waste Growth</b> – Continued year on year growth of 2.4%.</p> <p><b>Treatment of Residual</b> – Thermal treatment (EfW) of up to 420 000 tonnes per annum with excess residual waste being sent to landfill</p> <p><b>Landfill</b> – Continue to send around 15-20% of unprocessed or treated waste to landfill (post 2020, this is likely to require exportation of waste).</p>
<p style="text-align: center;"><b>2</b> <b>(Status quo plus commercial waste collection element)</b></p>	<p><b>Collection</b> – Continue with current collection arrangements i.e. kerb-side collection of dry mixed recyclate (paper, card, cans and plastic) and growing green waste and some glass collections. Allow for growth of dry mixed recyclate volumes and associated MRF capacity requirements.</p> <p><b>Commercial Recycling</b> – Provide / facilitate collection and processing capacity to optimise the capture of recyclables from the commercial sector (recyclables that are similar in nature to those arising from the municipal waste stream).</p> <p><b>Waste Growth</b> – Continued year on year growth of 2.4%.</p> <p><b>Treatment of Residual</b> – Thermal treatment (EfW) of up to 420 000 tonnes per annum with excess residual waste being sent to landfill</p> <p><b>Landfill</b> – Continue to send around 15-20% of unprocessed or treated waste to landfill (post 2020, this is likely to require exportation of waste).</p>
<p style="text-align: center;"><b>3</b> <b>(Enhanced collection / treatment methods; maximise waste minimisation; no commercial waste element)</b></p>	<p><b>Collection</b> – Provide or facilitate collection systems and processing capacity for county-wide kerb-side collections to most properties for dry mixed recyclate, glass, green waste, bio-waste, WEEE and textiles.</p> <p><b>Commercial Recycling</b> – Take limited proactive action in respect of capturing and processing recyclables from the commercial sector.</p> <p><b>Waste Growth</b> – MRS and Regional Waste Strategy targets – reduce growth to 1%pa by 2010 and 0.5%pa by 2020.</p> <p><b>Treatment of Residual</b> – Thermal treatment (EfW) of at least 420 000 tonnes per annum with excess residual waste being sent to landfill in the short term and further treatment in the long term.</p> <p><b>Landfill</b> – Pre-process all household waste with residues only to landfill (and minimum organics to landfill).</p>

Table 3.1 cont Summary of the Strategic Waste Management Options for the Hampshire JMWMS

Option No.	Features of Option
<p style="text-align: center;"><b>4</b></p> <p><b>(MRS pattern activity i.e. enhanced collection / treatment methods with waste minimisation and commercial waste elements)</b></p>	<p><b>Collection</b> – Provide or facilitate collection systems and processing capacity for county-wide kerb-side collections to most properties for dry mixed recycle, glass, green waste, bio-waste, WEEE and textiles.</p> <p><b>Commercial Recycling</b> – Provide / facilitate collection and processing capacity to optimise the capture of recyclables from the commercial sector (recyclables that are similar in nature to those arising from the municipal waste stream).</p> <p><b>Waste Growth</b> – MRS and Regional Waste Strategy targets – reduce growth to 1%pa by 2010 and 0.5%pa by 2020.</p> <p><b>Treatment of Residual</b> – Thermal treatment (EfW) of at least 420 000 tonnes per annum with excess residual waste being sent to landfill in the short term and further treatment in the long term.</p> <p><b>Landfill</b> – – Pre-process all household waste with residues only to landfill (and minimum organics to landfill).</p>
<p style="text-align: center;"><b>5</b></p> <p><b>Enhanced MRS pattern activity i.e. enhanced collection / treatment methods with enhanced waste minimisation and commercial waste elements)</b></p>	<p><b>Collection</b> – Kerb-side collection of dry mixed recyclables, glass and textiles; promote home composting and the use of food digesters; introduce an incentivised scheme for kerb-side collection of green waste (i.e. charge for green waste collections) and facilitate the provision of enhanced waste electrical and electronic equipment (WEEE) 'bring' facilities at household waste recycling centres (HWRCs).</p> <p><b>Commercial Recycling</b> – Provide / facilitate collection and processing capacity to optimise the capture of recyclables from the commercial sector (recyclables that are similar in nature to those arising from the municipal waste stream).</p> <p><b>Waste Growth</b> – MRS and Regional Waste Strategy targets – reduce growth to 1%pa by 2010 and 0.5%pa by 2020.</p> <p><b>Treatment of Residual</b> – Thermal treatment (EfW) of at least 420 000 tonnes per annum with excess residual waste being sent to landfill in the short term and further treatment in the long term.</p> <p><b>Landfill</b> – Pre-process all household waste with residues only to landfill (and minimum organics to landfill).</p>

### 3.3 Evaluating the Options

To understand the implications of these options, the performance of each was appraised against a range of environmental, economic and social objectives. This was achieved via a formal Strategic Environmental Assessment (SEA). Part 3 of the JMWMS details the scope and content of this appraisal process.

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## 3.4 The Preferred Waste Management Option

### 3.4.1 Features of the Preferred Option

Option 5 (as summarised in Table 3.1) has emerged as the best performing option on sustainability grounds. The key features of this option are as follows:

#### Household Collection

Kerb-side collection of dry mixed recyclables, glass and textiles; promote home composting of green waste and the use of food digesters for bio-waste; introduce an incentivised scheme for kerb-side collection of green waste (i.e. charge for green waste collections) and facilitate the provision of enhanced waste electrical and electronic equipment (WEEE) 'bring' facilities at household waste recycling centres (HWRCs). In terms of the latter, such enhanced facilities would not be provided at cost to the Waste Disposal Authorities – instead, the onus should be on the producers of electrical products to finance such facilities.

#### Commercial Recycling

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

#### Waste Growth

Seek to contribute towards the achievement of MRS and Regional Waste Strategy targets of reducing waste growth to 1%pa by 2010 and 0.5%pa by 2020.

#### Treatment of Residual

Thermal treatment (EfW) of **at least** 420 000 tonnes per annum with excess residual waste being sent to landfill in the short term and further treatment (biological, thermal, physical or chemical) in the longer term, when such facilities have had time to be brought 'on-stream'.

#### Landfill

Pre-process all household waste with residues only being sent to landfill (and minimum organics to landfill). In this context, pre-process means that all 'black bag' waste would pass through some form of pre-treatment process.

### 3.4.2 Why is Option 5 the Preferred Option?

Option 5 (as defined above) has emerged as the preferred option because:

- It has the potential to meet and exceed Government and regional waste management targets, which complies with the spirit of the Hampshire MRS – particularly given the commercial recycle collection elements of the option.
  - The reduced reliance on landfill will have probable positive overall benefits for the water environment, air quality and soil resources. As landfills are currently located in rural settings, such benefits would be felt primarily in these areas.
  - It has the most beneficial effect on emissions to air from the perspective of global climate change and local environmental quality. Although this option requires greater kerb-side
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collection of recyclables (and hence increased collection vehicle movements), emissions from vehicle movements would not be as high as if additional collections are imposed for bio-waste and by providing an 'alternative' collection service for WEEE (e.g. a form of bring facility). Moreover, collected material would, on average, travel over shorter distances to a network of urban based<sup>4</sup> pre-treatment/recycling facilities (rather than further afield to landfill sites which are mainly at the margins of the county). Specifically, therefore, from a road transportation perspective, Option 5 represents the optimal solution.

- It presents some significant employment opportunities (at pre-treatment facilities, which tend to employ more people than landfill sites and through enhanced collection services).
- It has few adverse effects outside Hampshire (as a result of not relying on export of waste to landfill).
- It presents advantages to small and medium sized enterprises through the proactive approach taken to commercial recycle collection. This should enhance commercial competitiveness in the medium term, help make the area an attractive one for business and assist with wider regeneration objectives.
- It promotes maximum use of finite resources (and provides a climate for innovation).
- In terms of energy, it not only promotes the use of alternative energy sources (EfW), but through maximisation of paper and packaging recycling, there will be reduced energy requirements for producers. Less energy is required to manufacture products from recovered materials such as aluminium, glass and paper compared to the use of virgin materials.

### **3.5 The Delivery of the Preferred Option**

The delivery of this preferred option requires the establishment of a clear vision and aims, and a robust framework of policies and supporting actions. The remainder of this strategy has been shaped around this.

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<sup>4</sup> It is recognised that due to prevailing Government policy, such facilities are more likely to be located in the urban environment. Notwithstanding this, the appraisal process has also recognised that some facilities will be directed to the rural environment. For example, the use of redundant farm buildings may provide an appropriate location for open windrow composting facilities.

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## 4. Vision and Aims

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### 4.1 Overarching Vision

In the context of the identified preferred option for managing municipal waste in Hampshire, the overarching vision for this Joint Municipal Waste Management Strategy is as follows:

*By 2020, Hampshire will have a world class and sustainable material resources system that maximises efficient re-use and recycling and minimises the need for disposal.*

### 4.2 Aims

To deliver this overarching vision, the fundamental aim of Project Integra is to provide a long-term solution for dealing with Hampshire's household waste in an environmentally sound, cost effective and reliable way. Success in achieving this depends on joint working between all the parties in the best interests of the community at large. Specifically, the aims of this JMWMS are:

- To deliver the relevant municipal elements of the Material Resources Strategy as set out in the stakeholder document '*More from Less*';
  - Win the support and understanding of the wider public, leading to a change in behaviour towards material resources;
  - Make access to recycling and related facilities a positive experience for residents and businesses by improving the coverage of kerbside collection systems, implementing further material recovery streams and continuous improvement of services;
  - Improve the understanding of, and contain the year on year growth in material resources generated by household consumption;
  - Maximise value for money by considering the system as a whole;
  - To provide suitable and sufficient processing facilities for existing and new material streams;
  - Secure stable, sustainable and ethical markets for recovered materials and products;
  - Ensure each partner clearly understands its roles and responsibility for delivery; and
  - Meet the statutory obligations but at the same time maintain Hampshire at the forefront of the waste to resources agenda.
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## 5. Policy Framework and Supporting Actions

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### 5.1 Introduction

This section sets out the policy basis upon which the preferred waste management option and JMWMS vision and aims will be achieved. The framework of policies addresses the major themes underpinning the partner authorities' commitment to sustainable waste management. Moreover, associated to each policy is an action or range of actions, which set out clearly the tasks that need to be carried out for the policy provisions to be achieved. Timeframes for achieving delivering these tasks are also set out, and in the context of these timeframes, the following applies:

- Short-term i.e. within 1-3 years of the JMWMS adoption date;
- Medium term i.e. within 3-5 years of the JMWMS adoption date; and
- Long term i.e. throughout the life of the JMWMS and/or to be achieved within 5-10 years.

#### 5.1.1 Overarching Policy

##### Policy 1

**The partners of Project Integra will challenge themselves, the wider community and government by raising awareness and ownership of waste issues to change society's attitude and behaviour in order to minimise waste generation and maximise re-use and recycling.**

*Action 1:* The partners of Project Integra will continue to develop and deliver a behavioural change programme, focusing on all aspects of sustainable waste management including minimising household rubbish and increasing participation in recycling.

In addition to the current programme the partners will develop innovative methods of awareness raising and will work to synchronise and standardise communication to the public, staff and members. Steps will also be taken to investigate and implement how the effectiveness of the behavioural change programme can be monitored.

*(Timeframe – Long term i.e. over the life of the JMWMS)*

#### 5.1.2 Customer Focus

##### Policy 2

**In providing a waste management service to the residents and businesses of Hampshire, the partners of Project Integra are committed to placing a high priority on maintaining and enhancing high customer satisfaction.**

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**Action 2:** To improve consistency and promote high standards of waste services across Hampshire, Project Integra will develop a charter setting out standards against which the performance of each partner authority will be judged.

*(Timeframe – short term)*

### 5.1.3 Waste Minimisation and Reuse

#### **Policy 3**

**The partners of Project Integra will contribute to a reduction in the average annual waste growth per capita to 1% by 2010 and 0.5% by 2020.**

**Action 3:** The partners of Project Integra will encourage and strengthen partnerships with the community, voluntary and private sectors and investigate opportunities for external funding to generate practical, community based waste minimisation and reuse initiatives.

*(Timeframe – Long term i.e. over the life of the JMWMS)*

**Action 4:** The partners of Project Integra will undertake regular waste analyses of:

- Reuse and Recycling Facilities (including the MRF performance process)
- Bring Banks Facilities
- Household Collections
- Other collections (e.g. bulky, commercial, etc.)

This will be in order to provide baseline data in order to measure the effectiveness of waste minimisation initiatives.

*(Timeframe – short term)*

**Action 5:** The partners of Project Integra will review the cost effectiveness of waste management options to ensure that opportunities can be accurately targeted.

*(Timeframe – short term)*

**Action 6:** The partners of Project Integra will use the outcomes of the Brook-Lyndhurst work on waste growth (completed in December 2004) to develop a series of waste minimisation pilot schemes.

*(Timeframe – short to medium term)*

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#### 5.1.4 Recycling and Composting

##### Policy 4

The partners of Project Integra will seek to positively contribute to the achievement of the following MRS recycling and composting targets for all waste:

- 50% by 2010
- 55% by 2015
- 60% by 2020

The Project Integra business plan also sets an overall target of 50% recycling for municipal waste by 2010 and an individual target of 40% for Waste Collection Authorities.

##### Policy 5

Project Integra will seek to ensure that the public, and where appropriate, the private sector - particularly small and medium enterprises - are provided with an efficient recycling service that represents best practice and best value.

##### Policy 6

The partners of Project Integra will investigate the use of financial instruments to encourage waste minimisation and participation in recycling and composting, and implement any appropriate measures to achieve these aims.

**Action 7:** Project Integra partners will collectively review the most sustainable waste collection methodology to ensure that maximum levels of recyclable material are captured from the overall municipal waste stream.

*(Timeframe – short to medium term)*

**Action 8:** By the end of 2006, the partners of Project Integra will evaluate options to progressively extend recycling collections to

- All households;
- Commercial premises; and
- To include additional materials (e.g. glass, plastics, WEEE, textiles and biowaste).

Where options to extend recycling collections prove viable, these will be delivered by 2010.

*(Timeframe – short term)*

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### 5.1.5 Household Waste and Recycling Centres

**Policy 7**

**In the short term HWRCs will be developed and their role of providing convenient, innovative, and accessible reuse, recycling and composting services for the whole community will be maximised.**

**In the longer term a comprehensive review of HWRCs will be undertaken.**

**Action 9:** A feasibility study assessing how the role of HWRCs could be developed to provide convenient and accessible reuse, recycling and composting services to the whole community will be carried out by the end of 2006. The recommendations of the study will then be implemented within 5 years.

*(Timeframe – short term)*

**Action 10:** Partnership arrangements with charities and organisations engaged in repairs, refurbishing and recycling will be promoted at all HWRCs.

*(Timeframe – medium to long term)*

### 5.1.6 Commercial Waste Management

**Policy 8**

**The partners of Project Integra will seek to facilitate, promote and deliver an improved sustainable waste management service to small and medium enterprises across Hampshire.**

**Action 11:** Project Integra will investigate practicable and workable solutions to joint working to facilitate improved recycling services to SMEs.

*(Timeframe – medium to long term)*

### 5.1.7 Waste Treatment & Disposal

**Policy 9**

**Project Integra will encourage the treatment of waste as close as possible to its source and at the highest level of the waste hierarchy as is economically practicable.**

**Policy 10**

**The partners of Project Integra will seek to maximise energy recovery from residual waste.**

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**Policy 11**

**Project Integra will seek to minimise the amount of waste needing landfill to a minimum practical level by 2020.**

**Specifically, the partners will seek to divert the following amounts of municipal waste from landfill disposal:**

- **71% by 2010**
- **79% by 2015**
- **84% by 2020**

**Action 12:** Consideration will be given to all “new to the UK” technologies such as gasification, pyrolysis, MBT and anaerobic digestion as a means of treating and disposing of municipal waste and commercial waste of a similar nature that cannot be recycled or reused.

*(Timeframe – medium to long term)*

### **5.1.8 Leading the Way**

**Policy 12**

**The partners of Project Integra will ensure that Green Procurement Policies are fully implemented. Products derived from recycled sources will be specified and purchased and encouragement will be given to trialling new materials and products.**

**Policy 13**

**Project Integra will seek to support sustainable and ethical markets as proximate to Hampshire as possible and supply them with quality materials.**

**Action 13:** Opportunities for the co-processing/management of municipal waste and commercial material of a similar nature should be investigated.

*(Timeframe – medium to long term)*

**Action 14:** Each of the Project Integra partners will establish a programme of waste minimisation, re-use, recycling of waste materials in respect of its own functions and the services it provides.

*(Timeframe – short to medium term)*

### **5.1.9 Enforcement**

**Policy 14**

**The partners of Project Integra will seek to use their statutory powers in order to improve recycling and regulate the waste management service.**

**Action 15:** The partners of Project Integra will establish a working party to investigate opportunities to improve scheme performance through enforcement with education. This may include identification and sharing of best practice from other authorities and an investigation of the legal implications of, for example, fines.

*(Timeframe – short to medium term)*

**Action 16:** The partners of Project Integra (through the Hampshire Fly Tipping Forum) will continue to work closely with the Environment Agency and other relevant agencies (eg police, Forestry Commission) to tackle fly-tipping through more effective enforcement.

*(Timeframe – Long term i.e. over the life of the JMWMS)*

## **5.2 Monitoring and Review**

This document, together with the annual Project Integra Business Plan, sets out the strategic direction for municipal material resource management over the period up to 2020. The strategy is not however fixed for this period. Circumstances will inevitably change and, as a result, aims and objectives may need refinement or modification.

To ensure the continuing relevance of the strategy, Project Integra will monitor performance in respect of the policies and associated actions. Changes in the wider context, including developments in the national and regional policy framework, as well as developments in waste management methods and technologies will also be monitored.

Comprehensive performance monitoring is already undertaken as part of the Best Value regime. This includes regular surveys to assess customer satisfaction with services and facilities, together with ongoing performance monitoring with respect to statutory and local targets. This will be reported annually and included in the annual Business Plan), which will be published to give an overview of performance and changes in the wider context. This monitoring programme will indicate if and when modifications to the strategy are required. However, to ensure that the JMWMS remains up to date, Project Integra proposes to undertake a thorough review every five years.

**Action 17:** Project Integra will undertake monitoring of performance, customer satisfaction, service cost and emerging developments in the wider context. Results of this monitoring will be published in an annual report (to form part of the Project Integra Business Plan). The JMWMS will be reviewed should monitoring suggest the need, and in any event a comprehensive review will be undertaken once every five years.

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