

## EXECUTIVE SUMMARY – WASTE MANAGEMENT STRATEGY

### Summary of Purpose and Recommendations:

The purpose of the report is to seek Cabinet approval for the Council's Waste Management Strategy.








The recommendations are:

- (1) To approve the Waste Management Strategy.
- (2) To change Council policy on refuse collection.
- (3) To change approvals and delegations.

**Cost to Council:** £ N/A

**Within existing budget?** N/A

### Contribution to Corporate Plan (Minor/Moderate/Major/Neutral):

	+		-		+		-	
	Minor				<b>Priorities</b>			
	Major				Clean Streets and Public Space	Major		
	Minor				Crime and Disorder	Minor		
	Neutral				Housing	Neutral		
	Major				Managing our Finances		Major	

### Comments on Impacts on Corporate Objectives and Priorities:

Partnership working is an important aspect of the strategy, particularly the Commercial Services partnership with Test Valley and Project Integra.

The Waste Management Strategy seeks to promote environmental well being by maintaining high standards of waste management and increased recycling.

The Waste Management Strategy proposes actions to maintain clean streets and public spaces.

Actions to achieve the Statutory Recycling Target would be very expensive for the council to implement.



Organisation  
of excellence



Working with  
public and partners



Economic  
well being



Social  
well being



Environmental  
well being

## WASTE MANAGEMENT STRATEGY

### 1. INTRODUCTION

- # 1.1 This report presents to Cabinet the Council's Waste Management Strategy. A copy of the Waste Management Strategy is given in Appendix 1.
- 1.2 The Waste Management Strategy sets out the Council's aims for dealing with waste for the next three years, with consideration also being given to longer term strategic issues.

### 2. WASTE MANAGEMENT STRATEGY

- 2.1 The Council identified in 2003 the need to have in place a strategy for dealing with waste which links to initiatives such as the Commercial Services partnership with Test Valley Borough Council and with Project Integra. The Council is faced with Statutory Recycling Targets plus rapid developments in many areas of waste management and it is important to have a strategy in place to deal with these challenges.
- 2.2 The Council's Corporate Plan 'Heart of the Forest' sets a number of priorities for dealing with waste, including a commitment to work with partners to achieve the 40% Statutory Recycling Target plus actions on waste minimisation and clean streets and public spaces. Dealing with waste is one of the most important and conspicuous services provided by the Council, and dealing with waste is continually becoming more complex and expensive.
- 2.3 The Council's Waste Management Strategy covers seven broad areas of Waste Management:
- 2.3.1 Waste Management and Partnership Working.
  - 2.3.2 Recycling.
  - 2.3.3 Refuse Collection.
  - 2.3.4 Waste Minimisation.
  - 2.3.5 Promotion and Education.
  - 2.3.6 Abandoned and End of Life Vehicles.
  - 2.3.7 Street Cleansing.
- 2.4 The Waste Management Strategy has taken the opportunity to update the Council's policies on refuse collection, recycling and street cleansing and has identified the appropriate delegations that are required.

- 2.5 As part of this update, it is proposed to change the Council's policy on refuse collection from back door collection to edge of curtilage collection. This change will be phased in on a round by round basis, taking into consideration the needs of the elderly, the disabled and those properties with particular access difficulties. The aim of this change in policy is to provide a more efficient refuse collection service which will give the refuse collectors more time to deal with recycling collections.
- 2.6 A draft Waste Management Strategy was prepared in May 2004. Consultation on the draft was then undertaken with the following groups and organisations.
- East Dorset District Council (Critical Friend).
  - Project Integra Executive Officer.
  - Hampshire County Council's Waste Management Section.
  - Corporate Management Team.
  - Refuse Collection and Recycling Working Party.
  - Employee Representatives.
  - Environment Review Panel.
- 2.7 Comments on the draft Waste Management Strategy were summarised and presented to the Portfolio Holder for the Environment in July 2004. Where appropriate the Portfolio Holder has agreed to these comments being included. These comments have been incorporated into the Waste Management Strategy given in Appendix 1.
- #
- 2.8 Once the Waste Management Strategy receives Cabinet approval, it is proposed that the document will be enhanced with the use of graphs, diagrams and photographs and then published by the Council both in hard copy and on the Councils web site.

### **3. ENVIRONMENTAL IMPLICATIONS**

- 3.1 Implementation of the Council's Waste Management Strategy will have important implications for the Environment. The strategy proposes high levels of recycling, waste minimisation and other measures that should reduce the quantity of waste going to landfill.

### **4. CRIME AND DISORDER IMPLICATIONS**

- 4.1 The Council's Waste Management Strategy deals with environmental crime. The strategy proposes stronger action to deal with fly-tipping and littering. Proposals on 'end of life' vehicles should have a positive effect on the problem of abandoned vehicles.

### **5. FINANCIAL IMPLICATIONS**

- 5.1 The Strategy does not specify additional financial requirements or the penalties that could be incurred if the Council fails to meet statutory recycling targets, as these are still unknown. Instead the Strategy has identified review periods where it is important to take a cost/benefit approach to investment in waste management, so that any additional expenditure has clear environmental benefits against a clear financial implication both short and long term.

## **6. CONCLUSIONS**

- 6.1 The Waste Management Strategy sets out the Council's framework for dealing with waste and lays the foundations for implementing reviews to determine how the Council will deal with waste in the short and medium term.

## **7. PORTFOLIO HOLDER COMMENTS**

- 7.1 The Portfolio Holder supports the adoption of the Council's Waste Management Strategy and the recommendations set out below.

## **8. RECOMMENDATION**

- 8.1 It is recommended that the Cabinet:
- 8.1.1 Approve the Council's Waste Management Strategy.
  - 8.1.2 Change the Council's refuse collection policy from back door collection to edge of curtilage collection (paragraph 6.5).
  - 8.1.3 Change approvals and delegations listed in Section 16.

### **Further information:**

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### **Background Papers**

None

# NEW FOREST DISTRICT COUNCIL WASTE MANAGEMENT STRATEGY

## 1. INTRODUCTION

- 1.1 Dealing with waste is one of the most important services provided by the Council; important because refuse collection is an essential local utility and important because of the public profile of the service. For district residents the weekly refuse collection is the most tangible service that the Council provides. The Council's Corporate Plan 'Heart of the Forest' includes a commitment to work with partners to develop an integrated waste management programme. One of the Council's key priorities is clean streets and public spaces which is an important part of the Waste Management Strategy.
- 1.2 The weekly refuse collection is only one aspect of the Council's waste management service. Waste Management also includes street cleansing, recycling centres, recycling collections, commercial waste, clinical waste, bulky waste and garden waste. Because of environmental considerations and because of changes in legislation, dealing with waste is gradually becoming more complex and more expensive. There is now much more emphasis on sorting waste at source and separating out items that can be recycled or that need special waste handling. The Council is committed to the promotion of waste as a secondary raw material in production, thereby creating an economic contribution to the local community. This forms part of the Hampshire Natural Resources Initiative (HNRI) and the Materials Resources Strategy (MRS).
- 1.3 Fundamental to this Council's waste management strategy is the joint responsibility for dealing with waste. District Councils are Waste Collection Authorities, responsible for collecting waste; County Councils are Waste Disposal Authorities, responsible for disposing of waste. In the New Forest, New Forest District Council collects waste and recyclables. Hampshire County Council disposes of the waste and provides the infrastructure for sorting recyclables. When dealing with waste and seeking to provide an Integrated Waste Management Strategy partnership working is essential. Of central importance is the Project Integra waste management partnership for Hampshire because Project Integra provides the interface between refuse collection and waste disposal. This strategy links directly to integrated waste management strategies being developed by Project Integra.
- 1.4 The Commercial Services partnership with Test Valley Borough Council is a practical and innovative example of partnership working to provide service delivery. For the provision of direct services including refuse collection recycling and street cleaning, the two Councils have formed one combined organisation. This is a unique example of partnership working to provide local services and is being monitored by the Office of the Deputy Prime Minister.

- 1.5 The overall aim of this Municipal Waste Management Strategy is to provide the framework for an effective and efficient service for dealing with household and commercial waste in the New Forest, to implement policies and systems to meet the Council's objectives and achieve Statutory Recycling Targets.
- 1.6 The objectives of this Municipal Waste Strategy are:
- To provide an efficient refuse collection service.
  - To make sustained progress towards the Statutory Recycling Target of 40%.
  - To develop a waste management system that provides value for money and meets customer expectations.
  - To continue to work with partners to achieve an Integrated Waste Management system.
  - To provide all suitable properties in the New Forest District with a separate collection of dry recyclables.
  - To keep streets and other public spaces clean and free of litter.
  - To investigate and evaluate new and improved methods of working taking into consideration changes in legislation.
  - To develop a three-year medium term and five-year long term plan for waste management.
  - To promote the use of waste as a secondary raw material.

## **2. EXECUTIVE SUMMARY**

- 2.1 The Council's Corporate Plan "Heart of the Forest" sets a number of priorities for dealing with waste, including a commitment to work with partners to achieve the statutory 40% recycling target and a key priority of clean streets and public spaces. Refuse collection is an essential local utility, but the Council's Waste Management Service covers a much wider range of activities including street cleansing, recycling, waste minimisation and abandoned vehicles.
- 2.2 There are two important partnerships that enable the Council to develop its approach to Waste management. The first is Project Integra, the integrated waste management project for Hampshire, the second is the Commercial Services partnership with Test Valley Borough Council. This innovative partnership delivers many of the direct services for the two Councils.
- 2.3 The Council has good record in recycling and has been set a Statutory Recycling Target of 40% for 2005/06. To move from the current level of 25% recycling to the statutory 40% target, the Council will have to build on the success of existing recycling schemes. This will include the development of recycling centres, the extension of dry recyclables collections to all properties in the District, and investigating the possibility of implementing new recycling collection schemes such as garden waste and glass and intensive publicity to boost the "capture" of recyclables and the "quality" of the material collected for recycling.

- 2.4 The Council will look at ways to boost the efficiency of the plastic sack weekly refuse collection by moving from a back door collection to an edge of curtilage collection. The Council will continue to monitor alternative methods of refuse collection, taking into consideration the unique nature of the New Forest. The Council intends to review the system of bulky waste collection and the charging structure in anticipation of new legislation on waste electrical and electronic goods. Similar legislative changes will impact upon the Council's Clinical Waste Collection service.
- 2.5 The Council recognises the importance of Waste Minimisation in the hierarchy of dealing with waste. The Council intends to increase the promotion and communication of waste minimisation, taking waste minimisation into account as it develops policies in all areas of waste management. This will be achieved by working with Project Integra Partners to promote waste minimisation and by taking practical steps to discourage waste growth.
- 2.6 One practical measure to reduce household waste will be the introduction of a garden waste collection scheme. This will divert garden waste from the household waste stream into centralised composting. Linked to this will be improved promotion of home composting as the most effective way of dealing with garden waste at source.
- 2.7 The Council aims to develop and refocus waste promotion, communication and education activities to support the Waste Strategy. This will include targeted campaigns, community engagement, advertising and road shows. Work with local schools and community groups will continue. These will link to promotion activities co-ordinated by Project Integra.
- 2.8 For many years the problem of abandoned vehicles has grown continuously. The Council operates a temporary amnesty for End of Life Vehicles and will develop this into a permanent collection scheme. In April 2007 the End of Life Vehicles Directive will make motor manufacturers responsible for meeting the cost of dealing with End of Life Vehicles. The Council will work with Hampshire County Council to secure contract arrangements for the removal and disposal of abandoned vehicles taking into consideration the End of Life Vehicle Directive.
- 2.9 One of the Council's key priorities is clean streets and public spaces. The Council will review working practices and operations for street cleaning staff, consider the use of enforcement measures to tackle litter hotspots, work with the Environment Agency and others to tackle fly-tipping and make every effort to improve public education about litter issues.
- 2.10 The actions arising from this Waste Management Strategy will form a medium and long-term action plan, which will be implemented and monitored by the Council's Portfolio Holder for the Environment.

### **3. BACKGROUND**

- 3.1 This Council's achievements in the areas of recycling and waste management have been creditable. Successive customer satisfaction surveys have shown that the majority of New Forest residents are pleased with their refuse collection, recycling and street cleansing services. In December 2002, 94.1% of residents were satisfied with the refuse collection service. The Council has a good record of dealing responsibly with waste and has achieved high levels of recycling:



- 1973 First New Forest Pride Week litter pick.
- 1981 First New Forest District Council bottle banks.
- 1983 First New Forest District Council paper banks, can banks and textile banks.
- 1992 Launch of mini recycling centres for paper, card, cans, plastic bottles and glass.
- 1995 Launch of the Clear Sack Recycling Scheme in Totton. Opening of the Materials Reclamation Facility (MRF) at Otterbourne. Formation of the Project Integra partnership.
- 1998 Extension of recycling collections to Lymington and New Milton areas. Opening of the new MRF at Portsmouth.
- 2000 Project Integra awarded Beacon Council status for dealing with waste.
- 2001 Garden waste collection trial.
- 2002 Opening of Midland Glass Reprocessing plant at Southampton. Establishment of Commercial Services Partnership with Test Valley Borough Council.
- 2003 Recycling Plus scheme introduced to Ringwood and Fordingbridge. Amnesty for End of Life Vehicles

3.2 New Forest District Council is a partner in Project Integra, the Integrated Waste Management project for Hampshire. The other Project Integra partners are Hampshire County Council, Portsmouth City Council, Southampton City Council, the other District Councils in Hampshire and Hampshire Waste Services (HWS). Integrated waste management is defined as:

- Recognising each step in the waste management process as part of a whole.
- Involvement of all key players.
- A mixture of waste management options.

3.3 Waste strategy links to the Council's vision, as described in Heart of the Forest. It is important that the Waste Management Strategy supports the Council's sustainability agenda by:

- 3.3.1 Preserving the environment of the New Forest.
- 3.3.2 Maintaining healthy and safe communities.

3.4 Nationally the amount of household waste put out for collection is growing by about 2% to 3% per annum. This trend is also evident in the New Forest. Year on year the Council has more waste and recyclables to deal with. Tonnages for the last few years are as follows:-

TONNES OF WASTE COLLECTED AND RECYCLED PER ANNUM					
	REFUSE COLLECTED	RECYCLED IN CLEAR SACKS	RECYCLED AT RECYCLING CENTRES	TOTAL RECYCLED	RECYCLING RATE BV82a
1993/94	45,800	-	4,268	4,268	8.52%
1994/95	44,543	-	4,703	4,703	9.55%
1995/96	43,320	1,186	4,841	6,027	12.2%
1996/97	44,349	2,532	5,097	7,629	14.68%
1997/98	45,928	4,074	5,546	9,620	17.32%
1998/99	44,779	7,418	5,007	12,425	21.99%
1999/2000	46,223	8,371	5,193	13,564	23.70%
2000/01	47,028	9,103	5,258	14,366	23.40%
2001/02	47,409	9,219	5,614	14,833	23.83%
2002/03	48,482	9,682	6,053	15,735	23.36%
2003/04	47,981	10,799*	5,962	16,761	24.34%

\* Includes 600 tonnes – Recycling Plus Scheme

3.5 For the last few years the quantity of waste has continued to grow.

	kg per head disposed BV84	kg per head recycled
2000/01	350 kg	107 kg
2001/02	356 kg	111 kg
2002/03	365 kg	118 kg
2003/04	373 kg	130 kg

3.6 New Forest District Council has been set statutory targets by the Government to increase recycling. The Statutory targets are 33% recycling by 2003/04 and 40% recycling by 2005/06. These national targets are very challenging and at a local level must be viewed within the context of the Council's balanced perspective.

#### 4. SCOPE

4.1 The Council's waste strategy has implications for the New Forest community. Dealing with waste is an essential public service. The Council's Waste Strategy is based on the Waste Hierarchy. The Waste Hierarchy suggests that the most effective environmental solution may often be to reduce the generation of waste, reduction or waste minimisation. Where further reduction is not practicable, products and materials can sometimes be used again, either for the same or a different purpose, re-use. Failing that, value should be recovered from waste, through recycling, composting or energy recovery from waste. Only if none of the above offer an appropriate solution should waste be disposed of.

4.2 The Council's Waste Management Strategy covers seven broad areas.

4.2.1 Waste Management and partnership working

4.2.2 Recycling

4.2.3 Refuse Collection

4.2.4 Waste Minimisation

4.2.5 Promotion and Education

#### 4.2.6 Abandoned Vehicles

#### 4.2.7 Street Cleansing

- 4.3 Waste Management and Partnership Working – includes the development of the Council's policies and systems to meet the challenge of new legislation and new environmental controls. Within the Council partnership working with Development Control, Car Parking and other sections, it is essential, in order to ensure that recycling is accommodated at new developments and within car parks. The Test Valley partnership gives the Council opportunities to develop services to set up joint initiatives and maximise cost efficiencies through economies of scale. Membership of Project Integra enables this Council to co-operate and communicate with other Councils in Hampshire to achieve Integrated Waste Management. Project Integra is recognised as one of the leading Waste Management partnerships in the country.
- 4.4 Recycling – is achieved through the Council's recycling centres and kerbside recycling collection. It also includes other waste initiatives and schemes to broaden the range of the Council's recycling contracts and to collect new materials, such as glass and garden waste, to look at new methods of collection and to develop recycling schemes for commercial waste. There is currently a glass collecting trial in Hart and Rushmoor which is supported by Project Integra. The Council will evaluate this trial to see if a similar scheme could be implemented in the New Forest.
- 4.5 Refuse collection – comprises all the activities to collect materials that cannot be recycled. This includes a weekly refuse collection service, refuse collection includes bulky household waste, commercial waste, clinical waste and the current system of grey garden waste sacks. This strategy will identify and review all Council policies on collection systems and charging arrangements for services, such as bulky waste and garden waste.
- 4.6 Waste Minimisation - Effective waste minimisation is crucial to the success of this Council's Waste Management Strategy. Without effective waste minimisation, the quantity of waste that the Council has to deal with will continue to grow and this will increase costs.
- 4.7 Promotion and Education – Practical measures taken by the Council to deal with waste need to be backed up by effective waste promotion and education. This particularly important in the areas of recycling and waste minimisation.
- 4.8 Abandoned Vehicles - The Council has a statutory responsibility under the Refuse Disposal (Amenity) Act 1978 to remove abandoned vehicles from the highway and from open land. The Council employs a private contractor to remove, store and dispose of abandoned vehicles. Hampshire County Council reimburses the cost of storage and disposal.
- 4.9 Street Cleansing – links directly to the Council's key priority of clean streets and public spaces. This includes mechanical sweeping, manual sweeping, litter picking, fly tipping, dealing with dog fouling and measures taken to prevent litter.

## 5. RECYCLING

### 5.1 Recycling Centres

Although many local residents receive a recycling collection, use of the recycling centres has not declined. Most local residents have access to a local recycling centre. They provide an important local amenity and make a valuable contribution to the Council's recycling achievement. In 1992 the Council launched the mini recycling centres and provided 40 local recycling sites. Since then the number of public recycling centres has increased steadily year by year. There are currently 85 public Recycling Centres in the District collecting a range of materials. For each material the number of sites is as follows:

	Number of Sites	Tonnes Collected 2003/04
Glass	82	3,400
Paper and Card	63	1,800
Cans and Plastic	56	120
Textiles and Shoes	46	450
Books	23	12

- 5.2 Glass is collected and taken to Midland Glass Reprocessing in Southampton where it is reprocessed into glass cullet. From there the glass cullet is transported by ship to factories in Yorkshire, Ireland and Continental Europe to be made into new glass bottles. Glass cullet is also used in construction and road making.
- 5.3 Paper and card is collected and delivered to the Waste Transfer Station in Lymington. From Lymington it is taken to paper and board mills in Kent. The paper and card is pulped and de-inked and made into newsprint, cardboard packaging and tissues.
- 5.4 Cans and Plastics are collected mixed and taken to storage bays at Lymington, Marchwood or Hurn and then on to the MRF for sorting. Aluminium cans are sent from the MRF to a factory in Liverpool to be made into new aluminium cans. Steel cans are sent to a steel works in South Wales to be made into new steel cans and a range of steel products. Plastics are sent to factories in Stratford-upon-Avon and Yorkshire to be made into a range of products such as polyester fabric, garden furniture, and drainage pipes.
- 5.5 Textiles, shoes and books are collected by charity groups for re-use and recycling. Clothes and books are recovered for sale in Charity Shops. Other textiles such as wool and cotton are sorted and recycled by the textile industry.
- 5.6 The Council also operates a trade glass collection service. Glass is currently collected from 90 licensed premises within the District, mostly clubs and hotels. This service is free of charge because the income from the glass covers the cost of collection. Trade glass collections are integrated with the collection of glass for recycling from public Recycling Centres. There are also sites where the Council collects paper and other recyclables using 1100 litre containers.
- 5.7 The Council intends to develop and expand its commercial recycling service.

- 5.8 The strategy for Recycling Centres comprises three important elements:
- 5.8.1 To improve the Recycling Centres so that they are well serviced and well maintained and to review the servicing of Recycling Centres, in order to provide a more reliable and flexible service.
  - 5.8.2 To minimise the potential nuisance caused by recycling centres to residents.
  - 5.8.3 To carry out a comprehensive review of its recycling centres. This review will look at gaps in the provision of recycling centres and will evaluate options for improving the servicing of the recycling containers.
- 5.9 Recycling Plus Scheme
- The Recycling Plus Scheme was introduced to Ringwood and Fordingbridge as an interim scheme in July 2003. The scheme was funded by a grant of £192,000 from DEFRA. The Council was unable to introduce the Clear Sack Recycling Scheme to Ringwood and Fordingbridge because there is no capacity at the MRF for additional mixed dry recyclables. The Recycling Plus Scheme was a fortnightly collection of paper and cardboard using a re-usable blue plastic sack. The collected material was taken to Lymington Waste Transfer Station and from there to paper and board mills in Kent.
- 5.10 The Recycling Plus Scheme has been a qualified success. Tonnes collected in the first year were as follows:
- |                            |   |            |
|----------------------------|---|------------|
| ▪ July to September 2003   | = | 154 tonnes |
| ▪ October to December 2003 | = | 235 tonnes |
| ▪ January to March 2004    | = | 211 tonnes |
| ▪ April to June 2004       | = | 215 tonnes |
- 5.11 In September 2004 a new MRF is opening at Alton. This will allow New Forest District Council to expand collections of mixed dry recyclables. A new recyclables delivery point is available in the Ringwood area and the Recycling Plus Scheme is being expanded to incorporate cans and plastic bottles. This is being achieved by switching to a weekly collection of the clear recycling sacks.
- 5.12 The Council reviewed the operation of the Recycling Plus Scheme in early 2004 and decided to introduce a mixed recyclables collection scheme in July 2004. The quality of paper and cardboard collected has been good and the scheme has been popular. The Recycling Plus Scheme has been a useful first step towards providing the Ringwood and Fordingbridge areas with a recycling collection. It is important to build on the success of the Recycling Plus Scheme to provide a more comprehensive recycling service.
- 5.13 Clear Sack Recycling Scheme
- A Household Kerbside Recycling Scheme was introduced in Totton in April 1995 and now covers about 80% of the District. The scheme covers the major population centres in the east and south of the District. The scheme encourages households to separate their dry recyclables from the remainder of their waste using a clear sack, which is collected weekly with their refuse sack.

5.14 Residents are provided with 26 plastic refuse sacks and 26 clear recycling sacks every 6 months. The plastic sacks are for refuse and the clear sacks are for mixed paper, card, cans and plastic bottles. The collected clear sacks are taken to a MRF for sorting.

5.15 The materials currently collected for recycling are:

- Paper** Newspapers, magazines, mixed paper, leaflets, etc.
- Cardboard** Brown cardboard, cardboard packaging.
- Plastic Bottles** Polyethylene Terephthalate (PET) and high density polyethylene (HDPE)
- Cans** Aluminium and steel drink and food cans.

5.16 The Council's Clear Sack Recycling Scheme covers about 80% of the District. For many years the Council has had aspirations to expand the Clear Sack Recycling Scheme but this was not possible because two pieces of infrastructure were not in place:

- (a) a recycling delivery point into the Ringwood area.
- (b) a new MRF at Alton.

5.17 A recycling delivery point has been made available in the Ringwood area and the new Alton MRF should be completed by September 2004. The Council therefore intends to extend the Clear Sack Recycling Scheme in August 2004. In July 2004 the Clear Sack Recycling Scheme will be extended to Ringwood, Fordingbridge, the Northern Parishes and the South Lymington area. This will provide 98% of the properties in the District with a weekly dry recyclables collection.

5.18 The extension of the Clear Sack Recycling Scheme to all properties will have a positive effect on the Council's recycling rate. There is likely to be a steady increase in the quantity of material recycled in the clear sacks:

2002/03 actual	9,682 tonnes
2003/04 actual	10,199 tonnes
2004/05 projected	12,100 tonnes
2005/06 projected	12,600 tonnes
2006/07 projected	13,100 tonnes
<i>Source: Waste Volume Service Plans</i>	

5.19 If the quantity and quality of recyclable material collected continues to increase there will be a need to review labour, vehicles and collection round sizes. This has implications for the workforce, type of vehicles used, and the number of rounds split unto urban or rural. The Council will need to look at all of the waste items that can be recycled (such as glass and garden waste) and evaluate the best options for dealing with these.

## 6. REFUSE COLLECTION

- 6.1 The Council operates a weekly refuse collection service using plastic sacks. Refuse is collected from domestic properties in the District. The refuse collection service is provided by the New Forest/Test Valley Commercial Services partnership.
- 6.2 Every six months plastic refuse sacks are delivered plus clear recycling sacks to those properties with a mixed dry recyclables collection. If householders run out of plastic refuse sacks, they must purchase extra.
- 6.3 Council Policy is a “back door” collection. In practice most householders leave their refuse sacks at the curtilage of their property or on the pavement for the refuse collectors to pick up. Where there is a “back door” collection there could be a variety of reasons why the refuse cannot be left at the end of the curtilage. This may be because the resident is elderly or disabled or because there are access difficulties or because the layout of the property makes it difficult to leave refuse sacks at the edge of the curtilage.
- 6.4 In Hampshire, New Forest District Council is the only District that provides a back door collection. The Council wishes to review the back door refuse collection policy. Some residents may be disabled and not able to put out their refuse sacks; others may live in areas where it is not possible to leave sacks at the edge of the property. Those residents who are disabled or infirm would need special arrangements. It would not be possible to eliminate back door collections altogether, but a reduction in back door collections would allow the Council to provide a more efficient and effective refuse collection service.
- 6.5 The Council aims to move towards a policy of edge of curtilage refuse collection. This will be achieved by changing the Council policy on refuse collection and gradually implementing the change, so that all suitable properties have an edge of curtilage collection by 31 March 2005.
- 6.6 The Council will continue to monitor alternative methods of refuse collection, taking into account the unique nature of the New Forest. In 2005 the Council intends to carry out a major review of refuse collection and recycling collections, taking stock of the current situation and evaluating the costs of alternative options. This review will either be carried out in-house or with the assistance from external consultants, if external funding can be obtained. The review will include major stakeholders such as Project Integra and local residents.

6.7. Bulky Collections.

The Council provides a Special Collection service for the collection of bulky household items on request. The current charge for a Special Collection is £15.50 for up to 5 items. Each additional item is charged at £3 and each fridge or freezer is charged at £20.50. One Special Collection per year is available free of charge to people on certain benefits.

The number of bulky collections in recent years were as follows:-

Bulky Collections Per Annum	
1993/94	8,873
1994/95	10,283
1995/96	11,173
1996/97	12,265
1997/98	14,064
1998/99	14,107
1999/2000	13,589
2000/01	6,820 Charging Introduced
2001/02	6,862
2002/03	5,545
2003/04	5,351

Charging for Special Collections was introduced on 1 April 2000. The introduction of charging for Special Collections had no effect on the amount of fly-tipping of domestic bulky items.

- 6.8 In 2003/04 there were 5,351 special collections, 1,765 of these were collections of fridges or freezers. All fridges and freezers are taken to a specialised recycling plant where the Chloro Fluoro Carbon (CFC) gases are removed from the cooling systems and the insulation, metals and plastics are recycled. The additional charge for collecting fridges and freezers reflects the special handling and recycling involved.
- 6.9 The challenge for the Council is to develop the Special Collection Service to include waste electrical and electronic equipment which will soon have to be recycled. New legislation, the Waste Electrical and Electronic Equipment Directive (WEEE Directive) will require Councils to recycle these items. Some preliminary work has been carried out as part of HNRI to evaluate local opportunity for dealing with waste electrical and electronic equipment. The Council intends to maintain the charge for special collections at a level that recovers the total cost of the service. The Council also intends to review the service to accommodate legislation on waste electrical and electronic goods, so that these items can be collected for recycling. This needs to be done with reference to the Test Valley Partnership and to Project Integra.
- 6.10 The Council works with charities such as Dorcas to maximise the opportunity to reuse old furniture for the benefit of the community. This approach needs to be developed.
- 6.11 The Council intends to review the system of bulky waste collection, taking into account the new legislation on electrical and electronic goods.



## 6.12 Commercial Waste

New Forest District Council currently collects waste from about 1,100 commercial premises, approximately 21% of the 5,600 businesses in the District. These customers generally purchase green trade waste sacks. Many other national companies collect commercial waste in the New Forest. The Council's Commercial Waste Service is restricted because of two significant limitations.

6.12.1 The Council does not provide bulk commercial waste bins.

6.12.2 The Council has to pay relatively high waste disposal costs for commercial waste. Continual market testing has shown that the Council could not provide a competitive bulk bin service for commercial waste, largely because of the high waste disposal charges at Hampshire County Council disposal sites. The current charge is £52.19 per tonne. The Council will seek out cheaper disposal sites in order to improve the competitiveness of the Council's commercial waste service.

6.13 The Council has a facility for separating some trade waste for recycling. Traders can use the clear recycling sack and purchase trade stickers, which must be placed on to the sack. The charge for the sticker covers the cost of collection and recycling. The Council has set an example by establishing in-house collection points for office waste paper, metal cans and plastic bottles. These need to be reviewed, modified and publicised.

6.14 The Council intends to expand its commercial recycling activities particularly collections of paper and glass, by marketing the commercial recycling services to local businesses. This has direct links to MRS, which seek to break down the distinction between household waste and commercial waste and provide more opportunities for recycling commercial waste.

## 6.15 Clinical Waste

The Council currently collects Clinical Waste from New Forest residents receiving treatment in the Community and also from the local surgeries, medical centres, vets and dentists. The collections are free of charge to National Health Service patients receiving treatment in the Community but a charge is made for commercial clinical waste collected from rest homes, surgeries, etc.

6.16 Clinical Waste is collected in yellow bags. Sharps boxes are used to collect syringes etc. Regulations on the classification of Clinical Waste were changed in 1999 and this means that items such as incontinence pads and stoma bags from household sources are no longer Clinical Waste. This means that the Council has less Clinical Waste to collect. Tonnes of Clinical Waste collected have fallen gradually since the Council phased in the new regulations:

Total Tonnes of Clinical Waste per Annum	
1998/99	148 tonnes
1999/2000	154 tonnes
2000/01	169 tonnes
2001/02	174 tonnes
2002/03	117 tonnes

- 6.17 In forming its waste strategy, the Council will consider how best to manage this reduction in Clinical Waste and to look for partnership opportunities with Test Valley. The long-term viability of Commercial Clinical Waste collecting also needs to be considered. As with Commercial Waste, the Council is obliged to use expensive disposal sites for Clinical Waste and this makes the Council's Commercial Clinical Waste Service uncompetitive. This will be reviewed in 2004/05.
- 6.18 The Council has implemented the new regulations on Clinical Waste on an incremental basis. This should lead to a gradual reduction in the number of Clinical Waste collections. The Council has an established Commercial Clinical Waste service, but the financial return is entirely dependent upon Clinical Waste disposal charges. The current charge for disposal of clinical waste is about £800 per tonne.
- 6.19 The Council will review the Clinical Waste service. In particular, the Council will seek alternative disposal arrangements in order to reduce cost and make commercial collections more competitive. Alternatively, the Council could stop collecting commercial clinical waste altogether to rationalise collection rounds and look for savings in vehicle costs. A review of Clinical Waste will be carried out in 2005/06.

## **7. WASTE MINIMISATION**

- 7.1 The Council participates actively in countywide Waste Minimisation projects and is represented on the Project Integra Waste Minimisation Topic Group. The Council is involved with the many local initiatives that incorporate Waste Minimisation. The Council actively promotes waste minimisation and has embarked on a programme to reduce its own waste.
- 7.2 Council policies on sack allocation and (grey sack) garden waste act to reduce the amount of household waste put out for collection and going to landfill. The number of plastic sacks the current method used to collect household waste, which is not to be introduced into the recycling programme distributed by the Council is limited, 26 sacks per six months. The Council does not accept garden waste in the plastic refuse sacks and a countywide ban on garden waste in the domestic waste stream is likely. There is no limit on the quantity of waste that the Council will collect from each household, but the allocation of Council refuse sacks effectively controls this. Local residents have to buy extra sacks if they want to dispose of additional household waste and this policy may help to keep down waste tonnages. The Council currently collects 375 kg of household waste per person per year, which is low compared with many other councils. This compares to the Hampshire average of 390 kg per household and the national average of 521 kg per household.

- 7.3 The Council supports Project Integra waste minimisation initiatives and looks towards Project Integra to promote Waste Minimisation in Hampshire and to co-ordinate work on waste reduction. There are two major projects in Hampshire that are actively concerned with waste minimisation – the Hampshire Natural Resources Initiative (HNRI) and the Materials Resources Strategy (MRS). The Council aims to participate in the development of these two projects. Much of waste minimisation is about lifestyle issues and these issues are probably best tackled by speaking directly to the public. Proposals on waste promotion should acknowledge the need for waste minimisation.
- 7.4 The Council intends to increase the promotion of waste minimisation and to take waste minimisation into account as it develops its policies on waste management. This will be achieved by working with Project Integra partners to promote waste minimisation and by taking practical steps to discourage waste growth.
- 7.5 **Garden Waste**
- The New Forest District Council has been operating a home composting scheme since April 1996. Home composters are sold at cost price to local residents at local Council offices. Up until 1 April 2003 just over 5,600 home composters had been sold. A survey of home composting in January 1998 showed that the scheme was popular with local residents, but noted that the Home Composting scheme had not caused a reduction in the amount of waste collected by New Forest District Council. The Council recognises that home composting is the most sustainable way of dealing with garden waste. It is planned to continue with the Home Composting scheme, with enhanced promotion to boost the sale of home composters.
- 7.6 The Council currently collects garden waste, using pre-paid grey garden waste sacks. The cost of these sacks is currently 82p each. The garden waste collected in the grey sacks is not composted, but land filled. It is collected at the same time as their weekly refuse and disposed of with the household refuse. Project Integra has identified this practice as unacceptable and a county-wide ban on land filling of garden waste is likely.
- 7.7 The Council currently sells about 75,000 grey garden waste sacks per year and collects about 600 tonnes of waste per year in the grey sacks. This waste is not composted because it is not separately collected. If the 600 tonnes were recycled and not sent to landfill, the Council's recycling rate would increase by 1%. The Council encourages home composting as an alternative to the grey sacks. Local residents may also take garden waste to the Hampshire County Council Household Waste Recycling Centres at Efford, Marchwood and Somerley. These are struggling to cope with the volume of garden waste taken to the sites at peak times.
- 7.8 On a number of occasions the Council has considered the introduction of garden waste collections. A garden waste collection trial was carried out in Everton and Hordle from April 2001 to April 2002. This trial ended after one year, because of the expense of collecting garden waste and because no local composting site could be found. The garden waste collection trial was a useful learning experience – 465 householders took part by buying re-usable bags @ £5 each and 135 tonnes of garden waste were collected.

- 7.9 The challenge for the Council will be to introduce a garden waste collection scheme that does not encourage extra waste into the system. Also, there is a definite need for local composting sites to deal with collected garden waste. The three centralised composting sites in Hampshire at Little Bushy Warren Copse, Chilbolton and Down End Quarry are not conveniently located for access from the New Forest. Commercial Services is involved in the introduction of a garden waste collection service in Test Valley.
- 7.10 The grey sack scheme could be adapted so that the material in the grey sacks is composted. This would require a separate collection of the grey sacks and a switch to re-usable sacks. Project Integra needs to be involved so that a local composting site can be found for New Forest garden waste. It is suggested that an annual charge for the garden waste sacks should be introduced in order to make the garden waste collection service self-financing.
- 7.11 The Council has the option to introduce a chargeable garden waste collection system in March 2005. This will be introduced as a pilot with the capital cost funded by DEFRA and would be similar to the scheme in Test Valley, Eastleigh, Hart and East Hampshire. The charge for the scheme will be set so as to make it self financing. If the pilot is successful, chargeable garden waste collections can be rolled out across the District.

## **8. PROMOTION AND EDUCATION**

- 8.1 It is important that practical measures taken by the Council to collect recyclables and improve waste management are backed up by promotional and educational activities. The New Forest community has a very good record of dealing responsibly with waste and have achieved very high levels of recycling. The challenge for the Council will be to achieve the statutory recycling targets set by DEFRA and to promote the Waste Minimisation agenda. In particular, the Council needs to do more to improve the capture of recyclable materials and also to improve the quality of material collected for recycling.
- 8.2 The Council has had considerable success in promoting recycling. In order to raise awareness of waste issues and change lifestyles and behaviour a variety of sustainable direct and indirect communication methods have been used. In 2003, the waste and recycling officer visited forty schools as well as many community groups e.g. church groups, Parish Councils, clubs and youth groups. In 2003/04 there were approximately 50 school visits, 20 talks to community groups and 10 supermarket road shows. Waste management and recycling information was also given out at many community events and village fetes throughout the summer.
- 8.3 Press releases and feature articles regularly appear in the local papers, parish newsletters and Council publications. The District Council also has supported many countywide campaigns initiated by Project Integra helping to produce toolkits for targeted waste campaigns. We have also developed and deployed leaflets, games, competitions etc in order to encourage people to minimise waste and recycle more.

- 8.4 New Forest Spring Clean is an annual litter initiative which has been held in the Forest every year since 1973 and is now in its 32<sup>nd</sup> year. New Forest Spring Clean is an annual event organised in partnership with the Forestry Commission. For one week every year it aims to get members of the community involved in cleaning up their neighbourhood.
- 8.5 The existing waste education activities carried out by New Forest District Council should continue and be developed. Two things that could be done are posters and advertising on recycling vehicles. Issues that require further education include waste minimisation and home composting. Project Integra is keen to develop a Community Engagement Team and perhaps this might have some use in promoting recycling and waste minimisation in the New Forest area. More resources are required to effectively promote recycling and good waste management practices.
- 8.6 To help to identify these recycling groups and target education campaigns more work needs to be carried out on District specific research data to identify participation rates, contamination rates and recycling rates in different areas of our District. This would also identify those areas where recycling performance is poor. Local solutions to improve recycling would hopefully result from this.

## **9. ABANDONED VEHICLES**

- 9.1 The Council has a statutory duty under the Refuse Disposal (Amenity) Act 1978 to remove abandoned vehicles from the public highway and any land in the open air to which the public has access. Hampshire County Council has the responsibility to pay for storage for and disposal of the abandoned vehicles collected by this Council.
- 9.2 For many years, the problem of abandoned vehicles has grown continuously. More and more vehicles have been abandoned in the New Forest District and left for the Council to deal with. There are many reasons for this, but the two major causes are probably:
- 9.2.1 The increased cost of scrapping and de-polluting old vehicles combined with low scrap metal prices.
- 9.2.2 Relatively poor enforcement of legislation on the road fund licence and change of vehicle ownership has allowed unscrupulous owners to absolve themselves of any responsibility for their old vehicles.
- 9.3 Legislation on the scrapping and de-pollution of old vehicles (The End of Life Vehicles Directive) was introduced in 2003 and will be fully operational in 2007. This legislation will have two important effects on the way that old cars are dealt with:
- 9.3.1 The process of recycling and de-polluting old cars now has to be more rigorous so that more items are recycled and there is less risk of damage to the environment.
- 9.3.2 By 2007, the motor manufacturers will be responsible for meeting the cost of recycling, de-polluting and scrapping the

cars that they have manufactured, when they become End of Life Vehicles (ELVs).

- 9.4 As stated in Section 14.2 the number of vehicles abandoned in the New Forest District has grown continuously in recent years. This trend appears to have reversed in the 2003/04 financial year.

NUMBER OF ABANDONED VEHICLES REMOVED  
BY NEW FOREST DISTRICT COUNCIL

	HIGHWAYS	HOUSING	TOTAL	COST
2000/01	474	291	765	£50,043
2001/02	630	345	975	£63,142
2002/03	818	224	1,042	£80,239
2003/04	416	76	492	£48,537

(Excludes end of life vehicles surrendered as part of amnesty.)

- 9.5 There are a number of reasons for the recent decline in the number of abandoned vehicles.
- 9.5.1 A temporary surge in the value of scrap metal prices mean that ELVs currently have a residual value.
- 9.5.2 Vehicles are now removed from housing land in accordance with the Refuse Disposal (Amenity) Act 1978. The Council must now be totally satisfied that the vehicle has been abandoned before removing it. This has resulted in fewer vehicles being removed.
- 9.5.3 Action by the Driver Vehicle Licensing Agency (DVLA) has tightened up on aspects of vehicle ownership and made it more difficult for irresponsible owners to abandon ELVs.
- 9.6 In November 2003 the Council introduced an amnesty for ELVs. This could be another reason for the reduction in the number of vehicles abandoned. Up to 30 June 2004 nearly 600 vehicles were removed free of charge as a result of the amnesty. These figures do not include any abandoned vehicles dealt with by the Council.
- 9.7 The Council will continue to take advantage of the current surge in scrap metal prices to work with local contractors who would remove the ELVs free of charge. These contractors receive a payment from the scrap-yard for the vehicles that they deliver and so they are able to collect free of charge. A permanent scheme for the removal of the ELVs will be introduced in 2004.
- 9.8 The implementation of the End of Life Vehicles Directive in April 2007 will not solve the problem of abandoned vehicles. The Council is working with Hampshire County Council to plan the changes in legislation and to introduce collection schemes that compliment the network of Authorised Treatment facilities (ATFs) that will be established to deal with ELVs.

- 9.9 The Council intends to introduce a permanent scheme for the collection of ELVS. The Council will review the operation of the abandoned vehicles service before wording a new contract in 2005. This could include possible joint working with Test Valley Borough Council. The Council will continue to work with HCC, who are responsible for the storage and disposal of abandoned vehicles to evaluate a countywide approach for dealing with abandoned vehicles.

## 10. STREET CLEANSING

- 10.1 The Council is the Principal Litter Authority for the District and has a duty under the Environmental Protection Act 1990 to keep most highways and some open spaces clean and free of litter. This is achieved with a combination of manual street sweeping, mechanical street sweeping and litter picking. The Council's Corporate Plan "Heart of the Forest" includes a commitment to strive to preserve and enhance a high quality, clean and sustainable environment.
- 10.2 The standard of street cleansing throughout the country is determined by the environmental Protection Act Code of Practice on Litter and Refuse. The Code was introduced in January 1991 and revised in 1999.

The Code sets out zones to which street cleansing applies, such as:

Zone 1 – Town Centre Areas  
Zone 2 – High Density Residential Areas  
Zone 3 – Low Density Residential Area.  
Etc.

The Code also describes grades of litter:

Grade A = No litter or refuse.  
Grade B = Predominantly free of litter and refuse.  
Grade C = Widespread distribution of litter.  
Grade D = Heavily littered.

Different cleansing standards apply to different zones, with the most stringent standards applying to Zone 1 area. If the grade of litter in a particular area falls, there is a maximum time for the area to be cleaned, depending upon the litter zone. Street cleansing standards are monitored in accordance with BVPI 199 which requires the Council to monitor street cleansing at a wide range of locations across the District.

- 10.2.1 In practise, there can be significant variations in environmental standards – including litter and detritus – between those 'Category Zones'. BVPI 199 requires Local Authorities to further designate the land classes for inspection purposes to reflect these practical differences.

Examples of the differences are:

COPL & R Category Zone 1 is split into Primary and Secondary Retail and Commercial Areas.

COPL & R Category Zone 3 is split into Low Density Social Housing; Low Density Private Housing; and Industry / Warehousing / Retail Sheds / Hi-Tech Industrial Parks.

10.2.2 The strict and detailed inspections required by BVPI have been introduced to ensure consistency of inspections by all Local Authorities across the Country. Thus enabling a more accurate picture of the Country's standards of cleanliness to be assessed.

10.3 The Council's policy on Street Cleansing is as follows:

"The Council will, as Principal Litter Authority, maintain all areas of land in accordance with the requirements of the Environmental Protection Act 1990: Code of Practice on Litter".

10.4 Although the standards of Street Cleansing in the District is good and the number of complaints about street cleansing relatively low (this was confirmed by the recent CPA inspection), there are a number of issues for consideration. Some of these issues were raised in the Consultants report on Refuse Collection and Street Cleansing (Environment Panel – 17 January 2002. Report G). The following issues were discussed:

10.4.1 Use of mechanical mini sweepers.

10.4.2 Litter picking in main roads.

10.4.3 Mechanical sweeping in suburban and rural areas.

10.4.4 Working patterns for street cleansing staff.

10.4.5 Fixed penalty notices for dropping litter and other enforcement measures.

10.4.6 Designation of litter control areas.

10.4.7 Fly tipping.

10.4.8 Public Education

10.5 Fly tipping is a particular problem in the New Forest. The Council has to deal with approximately 500 incidents of fly tipping per year. This figure excludes fly tipping in the open forest, which is dealt with by the Forestry Commission:

Fly Tipping Incidents Per Annum	
1994/95	435
1995/96	448
1996/97	437
1997/98	474
1998/99	524
1999/2000	688
2000/01	493
2001/02	529
2002/03	502
2003/04	382



The number of incidents of fly tipping are not currently increasing but the volume of material involved with each incident is increasing significantly. There are a number of hotspots within the District, which are a cause for concern.

- 10.6 The Council will carry out a review of street cleansing in 2004/05, concentrating on the following issues:
- 10.6.1 Review working practices and operations for street cleaning staff.
  - 10.6.2 Consider the use of litter control areas to tackle litter hot spots.
  - 10.6.3 Improve public education about litter issues.
  - 10.6.4 Work with the Environment Agency to take more action on fly tipping, such as the use of CCTV.
  - 10.6.5 Review coastal litter picking and beach cleansing.
- 10.7 The Council introduced the BVPI199 Monitoring System for street cleaning in 2004/05. The Council will use the results of this monitoring system to increase the official cleanliness of the District year on year.
- 10.8 The Council will give consideration to the enforcement of laws on litter and fly tipping, taking into account possible changes in legislation.
- 10.9 The Council will continue to work with the Forestry Commission, Town and Parish Councils and other landowners to improve the overall environment of the New Forest.

## **11. PROJECT INTEGRA**

- 11.1 Partnership working is essential to the delivery of the New Forest Waste management strategy. As stated in Section 1.3, this Council is directly responsible for waste collection and relies upon HCC to dispose of the waste it collects. The Project Integra partnership is crucial to the success of waste management in the New Forest. Project Integra provides the mechanism to link refuse collection to waste disposal and to provide a comprehensive recycling service.
- 11.2 New Forest District Council was influential in the setting up of the Project Integra Partnership in 1995. Continued membership of Project Integra has enabled this Council to achieve considerable success in dealing with waste. It would not have been able for New Forest to achieve high levels of recycling without the Project Integra partnership. Project Integra is one of the leading waste management partnerships in the country and has achieved recognition at European level.
- 11.3 This Council is an active partner in Project Integra. Project Integra enables this Council to influence the wider waste management agenda. Membership of Project Integra is essential to the achievement of integrated waste management in Hampshire. Project Integra produces an Annual Business Plan, which sets out the waste management objectives for the forthcoming year. This Council participates in the production of the Annual Business Plan. Each year the Council's Cabinet must approve the Annual Business Plan.

- 11.4 It is important that this Council plays an active role at both Officer and Member levels within Project Integra, seeking to influence the agenda and to represent the interests of New Forest District Council.
- 11.5 The Council supports Project Integra waste minimisation initiatives and looks towards Project Integra to promote Waste Minimisation in Hampshire and to co-ordinate work on waste reduction. There are two major projects in Hampshire that are actively concerned with waste minimisation – the Hampshire Natural Resources Initiative (HNRI) and the Materials Resources Strategy (MRS). The Council aims to participate in the development of these two projects. Much of waste minimisation is about lifestyle issues and these issues are probably best tackled by speaking directly to the public. Proposals on waste promotion should acknowledge the need for waste minimisation.
- 11.6 In July 2003 Project Integra carried out an analysis of collected recyclables in Hampshire. This included material from New Forest in clear sacks, plus material from other Councils. It is clear from this analysis that all Councils need to do more to improve the quality of the recyclables they collect. The Project Integra waste analysis appeared to suggest that contamination in collected recyclable is more dependent upon socio-economic factors than the collection system. This Council needs to tackle isolated problems of contamination by trying to increase public awareness of recycling issues through community engagement and targeted campaigns.
- 11.7 The results of the Project Integra analysis of collected recyclables in July 2003 showed that each of the waste collection activities surveyed, all delivered about 85% of the correct material to the MRF. Much of that remained was plastic and cannot currently be recycled. This has caused Project Integra to focus on **Capture** and **Quality**.
- Capture** – means trying to get local residents to recycle more of the materials that can be recycled.
- Quality** – means trying to reduce the amount of incorrect material that gets into the recycling stream.
- 11.8 Project Integra is working on a communication and marketing strategy at present. It is important to be fully involved in its development and implementation. Any campaigns that arise from the strategy should be promoted and brought down to a local New Forest level where possible. Cross border partnerships with Dorset and Wiltshire that have been initiated need to be developed. Forging closer links with national waste campaigns such as the Rethink Rubbish campaign would also be beneficial.
- 11.9 The main focus for publicity needs to be the two principles described by Project Integra – capture and quality. There is a definite need to get more out of existing recycling schemes by persuading local residents to recycle more of the materials that can be recycled and to improve the quality of collected recyclables. Residents need to be clear on the items that can be recycled, what happens to the recyclables that are collected and the problems associated with the amount of rubbish produced at the moment. The Council intends to develop existing means of communication, including community engagement and to make better use of the NFDC website to promote a dialogue within the community.

## **12. TEST VALLEY PARTNERSHIP**

- 12.1 The Commercial Services partnership with Test Valley Borough Council provides many practical opportunities for co-operative working on waste management. It provides opportunities for sharing vehicles, sharing workforce and sharing expertise. The partnership will be particularly useful in the development of waste management options, such as glass collections, commercial waste and clinical waste, where it may be more cost effective to New Forest District Council to operate with Test Valley Borough Council and other partners.
- 12.2 The practical benefits of the partnership with Test Valley include sharing of vehicles, sharing of expertise, savings in administration and a more efficient use of capital equipment. Although the refuse collection and recycling systems for each council are quite different, there are opportunities for the Councils to work together to develop their recycling schemes. Collection systems for garden waste and for waste electrical and electronic equipment could be developed jointly. There are also possible opportunities for joint working on the servicing of recycling centres and the removal of abandoned vehicles.
- 12.3 The Council intends to work with Test Valley to evaluate a bulk bin commercial waste service. A feasibility study will be carried out in 2004/05 to look at the potential for a dedicated bulk waste collection round covering New Forest and Test Valley. A more detailed evaluation of the options for Commercial Waste will be undertaken in 2005/06.
- 12.4 The Council aims to develop the partnership with Test Valley Borough Council to achieve efficiencies in service delivery. The Council will take every opportunity to develop recycling and waste management in partnership with Test Valley.

## **13. STATUTORY RECYCLING TARGETS**

- 13.1 The Council has been set challenging targets by the Government to achieve high levels of recycling. These Statutory Recycling Targets are 33% recycling by 2003/04 and 40% recycling by 2005/06. The actual recycling percentage for 2003/04 was 26% which shows that the Council is some way from achieving these targets.
- 13.2 On 3 July 2003 the Council's Environment Review Panel considered a discussion paper entitled "How to get to 40%" which set out the implications of the Statutory Recycling Targets (minute ref: 12) "How to get to 40%" describes options for boosting the Council's recycling rate. The Council is committed to achieving the long term 40% recycling rate but acknowledges that it will be expensive and difficult to achieve such high levels of recycling.
- 13.3 The following measures are proposed to increase recycling:
- 2004/05**
- Extend clear sack recycling scheme to all properties in the District.
  - More recycling points in rural areas.
  - More recycling points to textiles and glass.
  - Project Integra Communications Initiative

## **RECYCLING TARGET 27%**

### **2005/06**

- Chargeable garden waste collection Scheme
- Trial collections of waste electrical goods in partnership with Project Integra

## **RECYCLING TARGET 30%**

### **2006/07**

- Glass collection
- Intensive waste promotion campaign with Project Integra.
- Possible changes to refuse collection system
- Roll out of collection systems to garden waste and waste electrical goods

## **RECYCLING TARGET 33%**

### **2007/08**

- Intensive recycling and waste minimisation promotions campaign.
- Further promotional initiatives to boost and facilitate recycling, working with Project Integra to anchor behavioural change.

## **RECYCLING TARGET 40%**

- 13.4 The measures proposed in Section 17.3 form a package aimed at making significant improvements to the Council's recycling rate. They represent a two sided approach, firstly, collection systems to pick up more recyclables and secondly, communication and promotion to encourage local residents to recycle more of their waste. The achievement of a 40% recycling rate will be very costly for the Council. The Council already achieves one of the highest recycling rates in the country and spends proportionately more than many councils on recycling.

## **14. FINANCIAL IMPLICATIONS**

- 14.1 As we move from a landfill based approach to dealing with waste towards sophisticated waste management and high levels of recycling, costs will inevitably increase. The cost of waste management to this Council has increased steadily in recent years.

New Forest District Council Waste Management Costs per Annum:

1995/96	£2,759,165
1996/97	£2,722,313
1997/98	£2,849,178
1998/99	£3,195,821
1999/2000	£3,504,511
2000/01	£3,610,085
2001/02	£3,676,096
2002/03	£3,832,364
2003/04	£3,795,225

- 14.2 The cost of achieving the Statutory Recycling Target of 40% will be considerable and the penalties for not achieving this target are still unclear. Firstly, there are the operational costs of introducing new recycling collections and expanding existing schemes and secondly, there is the cost of promotional activity to improve the capture and quality of the material collected for recycling.
- 14.3 The Council was fortunate to receive a grant from DEFRA of £192,000 in 2003/04 which was used to finance the introduction of the Recycling Plus Scheme to Ringwood and Fordingbridge. Further grants have been awarded by DEFRA and WRAP for 2004/05 and 2005/06 to Project Integra. A proportion of this grant will be used to fund recycling schemes in the New Forest District (£261,000).
- 14.4 The Council needs to take a realistic approach to the achievement of Statutory Recycling Targets. Each incremental step to boost recycling needs to be evaluated and a cost/benefit analysis carried out to balance the cost of introducing and sustaining the initiative against the expected increase in recycling. The Council needs to take advantage of grants that may become available to promote recycling, but needs to be sure that the review implications of grant funded capital intensive projects are properly budgeted for.

## **15. CONCLUSION**

- 15.1 The Council has achieved a recycling rate of more than 24% which is one of the highest recycling rates in the Country. The Council has a good record of responsible waste management and high levels of customer satisfaction. The Council seeks to build on this success to achieve higher levels of recycling and to meet the challenges of new legislation and environmental controls. Links with Test Valley Borough Council and with Project Integra will be strengthened in order to maximise the benefits of partnership working. The Waste Management strategy sets out a series of reviews which will be carried out with the involvement of elected Members, local residents and other stakeholders.
- 15.2 This strategy sets out the key objectives for the Council with respect to Waste Management. In some instances services will be reviewed and the outcome of the review implemented as part of the overall strategy.
- 15.3 The key strategic objectives are as follows:
- 15.3.1 Work towards the 40% Statutory Recycling Target taking into account the costs and benefits of measures to boost recycling.
  - 15.3.2 Provide all households in the District with a suitable kerbside collection of dry recyclables.
  - 15.3.3 Introduce a self financing garden waste collection service with all material being composted.
  - 15.3.4 Seek to maintain high levels of customer satisfaction with all aspects of the Council's Waste Management service.
  - 15.3.5 Adopt a resource management approach to evaluating new management services.
  - 15.3.6 Work in partnership where this adds value to service delivery.

## 16. POLICIES

- 16.1 Most of the Council's policies on waste and recycling were agreed by the Environmental Services Committee in 1989. As Waste Management develops and becomes more sophisticated, there is a need to continually review the Council's policies and practices. By defining the policies and the changes needed a mechanism is set up for changes to be readily agreed by the Council. As part of this, waste strategy amendments are suggested that will bring Council policies up to date.

As part of this strategy we have reviewed and updated policies on refuse collection, recycling and street cleansing. Suggested changes are given below.

Policy	Suggested Change
<b><u>POLICY ES17 – WASTE RECYCLING AND LITTER COLLECTION.</u></b>	
(Environmental Services Committee 7.9.1989 – Minute ref 29)	
(i) Innovative schemes for the recycling of waste will be actively encouraged.	No change.
(ii) Sponsorship of schemes for the recycling of waste will be encouraged.	No change.
(Environmental Services Committee 21.11.1991 – Minute ref 86)	
(iii) The Council will distribute to charities and voluntary organisations operating locally up to £5,000 from the income derived from recycling schemes operated by the Council, subject to the recycling revenue budget not being exceeded.	Delete – no longer applicable.
(iv) In addition to the invitation to organisations to apply for funds from the scheme, all Members of the Council be invited to nominate organisations they feel should qualify for a donation from the scheme.	Delete – no longer applicable.
(Environmental Services Committee 22.5.1986 – Minute ref 16)	
(v) The Council will encourage local voluntary effort in litter collection by the provision of supplies and services free of charge, from time to time, at the discretion of the Director of Technical Services.	Delete Director of Technical Services. Substitute Director of Commercial Services.

Policy	Suggested Change
<p><b><u>POLICY ES26 – REFUSE COLLECTION AND STREET CLEANSING</u></b></p> <p>(i) <u>General Policies</u></p> <p>(Environmental Services Committee 2.6.1988 – Minute ref 15)</p> <p>(a) The Director of Technical Services (or such senior Officer in his Department nominated by him)_ will (and is hereby authorised to) act as the Supervising Officer for the purposes of all contracts entered into for the collection of refuse.</p> <p>(b) The Council will carry out a refuse collection service for domestic waste, special items, garden waste and clinical waste within the District in accordance with competitive tendering legislation, the Control of Pollution Act 1974, the Control of Pollution (Collection and Disposal of Waste) Regulations 1987 and such other legislation or guidelines as may apply from time to time.</p> <p>(c) The refuse collection service will operate between 6.00 am and 6.00 pm Monday to Saturday with the exception of special collections and collection of clinical waste from premises other than hospitals where the service will operate from 8.00 am. No service will be provided on Sundays.</p> <p>(d) Contracts for the collection of refuse will be for a period of five years subject to such termination and other conditions as are set out in the contract.</p>	<p>Delete Director of Technical Services. Substitute Director of Commercial Services.</p> <p>Delete competitive tendering legislation as this has now been repeated.</p> <p>Special collections, collection of clinical waste and the servicing of recycling centres will commence no earlier than 7 am.</p> <p>Delete.</p>

Policy	Suggested Change
<p>(Environmental Services Committee 1.9.1988 – Minute ref 40)</p> <p>(e) The defined activities of refuse collection and street cleansing be merged into one contract to commence not later than 1<sup>st</sup> January 1990.</p> <p>(f) The maximum number of contractors including the Direct Labour Organisation, to be invited to tender for the Refuse Collection and Street Cleansing contract be six.</p> <p>(g) The Council will retain control over the provisions and distribution of all plastic refuse collection sacks.</p>	<p>Delete.</p> <p>Delete</p> <p>No change.</p>
<p>(Environmental Services Committee 2.6.1988 – Minute ref 15)</p> <p>(ii) <u>Domestic Refuse</u></p> <p>Wherever practicable, the Council will provide a weekly collection of domestic refuse on the basis of plastic sacks provided by the Council and collected from the back door of the premises or the normal collection point if different.</p>	<p>Change to The Council will provide a weekly collection of domestic refuse and recyclables on the basis of plastic sacks provided by the Council and collected whenever practicable from the edge of curtilage.</p>
<p>(iii) <u>Commercial Waste</u></p> <p>(a) As demanded, a weekly collection of commercial waste will be undertaken, unless the Supervising Officer considers that a more frequent service should be provided.</p> <p>(b) The method of collection will be by pre-paid plastic sack, unless otherwise agreed by the Supervising Officer, at such price per sack as shall be fixed by the Council from time to time. Large waste producers will be charged annually based on the time taken to collect and dispose of the waste.</p>	<p>No change.</p> <p>Substitute Large waste producers will be charged annually based on the quantity of waste put out for collection.</p>



Policy		Suggested Change
(c)	The contractor undertaking the collection of commercial waste on behalf of the Council will be restricted from collecting any other commercial waste by whatever means within the District.	No change.
(iv)	<u>Special Collections</u>	
(a)	At the prior request of the householder, the Council will offer a free special collection service for bulky items of household waste for all non-commercial properties within the District.	Substitute free with chargeable
(b)	Amounts of prescribed household waste will be restricted to not more than four individual items save at the discretion of the Supervising Officer where a central collection point is made available.	Delete.
(c)	The Council will endeavour to make collections within two weeks of the request being made.	No change.
(v)	<u>Garden Waste Collections</u>	
(a)	The garden waste collection service will be by pre-paid plastic sack collected from the back door, or the normal collection point if different, at such price per sack as shall be fixed by the Council from time to time.	Change to The Council will offer a chargeable garden waste collection service. Collection will be by sack from the edge of curtilage.
(b)	The Contractor undertaking the collection of garden waste on behalf of the Council will be restricted from collecting any other garden waste, by whatever means within the District.	Delete.

Policy	Suggested Change
<p>(vi) <u>Clinical Waste</u></p> <p>(a) The clinical waste collection service will be on a weekly basis unless the Supervising Officer directs that a more frequent service should be provided and will be by plastic sack, appropriately identified as being clinical waste as set out in the Guidelines for the Collection and Disposal of Waste from Health Care Establishments and the Community in Hampshire.</p> <p>(b) Clinical waste will be collected by special vehicle appropriately adapted.</p> <p>(c) No charge will be made for this service for individual patients being treated medically in the community.</p> <p>(d) The method of collection for hospitals and commercial premises such as private nursing homes and rest homes will be by pre-paid plastic sack, unless otherwise agreed by the Supervising Officer, at such price per sack as shall be fixed by the Council from time to time. Large waste producers will be charged annually based on the time taken to collect and dispose of the waste.</p> <p>(e) The Contractor undertaking the collection of clinical waste on behalf of the Council will be restricted from collecting any other clinical waste by whatever means within the District.</p>	<p>No change.</p> <p>No change.</p> <p>No change.</p> <p>Delete Large waste producers will be charged annually based on the time taken to collect and dispose of the waste.</p> <p>Delete.</p>

<b>Additional Policy</b>	
<b>CW1.1</b>	Clinical waste will be controlled and handled in accordance with the appropriate requirements identified within the Health and Safety at Work etc Act 1974, Control of Pollution Act 1974, Control of Pollution (Special Waste) Regulations 1988, Control of Pollution (Amendment) Act 1989, Environmental Protection Act 1990, Control of Waste (Registration of Carriers and 8 Seizure of Vehicles) Regulations 1991, Controlled Waste Regulations 1992, Safe Disposal of Clinical Waste 1999, Carriage of Dangerous Goods by Road legislation and any such other guidelines/legislation as may apply from time to time.
<b>Policy</b>	<b>Suggested Change</b>
<p><b><u>POLICY ES29 “OTHER” CLEANING.</u></b></p> <p>(Environmental Services Committee 19.1.1989 – Minute ref 92)</p> <p>(i) The Director of Technical Services, or such Senior Officer in his Department nominated by him be authorised to act as the Supervising Officer for the purpose of all contracts entered into for “other” cleaning.</p> <p>(ii) The Council will provide a litter collection service and the provision of and emptying of, litter bins service.</p> <p>(iii) The Council will provide a manual street sweeping service on a full time basis at current levels in the towns or combined towns of:-</p> <p style="padding-left: 40px;">Totton Hythe Holbury Fawley and Blackfield Ringwood Lymington New Milton Milford-on-Sea, Ashley and Pennington Fordingbridge Lyndhurst Brockenhurst, Bransgore and Sway</p>	<p>Delete Director of Technical Services, substitute Director of Commercial Services.</p> <p>No change.</p> <p>Change to The Council will provide a manual street cleansing service in all towns and villages in the District in order to comply with the Environmental Protection Act Code of Practice on Litter and Refuse.</p>



**17. SHORT TERM ACTION PLAN - UP TO 31/3/06**

<b>ACTION</b>	<b>PERSON RESPONSIBLE</b>	<b>KEY DATE</b>	<b>FINANCIAL IMPLICATIONS</b>	<b>DATE COMPLETED</b>
To continue to explore Partnership opportunities with Test Valley Borough Council	All	Ongoing	Possible cost savings	
To continue to take an active part in the Project Integra Partnership	All	Ongoing	None	
To replace the Recycling Plus Scheme in Ringwood and Fordingbridge with the Clear Sack Recycling Scheme	Roger Sired/ Mike Cash/ Colin Read	31.08.04	Budgeted for.	
Extend clear sack recycling scheme to Ringwood/Fordingbridge area and south Lymington area.	Roger Sired/ Mike Cash/ Colin Read/ Emma Cookson	31.08.04	Budgeted for.	
To review the network of Recycling Centres	Roger Sired/ Mike Cash/ Derek Durham	30.09.04	None	
To review the servicing arrangements for Recycling Centres	Roger Sired/ Mike Cash/ Derek Durham	30.09.04	Possible cost savings	
Refocus Waste Education and Promotion	Roger Sired/ Emma Cookson	30.09.04	Small increase in costs	
Utilise NFDC vehicles to publicise hotline number for litter/waste etc.	Emma Cookson / Colin Read/ John Steeds	30.09.04	Small increase in costs	
Set up an effective inspection and monitoring system BVPI 199.	Mike Cash/ Colin Read	30.09.04	Considerable Staff Time	
Prepare a Good Practice Guide to promote recycling.	Emma Cookson	30.09.04	Budgeted for.	
Update the schedule of back door collections and evaluate costs. (Audit AP3)	Mike Cash	30.09.04	None	
Implement policy of edge of curtilage refuse collection	Mike Cash	31.03.05	None	
Assess whether it is more effective to utilise vehicles for a full working day (Audit AP2)	Mike Cash, John Steeds	31.09.04	None	

<b>SHORT TERM ACTIONS continued</b>	<b>PERSON RESPONSIBLE</b>	<b>KEY DATE</b>	<b>FINANCIAL IMPLICATIONS</b>	<b>DATE COMPLETED</b>
Review options for dealing with Garden Waste including disposal arrangements	Roger Sired	31.09.04	Unknown	
Introduce permanent scheme for the removal of End of Life Vehicles.	Roger Sired/ Christine Seamer	31.12.04	£10,000	
Review labour, workforce and refuse collection round sizes.	Mike Cash	31.12.04	Unknown	
Investigate options to achieve a 40% Recycling Rate for 2005/06 and report to Environment Review Panel.	Colin Read / John Mascall	31.12.04	Major budget implications.	
Review contract arrangements for paper recycling.	Roger Sired Colin Read	31.12.04	Possible increase in net income.	
Consider the use of litter control areas to tackle litter hot spots.	Roger Sired	31.12.04	Small increase in costs	
Improve public education about litter issues.	Emma Cookson	31.12.04	None	
Review clinical waste collection service.	Roger Sired Mike Cash Derek Durham	31.12.04	Possible saving in expenditure.	
Investigate links with the voluntary sector for the reuse of old furniture and white goods.	Roger Sired	31.03.05	None	

<b>SHORT TERM ACTIONS continued</b>	<b>PERSON RESPONSIBLE</b>	<b>KEY DATE</b>	<b>FINANCIAL IMPLICATIONS</b>	<b>DATE COMPLETED</b>
Investigate Commercial Waste disposal and collection costs.	Roger Sired/ Derek Durham	31.03.05	Possible saving in expenditure.	
Work with Test Valley Borough Council to prepare a feasibility study for a bulk bin Commercial Waste Service.	Roger Sired/ Derek Durham/ Paul Wykes	31.03.05	Possible increased income.	
Extend Clear Sack Recycling Scheme to all suitable properties in the District.	Roger Sired/ Mike Cash/ John Steeds	31.03.05	Unknown	
Review Recycling Centre provision and servicing	Roger Sired/ Derek Durham	31.03.05	Possible saving	
Open up discussions with Parish Councils to display education/information items in village halls/ notice boards.	Roger Sired/ Emma Cookson	31.03.05	None	
Review working practices and operations for street cleaning staff.	Mike Cash	31.03.05	None	
Work with the Environment Agency to take more action on fly tipping, such as the use of CCTV.	Roger Sired	31.03.05	Possible increase in costs	
Work with Hampshire County Council to set up delivery point for garden waste.	Roger Sired	31.03.05	None	
Introduce Garden Waste Collection System	Roger Sired Mike Cash	31.03.05	None – DEFRA grant + self financing	
Evaluate Project Integra Glass Collection trial and introduce changes to boost glass recycling in the New Forest	Roger Sired Mike Cash	30.06.05	Possible increase in costs	
New contract arrangements for the removal of abandoned vehicles.	Roger Sired	30.06.05	£10,000	
Carry out a comprehensive review of Refuse Collection systems and policies.	Colin Read, Mike Cash, Roger Sired	31.12.05	Unknown	
Discuss with customer services the setting up of a database to identify litter complaints, identify hot spots and review PIs	Mike Cash	31.12.05	None	

## 18. LONG TERM ACTION PLAN - UP TO 5 YEARS

ACTION	PERSON RESPONSIBLE	KEY DATE	FINANCIAL IMPLICATIONS	DATE COMPLETED
Implement changes from review of refuse collection.	All	2006		
Work with Hampshire County Council to establish long term disposal arrangements for End of Life and Abandoned Vehicles.	Roger Sired/ Christine Seamer	2006		
Investigate how we can work more closely with Town and Parish Councils to ensure all open spaces are kept clean.	Mike Cash/ Roger Sired	2006		
Consider the role of New Forest Spring Clean and how that links into a cleaner, environmentally efficient environment.	Emma Cookson	2006		
Raise the profile of <u>all</u> Environmental Prosecutions.	Emma Cookson	2006		
Review the Future of Project Integra with other partners.	Colin Read	2006		
Review Special Collection Service to include possible collection system for Waste Electrical Goods	Roger Sired	2007		
Work with Project Integra to boost overall recycling rates	Roger Sired /Emma Cookson	2007		
Review coastal litter picking and have new arrangements in place.	Mike Cash	2007		

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14.07.04