

Members Workshop Outputs

Gloucestershire Joint Municipal Waste Management
Strategy Consultation

December 2006

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1.0 Introduction & Workshop Aims

As part of the work being undertaken by the Gloucestershire Waste Partnership to develop its Joint Municipal Waste Management Strategy (JMWMS) for Gloucestershire, Eunomia Research & Consulting facilitated a consultation workshop with members and officers on 1 December 2006. The workshop took place between 2:00pm and 4:30pm in the Council Chamber, Shire Hall, Gloucester.

The aim of the workshop was to canvass ideas and opinions regarding the draft objectives presented within the MWMS, which will operate until 2020. By obtaining the input and participation of key stakeholders, it is hoped that the final strategy will fulfil its aim to produce the best strategy possible for Gloucestershire.

Members and officers from the County Council and from each of the districts were invited to the meeting. Prior to the workshop invitees were provided with a set of the draft objectives and an Agenda. A list of attendees is detailed in Table 1 below.

Table 1: Workshop Attendees

	R. Bell	Cheltenham B.C
	Cllr R. Garnham	Cheltenham B.C
	Cllr D. Hibbert	Cheltenham B.C
	Cllr P. Hall	Cheltenham B.C
	Cllr N. Britter	Cheltenham B.C
	Cllr L. Surgenor	Cheltenham B.C
	Cllr D. Nash	Cotswold D.C
	Cllr Phillips	Cotswold D.C
	Cllr Toppie	Cotswold D.C
	Cllr Jeffery	Cotswold D.C
	R. Young	Cotswold D.C
	Cllr M. Winship	Forest of Dean D.C
	Cllr B. Hobman	Forest of Dean D.C
	T. Perrin	Forest of Dean D.C
	P. Symonds	Forest of Dean D.C
	Cllr S. Henschley	Forest of Dean D.C
	Cllr G. Read MBE	Forest of Dean D.C
	Cllr V. Sheno	Forest of Dean D.C
	Cllr L. Nethsinga	Gloucester City Council
	G. Milne	Gloucester City Council

Cllr M. Rentell	Gloucester City Council
Cllr A. Lewis	Gloucester City Council
Cllr E. Emerton	Gloucester City Council
Cllr J. Hilton	Gloucester City Council
Cllr M. Lawlor	Gloucester City Council
C. Phelps	Gloucester City Council
Cllr B. Hogan	Gloucestershire County Council
Cllr R. Brown	Gloucestershire County Council
P. Poyntz-Wright	Gloucestershire County Council
Cllr B. Booth	Gloucestershire County Council
Cllr P. Chamberlain	Gloucestershire County Council
Cllr S. Waddington	Gloucestershire County Council
B. King	Gloucestershire County Council
D. Jordan	Gloucestershire County Council
M. Williams	Gloucestershire County Council
W. Lewis	Gloucestershire County Council
L. Pritchard	Gloucestershire County Council
Cllr G. Litterton	Stroud D.C
Cllr Lunnon	Stroud D.C
Cllr F. Roden	Stroud D.C
Cllr P. Smith	Stroud D.C
C. Novoth	Stroud D.C
Cllr D. Andrewartha	Stroud D.C
Cllr N. Cooper	Stroud D.C
Cllr P. Carrick	Stroud D.C
Cllr J. Stanton	Stroud D.C
Cllr R.J. Smith	Tewkesbury B.C
Cllr P. Richmond	Tewkesbury B.C
Cllr A. MacKinnon	Tewkesbury B.C
Cllr M. Beresford	Tewkesbury B.C
C. Bosley	Tewkesbury B.C
Cllr D. Davies	Tewkesbury B.C

	Cllr Hillier-Richardson	Tewkesbury B.C
	Cllr A. Keyte	Tewkesbury B.C
	Cllr P. Stokes	Tewkesbury B.C
	C. Shaw	Tewkesbury B.C
	C. Pike	Tewkesbury B.C

2.0 Outline of the Event

Table 2 below outlines the format for the day with intended timings. The structure of the workshops allowed for some flexibility in the timing of each of the sessions as required.

Table 2: Workshop Agenda

Time	Activity
1.45	Coffee and Registration
2.00	Welcome & Ground Rules
2.15	Presentation – Waste In Gloucestershire (where we are now)
2.25	Presentation – The Draft MWMS
2.40	Questions on Presentations
2:45	Discussion of Issues – Groups
3.40	Feedback
4.20	How the Information Will be Taken Forward & Next Steps
4.30	Meeting Close

3.0 Workshop Presentations

Eunomia Research & Consulting initiated the workshop with a presentation to outline some of the current issues affecting waste arisings within the County and relevant headline data issues.

This was followed by a presentation by Duncan Jordan (GCC) setting out the major aims of the draft MWMS and the key drivers for developing the strategy.

The workshop was chaired by Councillor Stan Waddington

These presentations are provided for reference in Appendices 1 & 2.

4.0 Discussion of Issues

The notes below represent the key points that were raised by participants during the workshop group sessions. This record is not intended to reflect every comment made, but rather captures the core issues discussed.

4.1 Tackling Waste Growth

4.1.1 Should Waste Prevention be First Priority?

There was unanimous agreement amongst all groups that waste prevention should be the top priority for the strategy. Comments from groups reflected the belief that there is a need to tackle waste growth through reducing consumption and becoming less wasteful in our habits, although some participants clearly felt more strongly about this than others, with some doubt being expressed as to how easy it would be to apply the principle in practice. It was felt that, although most would agree with the principle, waste prevention was not a priority for the electorate.

There were a wide variety of views expressed as to where the responsibility for waste prevention should lie. Some participants thought that supermarkets and large businesses needed to bear much of the responsibility as they actively promote consumption, while others felt this was largely an issue of personal responsibility. Education was seen as a key way forward.

Packaging was singled out by a number of groups as a key area to target in waste prevention. There were suggestions of penalties for too much packaging, returning packaging to supermarkets, plastic bag tax, applying VAT to packaging, and looking to use different materials that could either be composted or easily recycled.

It was felt that Councils need to lead by example, and that targets should be set on the basis of residual waste generated per capita. Implementing 'pay as you throw' was also mentioned as a tool that could help drive waste prevention

4.1.2 Has The GWP Strategy got the Right Priority Measures to Tackle Waste Growth?

Groups generally felt that the strategy selected the key measures but a number of additional priorities were suggested. These included:

- Giving higher priority to education of the public and lobbying of government
- Making use of incentives and penalties such as 'pay as you throw'
- Targeting/working with supermarkets to reduce household waste
- Targeting construction and demolition wastes

4.1.3 Barriers to Successful Implementation of Waste Prevention

There were a wide range of barriers identified, which largely fell into the following three key areas:

4.1.3.1 Cultural

Various comments alluded to the fact that it was simply too easy to waste: the public is generally apathetic and engrained in wasteful habits; supermarkets and business makes it too easy to be wasteful through use of packaging and providing cheap convenient goods. Furthermore there is no social stigma attached to being wasteful – it is quite normal and acceptable. The need for cultural change was identified. It was suggested that a better understanding of what is driving waste growth was needed if programmes to tackle waste prevention are to be effective.

4.1.3.2 Leadership

Some participants feel there is a lack of central government leadership and guidance on waste prevention, and the scope of powers available to local authorities is too limited to have any significant impacts. Zero waste was put forward as a possible vision to focus leadership in this area. It was felt by some participants that tonnage-based government recycling targets tend to encourage waste into the system as recyclables/compostables (in particular garden waste). Some participants also felt that the two tier system makes it very time consuming, complex and difficult to move forward quickly on waste issues as it requires negotiation between a number of parties before action is possible.

4.1.3.3 Spatial Issues

The differences between rural and urban areas were seen as potential barriers to implementation of a Gloucestershire-wide WP programme. This is compounded by the fact that different collection systems and service levels are provided by each of the Waste Collection Authorities.

4.1.3.4 Funding

Although Waste Prevention may have priority in principle, the funding available to carry out Waste Prevention initiatives is generally very low, and it is clearly not a priority in terms of funding. One suggestion was that if joint working and joint waste management contracts result in economic efficiencies this could release funding for Waste Prevention.

4.2 Waste Collection

4.2.1 Is the proposed approach the right one?

Most participants felt that the proposed approach was a sensible way forward. One group, however, felt that it was not possible to say whether it was the best approach without a clear understanding of the intended treatment and processing systems, and that collection and treatment systems needed to be considered together.

There was some discussion over the detail of the proposed systems with some feeling that it was important to segregate at the household level as much as possible while others felt that co-mingled collections should not be ruled out for certain areas.

4.2.2 Views on Alternate Weekly Collections

Although participants appeared generally supportive of AWC, concerns were expressed regarding public perception of hygiene and odour issues. AWC coupled with

weekly collection of organic (putrescible) wastes was seen as a possible solution. Key issues raised were careful presentation and marketing of AWC to the electorate and education. Several participants perceived AWC as a 'stick' to force people to recycle. Costs for a new infrastructure (e.g. new bins and organic waste collection service) were mentioned as a likely barrier to introduction of AWC, although one suggestion was that cross-County standardisation of collection services could result in cost-savings that would offset expenditure on infrastructure. It was also felt by some that the service change should be presented as an allocation of resources to where they are needed (i.e. in the recycling/composting collection services), rather than as a reduction in service.

4.2.3 Views on kitchen waste collections

A weekly kitchen waste collection was viewed by many participants as being essential, particularly if AWC is introduced. It was stressed that any source-separation system for waste needed to be easy and hygienic. The need for a special collection system targeting flats was also mentioned. Again, most participants said public education was key to ensuring a successful system, and there was general concern regarding the costs for any new system. One group felt that it was difficult to form an opinion on kitchen waste collection without knowing the treatment method, as this would influence the range of materials collected and hence the ease of the system. Some participants felt that siting of an appropriate treatment facility was resulting in delays in the districts being able to undertake kitchen waste collections.

4.2.4 Views on garden waste collections

Garden waste collection was not viewed favourably by some participants as it results in an increase in material that must be managed by the councils. Several groups raised the point that there are discrepancies between the needs of rural versus urban areas for garden waste collections in the County. Many participants felt that encouraging home or community composting was a better option, although certain types of garden waste did not readily biodegrade in a home compost bin. However, it was noted that public support for garden waste collection is strong where the service is currently provided – it is a popular service, and the electorate is willing to pay for it. Opinions were mixed as to whether garden waste should be collected co-mingled with kitchen waste. Whether it should be mandatory to participate in garden waste collections was also questioned.

4.2.5 Views on extending the range/frequency of dry recyclables collected

Participants agreed that weekly collection of dry recyclables would be beneficial (and necessary if AWC of residual waste is instigated) and that it would be good to extend the range of materials collected to encourage more recycling, although with certain caveats. In particular, several groups raised the importance of understanding recycled materials markets and the need for commercial astuteness when considering additional materials for collection. The importance of explaining costs to the electorate was raised several times, with the point made that although more intensive recycling systems will cost more, it should result in savings compared to the option of business as usual, due to the impacts of Landfill tax and LATS. Again, one group stressed the need to know how materials were being processed and managed, before deciding to expand the current collections system.

4.2.6 Views on public perception of current collection systems

The general response was that the public were positive and enthusiastic about current refuse and recyclables collection systems, and were even keen to pay for enhanced services. For this reason, it was seen as essential that any change to existing services (e.g. introduction of AWC) is presented to the public correctly and carefully, with a County-wide marketing and education scheme. Several participants indicated a need to develop some form of enforcement to deal with households that do not use the available systems. The need for marketing and education to make sure people understand the benefits of the systems and how to use them was again mentioned.

4.2.7 Opportunities for joint working

The groups agreed that joint working had huge potential if done properly, and that the districts needed to operate as a single authority to solve their waste problems. Benefits identified for joint working and the procurement of a single joint collection contract included realising economies of scale, better information flow, a single, coherent message delivered throughout the County, and identical collection systems introduced in unison. It was suggested that the County Council needed to fill a leadership or coordination role.

4.3 Treatment of Residual Waste

4.3.1 Is there a need to treat residual waste in the County?

Participants agreed that there is a need to treat residual waste in Gloucestershire, although one group stressed the need for a comprehensive front-end collection system to support any treatment system. Concerns were raised regarding proximity, economic issues, and commercial waste. Small, localised treatment facilities were suggested as an alternative to a large, central facility as a means to reduce transport costs and environmental impacts.

4.3.2 Views on residual waste treatment technologies

Generally, participants felt they needed more information to assess residual waste treatment options. Public and political acceptability of any selected technology was seen as key. Technologies that provided energy from waste (notably pyrolysis and gasification) were proposed as possible options however participants stressed the need to have clean technologies. Mass burn incineration was not seen as an option at present as it was specifically excluded in the present administration's election manifesto. MBT technology was not viewed favourably by all participants: there were concerns regarding limited markets for refuse-derived fuel (from MBT) and the fact that there would still be reliance on landfill if material was simply stabilised.

4.3.3 What are the key issues?

Groups identified a range of key issues concerning residual waste treatment technologies in Gloucestershire. These could be broadly separated into three topics, as follows:

4.3.3.1 Leadership

Several participants noted a current lack of government leadership (although it was not specific whether this was at local or national level), and a need for local government leadership. Cross-party agreement was suggested as essential, particularly in the face of short-term politics.

4.3.3.2 Logistics

Logistical issues discussed by participants included planning for a treatment facility (timeframes, costs, location, procurement and delivery, and transportation). Time was seen as a particular issue as the timeframes required to get appropriate technology in place before the Landfill Directive target years were very tight. One group emphasised that the facility should only accept waste generated in Gloucestershire. Concerns raised over the technology itself included the cleanliness of any selected technology, potential trade-offs with heat generation, and technical uncertainty.

4.3.3.3 Public acceptance

Public trust and perception were noted as key issues for public acceptance of residual treatment technologies. Participants emphasised the importance of communication, information and education. One group was concerned about how the treatment facility would impact on incentives for the public to reduce waste.

Appendix 1 – Gloucestershire Waste Management: Where Are We Now?

Gloucestershire Waste Strategy Consultation

Where We Are Now

Presented by:
Duncan Wilson



Background

Overview of Background Information

- County profile
- Waste data analysis
- Current waste management provision



County Profile

Economy & Demographics

- Growing economy
- Growing population
- Household numbers growing faster than population
40% of population concentrated in Gloucester & Cheltenham
- Cheltenham population is predicted to decline
- Gloucester, Forest of Dean & Tewksbury grow most
- Aging population



County Profile

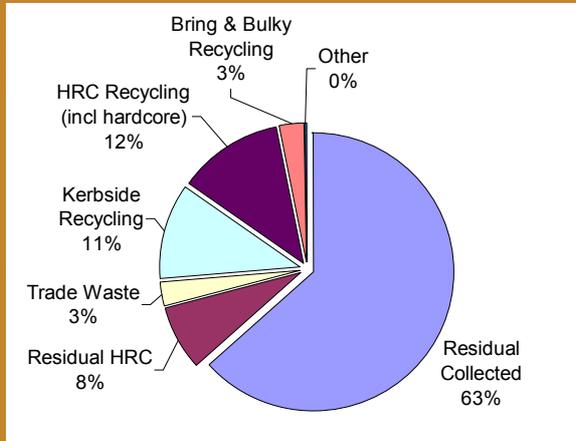
Population & Households

Housing Types (2001)	Cheltenham	Cotswold	Forest of Dean	Gloucester	Stroud	Tewkesbury	County	England & Wales
Detached	18.2%	37.7%	45.7%	20.2%	37.7%	34.8%	31.1%	22.8%
Semi detached	33.6%	30.0%	34.5%	41.4%	33.2%	35.2%	34.8%	31.6%
Terraced houses	22.3%	21.2%	13.0%	23.3%	18.7%	17.8%	19.8%	26.0%
Flats, maisonettes or apartments	25.0%	10.2%	5.9%	14.6%	9.8%	9.9%	13.3%	19.0%
Caravans or other temporary structures	0.8%	0.9%	1.0%	0.5%	0.6%	2.3%	1.0%	0.4%



Waste Data Analysis

Municipal Waste Profile



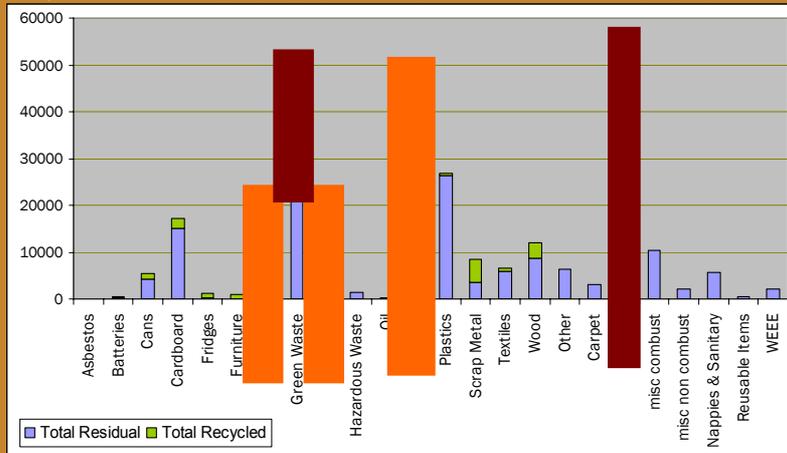
Waste Data Analysis

Trends – Recycling vs Residual



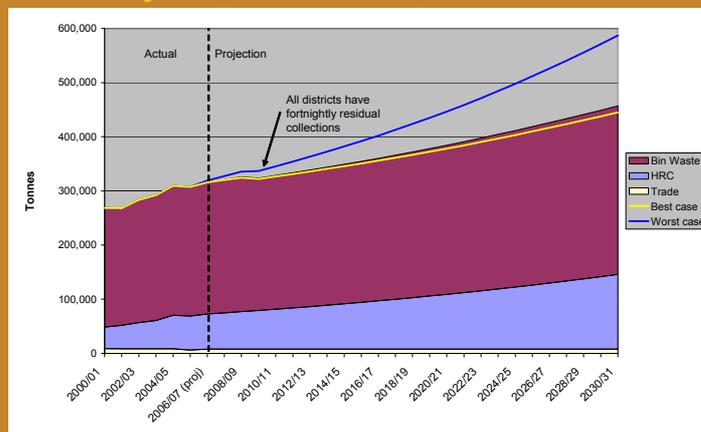
Waste Data Analysis

Capture – Household Collected & HRC



Waste Data Analysis

MSW Projections



Current Waste Management Services

Collection Systems

District	Refuse	Recycling	Organic
Cheltenham	Wheeled bin weekly	Fortnightly 55 litre box	Fortnightly sack (1 st sack free then £2)
Cotswold	Sacks weekly	Fortnightly 44 litre box and lid	Fortnightly 240 L Wheeled bin
Forest of Dean	Sacks weekly	Fortnightly 55 litre box	Fortnightly £240 L Wheeled bin (£20/bin)
Gloucester City	Wheeled bin weekly	Weekly 55 litre box	Fortnightly 2x 120 L reusable sack (extra sacks £2)
Stroud	Sacks weekly	Fortnightly 55 litre box	
Tewkesbury	Wheeled bin weekly	Fortnightly 55 litre box and lid	Fortnightly £240 L Wheeled bin (£26/pa)



Current Waste Management Services

Other Services & Facilities in the County

- 244 Bring Banks
- Bulky Household Waste Collections
- Clinical Waste Collections
- Household Hazardous Waste
- Commercial Waste Collections
- 2 Landfills
- 2 Transfer Stations
- 5 Household Recycling Centres
- 3 Composting Sites



Appendix 2: Gloucestershire Draft MWMS

Gloucestershire Draft Joint Municipal Waste Management Strategy 2006

Duncan Jordan
Gloucestershire C.C

 recycle for Gloucestershire

Why do we need a Strategy?

- **Protect the local environment**
- **Reduce effects on climate change**
- **Protect public health**
- **Control rising costs**
- **Landfill is running out**

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Objectives

- **Involve local communities**
- **Promote the waste hierarchy**
- **Plan for managing waste - 2020**
- **Statutory duties and targets**

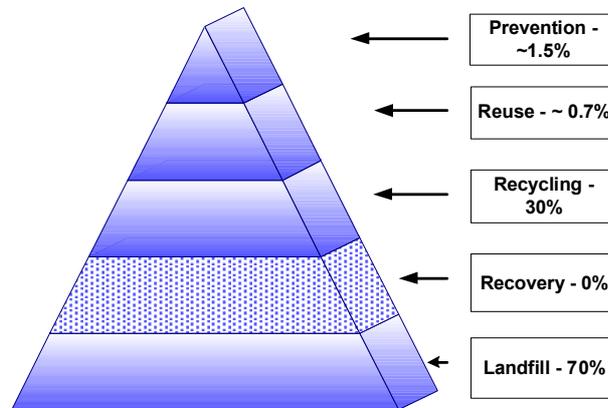
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The Waste Hierarchy



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What we currently do



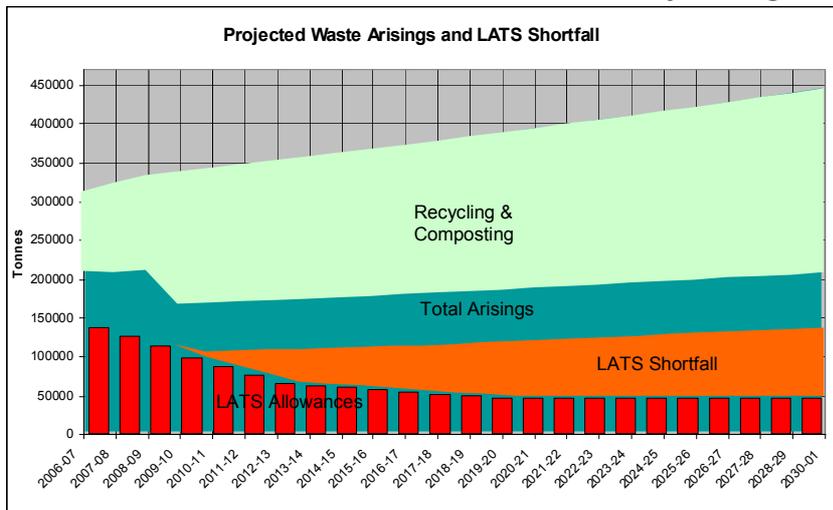
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Key Targets

- **Landfill Diversion - (LATS)**
- **Recycling & Composting**
- **Zero waste growth by 2020**

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Predicted waste arisings, LATS allocations and level of recycling



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Our Delivery

- **Waste prevention initiatives:**
 - Supporting the community & voluntary sector
 - Home & Community composting
 - Reducing junk mail
 - Smart shopping
 - Education programme
 - Reusable nappies

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Our Delivery

- New waste collection systems:
 - Expanded **kerbside recycling** collections
 - Introduction of **kitchen waste** collections
 - Possible **fortnightly** refuse collections

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Our Delivery

- New waste facilities:
 - **In-vessel composter**
2009/10
 - **Residual waste treatment**
2012/13 **?**



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JMWMS

- **Adopt strategy by May/June 07.**
- **Inform the work of each council.**

- **GWP will “own” and oversee.**
- **Regularly monitor and review.**

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