Report on Joint Municipal Waste Management Strategy Consultation

Prepared for Gloucestershire County Council

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1.0 Introduction

This report covers the methodology and outcomes of Gloucestershire's public consultation on the Gloucestershire Waste Partnership's (GWP) Joint Municipal Waste Management Strategy (JMWMS).

1.1 Overview of Strategy Process

Figure 1 below gives a broad outline of the strategy development process within which the consultation covered by this report fits, and how the results from this consultation will be taken forward. This report is on the full public consultation element in the green diamond in the middle of the chart. It covers consultation on the headline strategy specifically. From this a revised headline strategy will be developed, district level action plans developed and agreed and monitoring and enforcement measures put in place. A final consultation on the strategy alongside the completed Strategic Environmental Assessment (SEA) Environmental Report will be undertaken before the full JMWMS is adopted.

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Figure 1. Outline of Strategy Process

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                    │  Baseline Report │
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                             │
                    ┌──────────────────┐
                    │ Strategic Analysis│
                    └──────────────────┘
                             │
          ◇ Early              ◇ Internal
            Consultation         Consultation
                             │
                    ┌──────────────────┐        ┌──────────────┐
          ┌─────────│  Headline Strategy│───┐    │  Workshops   │
          │         └──────────────────┘   │    └──────────────┘
          │                  │             │    ┌──────────────┐
          │         ◇ Full Public          └────│    Media     │
          │           Consultation ◄────────    └──────────────┘
          │                  │             ├────│    Survey    │
          │         ┌──────────────────┐   │    └──────────────┘
       ┌─────┐      │     Revised      │   │    │    Great     │
       │ SEA │      │ Headline Strategy│   ├────│Gloucestershire│
       └─────┘      └──────────────────┘   │    │    Debate    │
          │                  │             └────│  Community   │
          │         ┌──────────────────┐        │    Panel     │
          │         │   Action Plans   │        └──────────────┘
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          │         │   Monitoring &   │
          │         │   Enforcement    │
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          │         ◇ Final Public
          └─────────► Consultation
                      incl SEA
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                    │ Final Revisions &│
                    │ Strategy Adopted │
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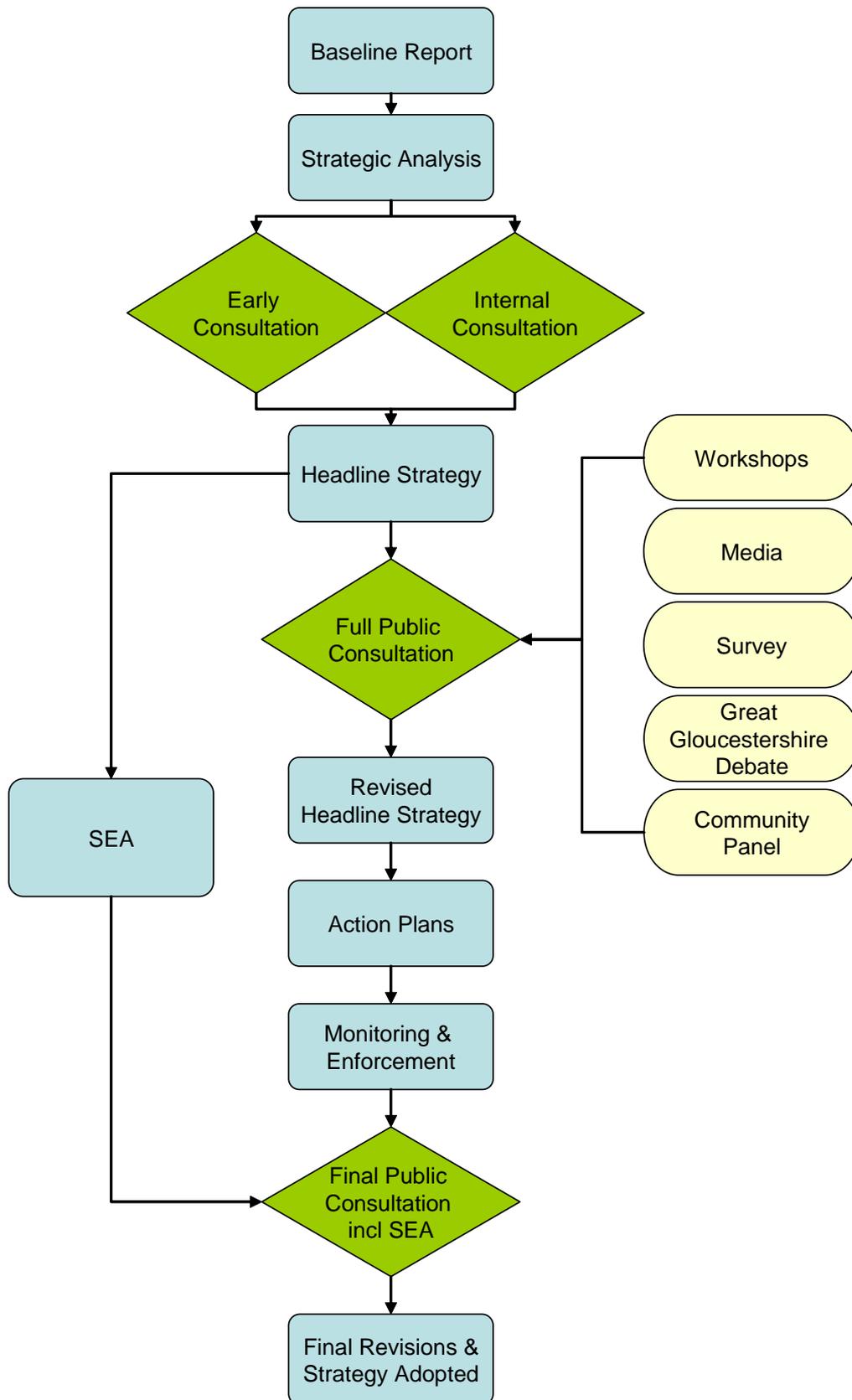
2.0 Consultation Strategy

A strategy for the consultation was agreed prior to work being undertaken on specific consultation elements. The purpose of the strategy was to define the following:

➢ The objectives of the consultation

➢ Key stakeholders

➢ Appropriate consultation tools to reach the identified stakeholder groups

➢ Key messages to communicate

➢ The nature of the feedback required

➢ Appropriate media for dissemination

➢ Timetables, responsibilities and resourcing

Each of these elements is discussed briefly under the headings below.

2.1 Objectives of the Consultation

Defra Guidance on MWMS[1] states that:

> "The Strategy development process is vital in securing understanding of the waste challenge and community support for the way municipal waste is handled. ...Authorities should also engage the local community and other external partners innovatively and actively at an early stage. Appropriate consultation should be continued throughout the Strategy development process.

The purpose of Gloucestershire's consultation on the JMWMS is to not only conform to the guidance but to ensure that the wishes of the community are reflected in the strategy.

A key challenge of the consultation is the balance between informing and enabling meaningful consultation and feedback by stakeholders. It is vital, if consultation is to be meaningful and effective, that those who wish to input into the process have some understanding of the issues, of potential solutions, and of possible difficulties. However there is also a danger of 'blinding people with science' and presenting information in a way that is too technical and that dissuades all but the most interested stakeholders from contributing. Clearly people will become cynical if they suspect that Council's are trying to persuade rather than listen. The consultation therefore aimed to both inform and consult. This was attempted through various forums and media.

For the strategy to have credibility and for it to be able to successfully map out a way forward for waste management in Gloucestershire it is essential that it is known about, understood, and broadly endorsed by the community.

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[1] Defra (2005) *Guidance on Municipal Waste Management Strategies*. P.10

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2.2 Key Stakeholders

Key stakeholder groups identified for the purposes of the strategy consultation included:

➢ Residents & Council Taxpayers

➢ Residents Groups

➢ Environmental Groups

➢ Community Groups

➢ Parish Councils

➢ Disability Groups

➢ Faith Groups

➢ Members

➢ Waste Management Industry

2.3 Appropriate Consultation Tools

A 'shopping list' of possible consultation tools was drawn up, with annotations detailing advantages and disadvantages of each technique (refer Appendix 1). The list included the following tools:

- Mail out to all homes
- Profile sample mail out (& survey)
- Community Panel
- Deliberative Poll
- E-engagement - online discussion forums
- E-engagement - online panels
- Interest Group /stakeholder workshops
- Newspaper advertising/inserts
- Doorstep survey
- The Great Gloucestershire Debate
- DVD mail out
- Local Television/Newspaper/Radio Presswork

- Telephone survey
- Focus Groups
- Citizen Juries
- Internet Survey
- E-engagement - text message responses
- Open Public Meetings
- District level workshops
- Internet based documentation
- Roadshow
- Levels of consultation documentation
- Streaming media
- Use Local Services – e.g. sports centres, libraries, shopping centres etc as focal point for engagement

From this list the techniques for the consultation were selected. The selection was based on ability to meet the objectives of the consultation, cost and time. The techniques are shown in Table 1 below.

Table 1. Consultation Approaches Selected and Key Rationale

Consultation Method	Key Rationale
Sample Mail out & Survey	Representative sample of population can be selected so that all views are represented. Potential to generate a relatively high response rate. More cost effective than mailing to all homes. More detailed questionnaire with more meaningful questions is possible.
Stakeholder Workshops	Focused workshops enable key issues to be addressed in appropriate detail. Interest groups can be accommodated and information and debate pitched at the right level easily.
The Great Gloucestershire Debate	Great awareness raising potential. Could be used to generate consultees for more deliberative consultation.
Local Media	Potential to reach a wide audience and ensure high levels of awareness.
Levels of Consultation Documentation (e.g. leaflet, summary booklet)	Enables appropriate information to be provided to different stakeholders. Limits costs.
Use of local libraries, shopping centres, Household Recycling Centres etc as focal points for engagement	Potential to reach a wide audience and ensure high levels of awareness.
Website	Appropriate levels of documentation can be easily made available to those who seek it. Targets a younger demographic.
Internet Survey	Good detailed responses possible. Levels of information can be accessed by individuals as the desire. Relatively easy to set up, run, and analyse results.
Community Panel[2]	Deliberative responses from a well informed group. Ideal to inform a process

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[2] This was used in the context of consultation on Gloucestershire's Residual Waste Treatment Technology procurement. However as part of the panel exercise a session on the JMWMS strategy was held and feedback gathered.

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	at early stages (e.g. to set criteria, decide on options to be evaluated, feed into contract award criteria).

2.4 Key Messages

The key messages for the 'informing' element of the consultation were based heavily on the content of the actual strategy itself. Although overall messages were kept consistent the level of detail and technicality of the wording was adjusted to suit the audience being addressed through various media. Key messages included the following:

➢ Waste is a problem (because of environmental and economic reasons)

➢ The problem of waste is growing

➢ There is a need to reduce the amount we generate

➢ We need to recycle and compost more

➢ It is everyone's responsibility (not just the council's)

➢ Even after we have reduced, reused, recycled and composted all we can there will be some materials left over

➢ We cannot just keep sending this left over material to landfill

➢ Technologies are available to treat this waste and recover some value through energy and recovered materials

➢ Residents need to have their say on how Gloucestershire should manage its waste

➢ Householders may notice changes to their waste collection systems in the future

2.5 The Nature of the Feedback Required

Two basic types of information were sought by the consultation:

Quantitative data that could provide a representative sample of the views of the community on key issues. The random, web, library and parish council surveys were designed to gather this information.

Qualitative information that would assist in understanding common views in more depth and that would elicit the views of key stakeholder groups who are likely to provide comment at a higher level of detail and comprehension than the general public. The stakeholder workshops and open consultation responses were the avenues for gathering this information.

2.6 Appropriate Media

In order to reach as wide an audience as possible a range of media were used. This included printed media, local radio, newspapers, libraries, Household Recycling

Centres, the internet, as well as targeted workshops. Examples of printed media and internet pages are contained in Appendices 2 and 3.

It was fortunate the Great Gloucestershire Debate (GGD)[3] had a slot available for waste management that coincided closely with the intended consultation period. The GGD was not on the waste strategy specifically but on waste issues generally, however many of the issues covered were identical and it proved an ideal tool to raise awareness of the consultation. The outcomes of the GGD are not covered in this report as they do not relate specifically to the strategy. However a copy of the outcomes from the GDD is included for the reader's information in Appendix 4

2.7 Timetables, Responsibilities and Resourcing

A consultation period of November 2006 to 22 January 2007 was set for the consultation.

The resources required to implement the consultation programme were identified and responsibilities allocated to ensure that the key milestones were achieved.

3.0 Aspects covered by this report

This report focuses on the aspects of the consultation process which were designed to elicit feedback, specifically the stakeholder workshops, community panel, and the random, web, library and parish surveys. The methodologies used, the scope of the responses, and a detailed analysis of the responses received including key points to take forward into the strategy, are covered in the report.

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[3] The Great Gloucestershire Debate is a consultation and promotional campaign to get people living and working in Gloucestershire talking about the issues that matter most to them. The initiative has been developed on behalf of the Gloucestershire Strategic Partnership (GSP), which was formed in 2002 to enable organisations to better work together for the benefit of the county. Members include Gloucestershire County Council, the six district councils, Gloucestershire Constabulary, the health community, business sector and voluntary and community groups. The GDD utilises a variety of mainstream media channels to connect with the public.

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4.0 Stakeholder Workshops

Separate detailed reports on each of the stakeholder workshops, including a community panel consultation exercise, are contained in Appendix 5 The key outcomes of the workshops and community panel are presented in the subsections below.

4.1 Non Government Organisation Workshop

4.1.1 General Comments

There was widespread consensus that the strategy should emphasise waste prevention, that there is a need to recycle and reuse more, and that not just the council, but householders, community groups and businesses must do more.

There was a desire to see that the strategy was, where possible, putting pressure on businesses to adopt more sustainable waste management practices. This was a recurring theme throughout the consultation that efforts to 'stem the tide' of waste need to begin further up the supply chain, and that dealing with the material at the end of pipe is not going to be sufficient. In this regard packaging waste was a significant concern. There was some discussion about the role of local authorities in trying to reduce packaging waste and the need to lobby central government to change the legislation in this area.

In relation to alternate weekly collections of residual waste, the comment was expressed that this should not be introduced until comprehensive kerbside recycling systems are introduced – this is particularly important for the disabled community who do not have easy access to bring banks or household recycling facilities.

Workshop participants felt that waste companies should work together with local authorities to meet the aims of sustainable waste management. Contracts should be worded such that waste companies are incentivised to encourage waste activities further up the waste management hierarchy.

It was suggested that there should be an objective related specifically to minimising flytipping and illegal waste activities.

4.1.2 Comments Related to Specific Strategy Objectives

The comments below are a selection of responses, which appear to reflect a strong consensus or salient points that may require further consideration in the context of the strategy.

Draft Objective 3: "To provide collection systems that enables all householders to segregate their waste into three streams: dry recyclables, biowaste (kitchen and/or garden waste) and residual waste".

Some members of the group thought that the reference to '3' waste streams should be removed since it is too restricting. It may be that in future more waste streams are separated out – e.g. uncooked vegetable kitchen scraps and other kitchen organic waste.

Draft Objective 5. "To maximise recovery of recyclables and gain further value from residual waste before disposal. We will provide residual waste treatment capacity to divert waste from landfill, and find/or develop markets for recovered materials".

This was a relatively controversial objective with no clear consensus of opinion on its importance. It was generally agreed however that all efforts should be made to reduce the quantity of waste that requires treatment, and that treatment solutions should not lock in the council to providing minimum tonnages.

It was felt that the wording of this initiative was too positive, and that residual waste treatment was essentially 'making the most of a bad job'. There was also concern that the wording appeared to favour Energy from Waste (EfW).

Draft Objective 6. "To implement this Strategy, through clear leadership, accountable decision-making, timely investment and resourcing. We will look to secure sustainable funding to continuously improve Gloucestershire's waste management service".

The relevance of this as a specific objective within the strategy was questioned. It would appear to not be an objective as much as a method through which objectives can be achieved. (This comment may also apply to objective 7 below)

Draft Objective 7. "To develop an effective partnership between the seven Gloucestershire authorities and investigate the formation of a suitable organisational framework for delivering this Strategy. We plan to develop strong partnerships with the Waste Planning Authority, businesses, community groups and other organisations to ensure effective management of the municipal waste stream".

There was a desire to see the membership, role and remit of the GWP spelled out in detail within the strategy.

4.2 Industry Workshop

4.2.1 General Comments

Overall the industry group was less concerned with the content of the strategy and more concerned that the strategy was clear what it was trying to deliver. It was felt that the industry could respond to whatever is asked of it as long as this is clearly stated.

- The strategy should provide clarity about what the GWP wants to do, particularly in respect of EfW;

- One problem with being clear in the strategy and naming a technology is that the County would then not be eligible for PFI credits;

- Time is a big issue. There is a need to get facilities procured soon and lead in times are very short if key Landfill Directive target dates are to be met;

- Output based contracts – which do not specify a preferred technology, are acceptable for industry as long as they are genuine – i.e. that the client is truly open to options, and there are not significant impediments (e.g. political) to any of the possible options;

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4.2.2 Delivering Higher Recycling Rates

It was widely agreed that AWC will be a key to delivering higher recycling rates. It was felt that it is essential to get the communications right if moving to AWC as the public can react negatively if it is not well presented and delivered.

It was noted that the ownership and handling of collected recyclate is fragmented at the district level and that there is room for a more cohesive and strategic approach by the GWP to managing these materials.

One view that was expressed was that climate change concerns may drive source separated collections of materials in the future as these materials are able to be put to a higher level of use – e.g. source separated glass being able to be recycled back into glass as opposed to co-mingled glass which is downcycled into aggregate.

A contrary view was expressed to this - which was the MRF materials can be sorted to equally high quality and that collection logistics are more efficient for co-mingled materials therefore reducing transport and hence emissions.

4.2.3 Comments Related to Specific Strategy Objectives

Compost Hierarchy (Objective 4) "To promote home and community composting where possible, and also provide facilities to compost biowaste that is collected at the kerbside and received at HRCs. We aim to produce high quality composts that can be used locally".

A discussion was had on the degree of flexibility accorded to individual districts to determine their own collection systems. It was the industry view that they required certainty as to the materials and volumes that were going to be made available for processing in order to be able to invest in appropriate types and scales of facility. It was felt that flexibility can create uncertainty. The possibility of the County using powers of direction to achieve this was put forward.

Residual Waste as a Resource (Objective 5)

"To maximise recovery of recyclables and gain further value from residual waste before disposal.   We will provide residual waste treatment capacity to divert waste from landfill, and find/or develop markets for recovered materials".

The view was expressed that it is not clear from the wording of the objective what the counties position on EfW is. It was felt that unless people radically change their consumption habits and engage in a high degree of source separation then there will be no avoiding the need for some form of thermal treatment (either incineration, gasification/pyrolysis or burning of RDF via MBT or BMT). If people want to avoid having to use incinerators it is therefore up to them. However the GWP needs to be up front about the fact that it is likely to be required. It was suggested that the word 'incineration' or even 'burning' should be used. If facilities are going to be built then NIMBY will be an issue and, given the tight timeframes involved if the county is to have facilities operational by 2012/13, it is important to get the issues in the open and resolved quickly.

Local Processing (Objective 8)

"To reprocess waste materials at the most appropriate location; recycling locally wherever practical by supporting reprocessors within Gloucestershire. We will seek to ensure that our waste materials are recycled into high quality products, helping to generate jobs and create wealth and mitigate the impact of climate change".

It was pointed out that the price that is obtainable for commodities is likely to be an issue in determining the destination of materials. In addition, some materials require reprocessing facilities to be built on a large scale to be economic (e.g. paper mills) and therefore if they were to be built in Gloucestershire this would mean having to import materials from outside the county. The objective needs to be worded to reflect this reality. Other materials such as compost can more easily be kept on a regional basis. It was also felt that it should be recognised that where waste is involved this can create planning issues for facilities, which could make meeting this objective more difficult.

In respect of the issue of allocation of planning risk there is a need for the WDA to be a strong advocate to the planning authority – to be clear and up front about what is required and to fight for it. Because planning is a political issue (particularly where specific sites are concerned) then political leadership is required.

It was felt that Strategic Partnerships were increasingly the way forward as risk is shared, and that PFI is becoming less attractive due to the risk being taken on by the contractor and having to be priced into the contract.

Partnerships (Objective 7) "To develop an effective partnership between the seven Gloucestershire authorities and investigate the formation of a suitable organisational framework for delivering this Strategy. We plan to develop strong partnerships with the Waste Planning Authority, businesses, community groups and other organisations to ensure effective management of the municipal waste stream".

The key point to emerge from this discussion was the need for leadership, and for the GWP to be clear and upfront about what is required and to drive it forward. It was felt that it would be most effective if one person was to be ultimately responsible for leading it.

This also requires that there is unanimity amongst the GWP and that the parties have signed up politically to the strategy. The issue of whether the current legal structure is the best for delivery of these objectives was also raised.

4.3 Members Workshop

4.3.1 Tackling Waste Growth

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.

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

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- Targeting construction and demolition wastes

4.3.2 Barriers to Successful Implementation of Waste Prevention

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

4.3.2.1 Cultural

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.

4.3.2.2 Leadership

Key points included:

- There is a need for strong central government leadership and guidance on waste prevention, as 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.

- Tonnage-based recycling targets tend to encourage waste into the system as recyclables/compostables (in particular garden waste).

- 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.

4.3.2.3 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.

4.3.3 Waste Collection

Most participants felt that the proposed approach was a sensible way forward.

4.3.4 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.

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.

4.3.5 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.

4.3.6 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. 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

4.3.7 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.

4.3.8 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.

4.3.9 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.

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4.3.10 Treatment of Residual 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.

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 EfW (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.

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.

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.

4.4 Community Panel Strategy Session

Draft Objective 1 – Changing Behaviour

The group thought that this objective could be actioned through:

- More advertising
- Championing the cause by inspirational people
- Use waste infrastructure as advertising backdrops including vehicles
- Force specific information to be put on packaging:
    o Chemicals used
    o Energy used to create
    o Is it recyclable?

Draft Objective 3 – Segregation at Source

The group stated that there was a need for a bin system that people can understand – e.g. through colour coordination. Many people don't really have space inside their homes to store large bins and having 3 bins takes up a lot of space and is invasive. Space is a key issue for big families. There is a need for systems which all people can cope with.

Draft Objective 5 – Residual Waste as a Resource

Participants generally agreed with this objective as it was recognised that the County could not go on landfilling which causes environmental problems e.g. seepage into groundwater and odour problems.

Incineration was not seen as a popular option, and should only be used where there is no other use for any of the materials being incinerated.

Draft Objective 8 – Closing the Resource Loop

The following comments were made:

- There will be planning problems to dealing with waste locally.

- Should use facilities – not necessarily waste facilities – that are already there.

- Local recycling – do we have the skills and cheap enough labour?

- The objective is a good idea but are there economies of scale to be made?

- This was a good aspiration and that the emphasis on local is very important. But the County should be prepared to look beyond the borders.

- Need to look at ideas for using the materials – e.g. insulation. Need positive approaches to end use of materials.

Barriers to recycling

Key points mentioned included:
- Limited materials that can be collected.
- Lack of education – there is confusion about what wastes go in which bin. This stops you recycling at all.
- Bins not picked up regularly enough, the bins get full. One person has 3 boxes and they are all filled each fortnight.

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5.0 Survey

A survey was developed in order to gauge opinion within the community on waste issues generally and the proposed JMWMS in particular. The survey was developed and administered by Gloucestershire County Council (GCC) in consultation with Eunomia Research & Consulting. Primary compilation and analysis of results has been undertaken by GCC with additional analysis undertaken by Eunomia Research & Consulting.

5.1 Methodology

5.1.1 Development of Survey Questionnaire

The survey questionnaire was developed by GCC in consultation with Eunomia Research & Consulting. The questionnaire aimed to elicit responses on key issues related to the draft JMWMS. Efforts were made to ensure that the wording of the questions was clear and non-technical and the no leading questions were asked. The basic questionnaire was adapted for four methods of dissemination: a random mail-out survey, a web based survey, a survey placed in council libraries, and a survey mailed out to Parish Councils. Copies of the surveys are presented in Appendix 6.

5.1.2 Survey Sampling

5.1.2.1 Random

The random survey was mailed out to 4,000 randomly selected households across the county. Accompanying the survey was a copy of the 8 page A-4 booklet entitled 'Let's Talk Rubbish' (Appendix 2), an introductory letter signed by the Chair of the Gloucestershire Waste Partnership and a postage paid return envelope.

The sample size was designed to yield a response rate that would be significant to +/-3% at a 95% level of confidence. A random sampling regime was used to select the sample population. No attempt was made to stratify the sample by district, or socio-economic criteria (e.g. ACORN profile), and no record was kept of the profile of the households to which the surveys were sent.

5.1.2.2 Web

The survey was posted on the 'Recycle for Gloucestershire' website, in an area dedicated to the JMWMS consultation. The survey questions were identical to the random survey questions.

5.1.2.3 Library

Copies of the survey and information booklets were made available at all Council libraries.

5.1.2.4 Parish Councils

Copies of the survey and information booklets were posted to the 282 Parish Councils together with an invitation to make a response on behalf of the council. In addition to the formal survey, respondents were encouraged to make additional written

submissions if they desired. The results of the Parish Survey are presented separately to the general public survey.

5.2 Survey Results: Response Profile

5.2.1 Response Rates

Survey	Sample Frame	Number of Responses	Response Rate
Random	4,000	1,220	30.5%
Web		329	
Libraries		192	
Sub Total		1,741	
Parish Councils	282	35	12.4%

The response rate for the random survey is very good for this type of postal survey with 1,220 out of 4,000 people responding (30.5%), and is roughly double what might typically be expected. This high level of responses may have been stimulated to a certain extent by the Great Gloucestershire Debate, but equally is likely to reflect a relatively high level of interest in waste services among the general public.

5.2.2 Response Profiles for Combined Surveys

Table 2. Ethnicity of Respondents Against County Profile

Ethnicity	Respondents		ONS Census Profile
	Frequency	Percentage	Percentage
White British	1612	92.6%	94.8%
White Irish	7	0.4%	0.8%
White Other	28	1.6%	1.6%
Mixed White & Black Caribbean	1	0.1%	0.4%
Mixed White & Black African	1	0.1%	0.1%
Mixed White & Asian	2	0.1%	0.2%
Other Mixed background	2	0.1%	0.2%
Indian	1	0.1%	0.7%
Pakistani	1	0.1%	0.1%
Bangladeshi	0	0.0%	0.1%
Other Asian	1	0.1%	0.1%

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Black Caribbean	0	0.0%	_0.4%_
Black African	0	0.0%	_0.1%_
Other Black	0	0.0%	_0.1%_
Chinese	1	0.1%	_0.2%_
Any other	14	0.8%	_0.2%_
No reply	70	4.0%	_0.0%_
Total	1741	100.0%	_100.0%_

The response profile for the survey is a reasonably close match to the overall profile for the County based on the 2001 census data, with the majority of respondents classifying themselves as 'White British'. Based on the above data the survey would appear to be representative of the ethnic profile of the County.

Table 3. Combined Response Profile by District

	Respondents		ONS Census Profile
District	Frequency	Percentage	Percentage
Cheltenham	292	16.8%	19.5%
Cotswold	338	19.4%	14.2%
Forest	207	11.9%	14.2%
Gloucester	250	14.4%	19.5%
Stroud	408	23.4%	19.1%
Tewkesbury	219	12.6%	13.5%
No reply	27	1.6%	-
Total	1741	100.0%	100.0%

As can be seen from the above table the profile of responses from the survey differs from the ONS census profile. Of particular note is the fact that Cotswold and Forest of Dean have the same proportion of population in the census data but Cotswold is nearly twice as heavily represented in the survey. Similarly Gloucester and Stroud have very similar proportion of population but nearly twice as many respondents indicated they were from Stroud as from Gloucester.

Table 4. Combined Age Profile of Respondents against ONS County Profile

	Respondents		ONS Census Profile[4]
Age range	Frequency	Percentage	Percentage

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[4] Adjusted to discount under 16 age bracket

16-24	34	2.0%	13.5%
25-34	167	9.6%	15.9%
35-44	335	19.2%	18.4%
45-54	307	17.6%	17.1%
55-64	369	21.2%	13.8%
65-74	267	15.3%	10.8%
75 or over	211	12.1%	10.5%
No reply	51	2.9%	
Total	1741	100.0%	100.0%

Figure 2. Combined Age Profile of Respondents against ONS County Profile
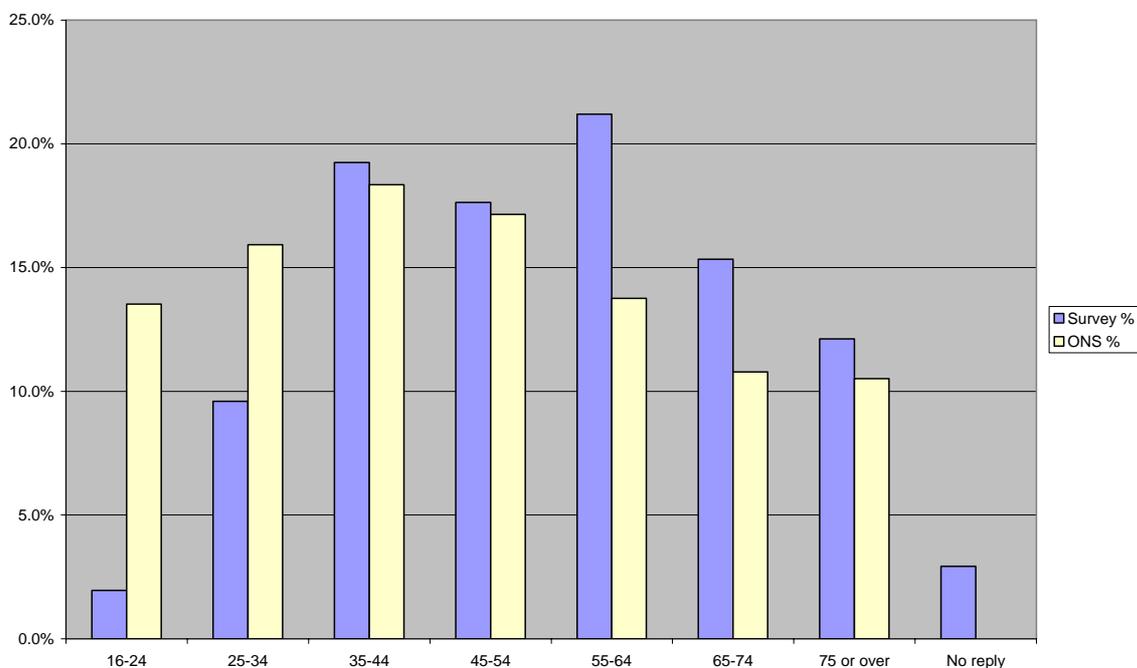
As can be seen from Table 4 and Figure 2 above the younger age brackets are significantly under-represented, and the older age bracket heavily over represented in the survey sample.

5.2.3   Discussion of Data Issues

Data from the Random, Web and Library survey responses have been combined for presentation in this survey report. This was done to increase the total sample size & improve the age distribution of the sample population (thereby increasing confidence in the results), and to ensure that responses from all people who participated in the survey are considered equally. In order to be able to combine the responses with a sufficient degree of assurance in the compatibility of the datasets, potential biases

that could have arisen from each of the sampling methods were examined. The principal concerns considered included:

➤ The random survey was not stratified according to district;

➤ The web survey and library survey respondents were entirely self-selected.

➤ Older age groups were heavily over-represented, and younger groups under represented in the random survey particularly;

Each of these issues and how they were addressed is discussed in the following subsections.

5.2.3.1 Responses by District

The lack of stratification on the random survey could have contributed to a disproportionate number of responses coming from certain geographic areas or sectors of the population. The figures presented above clearly show that there is a district bias in the response to the survey; however this is only likely to be a concern if it is demonstrated to have an impact on the nature of the responses.

An analysis of the responses by district was conducted to ascertain if any bias might be incurred in the results as a result of over or under-representation by particular districts. Although there is a degree of variation between districts on the responses to some questions, this is generally very small and making adjustments to balance the proportions of district responses resulted in either negligible difference, or an insignificant difference that was comfortably within the +/- 3% margin of error established for the survey design. It was therefore concluded that the distribution of responses by district did not have a significant impact on the survey results.

5.2.3.2 Self selection in Web and Library Surveys

The self selection of respondents in the web and library surveys introduces potential for bias from certain groups responding through these forums. In particular it was noted that ten respondents on the web survey indicated that they had heard about the survey through environmental group e-mail distribution lists. This raised the possibility that others responding through this forum were also encouraged to do so by environmental or other interest groups and so responses could be skewed by the activity of these groups. The question is whether this is likely to be a serious concern. The numbers involved are not large (0.6% of the total survey population) and it could be argued that anyone making the effort to voluntarily respond to a survey is likely to have strong views one way or another, and so the survey will tend to reflect more extreme views in any case. It could be further argued that from a consultation perspective it is important to capture these views as, when it comes to implementation of the strategy, it is these groups that will be most vocal. On balance it was not considered that over representation of interest groups in the web survey is a serious concern in the context of the survey overall.

It was also noted in examining the results of the web survey that County Council employees were heavily represented, with some 51 respondents being identified as County Council employees, with the total number possibly being greater than this if respondents who gave no indication of how they heard about the survey are accounted for. Further analysis of the responses suggests that these respondents

were generally more likely to favour environmental initiatives compared to the overall survey population. However this could also partially reflect the fact that council respondents are more likely to be from a younger demographic (which as discussed below appears to be correlated with more positive responses to service changes). On balance it was felt that the over representation of Council employees is a potential bias that should be noted, but that in the context of the overall survey of 1,741 respondents, it is unlikely to have biased the results beyond that attributable to the margin of error.

5.2.3.3 Age Group representation

As shown by Table 4 there is a significant skewing of the response by age group in the overall survey results, with the youngest age groups significantly under represented, and the 3 oldest age groups '55-64', '65-74', and 'over 75' all notably over represented. The random survey had the largest over-representation of the older age groups. The library survey showed a similar but slightly less extreme age bias, while the web survey showed a bias in the opposite direction with the '35-44' age group significantly over-represented and the '65-74' and 'over 75' age groups significantly under represented.

Analysis of responses by age group revealed differences in the response profiles of each age group, with the older groups tending to respond more negatively to potential changes compared to the younger groups, although this was clearly more marked in some questions than others. This suggests that the age profile of the survey had a discernable impact on the results. Therefore for the questions that appear to be most highly influenced by the age profile of the respondents, a discussion of the potential bias is presented along with an analysis of the impact from making an adjustment for the age bias of the survey.

5.3 Survey Results: Answers to Questions

5.3.1   Q.1: Do you think the following should be part of the way we deal with Gloucestershire's waste?

Table 5. Percentage Reponses for Question 1: Do you think the following should be part of the way we deal with Gloucestershire's waste?

	Yes	No	Don't know	No reply
Reducing waste (e.g. reducing junk mail and the amount of packaging on goods)	97.9%	0.9%	0.3%	0.8%
Educating people on waste issues	92.5%	2.0%	2.6%	2.8%
Recycling and composting as much as we can	96.8%	0.7%	0.6%	1.9%
Reducing hazardous waste	91.8%	0.7%	4.3%	3.3%
Treating left over rubbish to get value from it, rather than burying it	91.9%	1.0%	4.4%	2.6%
Making sure local communities, businesses, and local councils work together to manage waste	96.5%	0.5%	1.7%	1.4%

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Figure 3. Reponses for Question 1: Do you think the following should be part of the way we deal with Gloucestershire's waste?
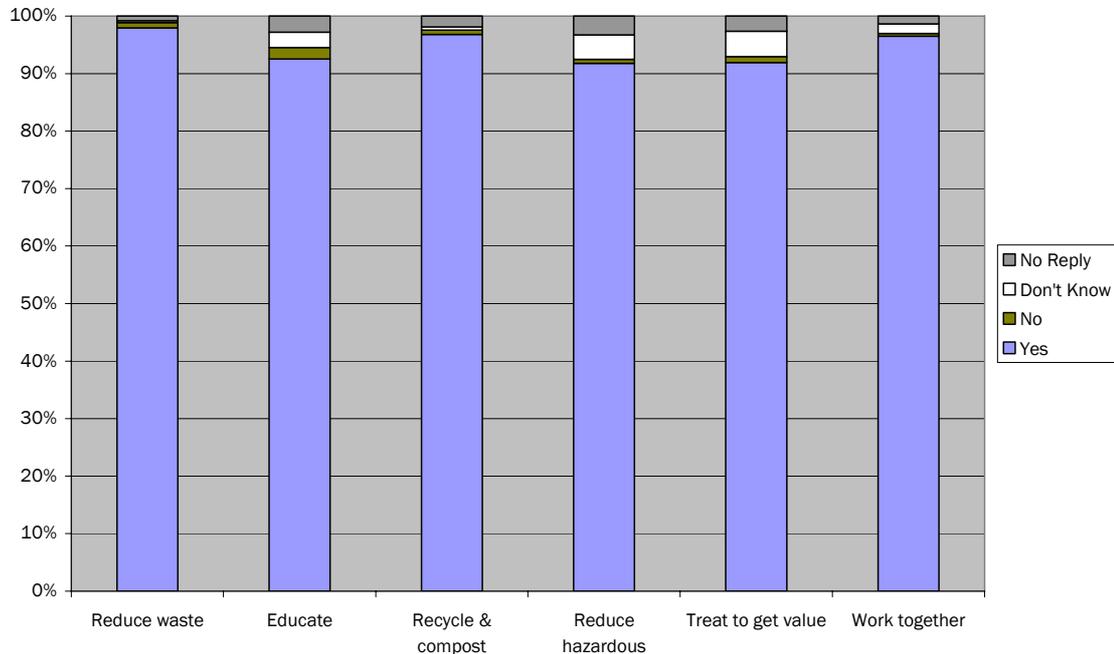
As can be seen from both Table 5 and Figure 3, respondents consider all of the suggested key approaches to dealing with Gloucestershire's waste to be important with all approaches receiving over 90% 'yes' responses. Within this there is a slight favouring of certain initiatives over others with 'Reducing waste' seen as the most important (98% positive response) followed by 'Recycling and composting' (97% positive response). The initiatives seen as least important within this context were 'Reducing hazardous waste' and 'Treating waste to get value' with each receiving approximately 92% approval.

5.3.2   Q.2: Additional Comments on the Strategies Objectives

There were a number of key messages to emerge from the written comments. Packaging is a key concern and respondents felt that businesses, particularly supermarkets, need to shoulder a share of the responsibility for the reduction of packaging waste. The other message to come through strongly was that collection of a wider range of materials, especially cardboard and plastics, was desired (particularly at kerbside). Home and community composting received moderate support, while comments on residual treatment processes were varied with no clear majority of opinion emerging.

Additional analysis of comments on the strategy objectives is contained in Appendix 8

5.3.3 Q.3: If your Council did the following, how likely would you be to recycle more household waste?

Table 6. Percentage Responses to Question 2: If your Council did the following, how likely would you be to recycle more household waste?

	Very likely	Likely	Unlikely	Very Unlikely	Don't know	No reply
Collected more materials for recycling (such as plastics and card)	83.5%	11.4%	2.0%	0.8%	0.3%	2.0%
Collected your recycling more often	42.2%	20.9%	23.5%	3.9%	2.1%	7.4%
Provided bigger containers for recycling (such as wheeled bins)	48.8%	17.9%	18.0%	6.8%	2.3%	6.1%
Provided more local recycling banks	41.2%	23.9%	22.5%	5.1%	1.7%	5.6%
Provided you with clear information on recycling	55.8%	26.5%	9.1%	2.0%	1.3%	5.3%

N=1,741

Figure 4. Percentage Responses to Question 2: If your Council did the following, how likely would you be to recycle more household waste?

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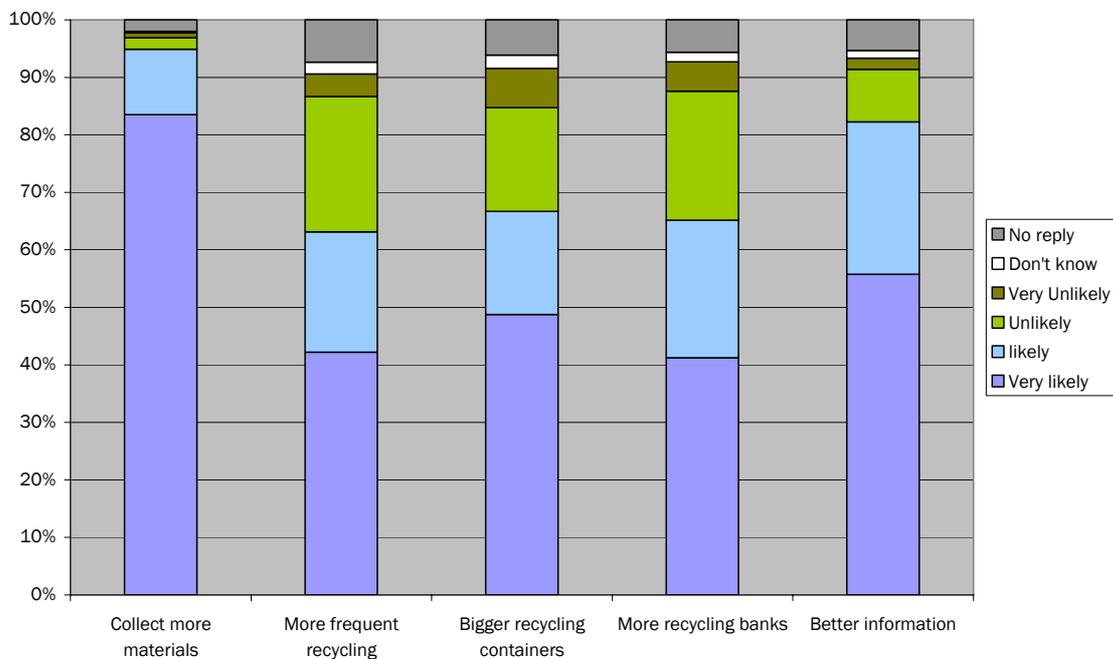
Clearly the most popular option to encourage more recycling was for councils to collect a wider range of materials for recycling with approximately 95% of respondents saying they were either 'very likely' or 'likely' to recycle more. This was followed by providing clear information about recycling which was selected by 82% of respondents as being either 'very likely' or 'likely' to encourage them to recycle more. The least popular options were more frequent recycling collections (63%) and more recycling banks (65%).

The data was analysed to see if the district had an influence on the results. Residents from Gloucester, which is the only district to have a weekly recycling collection, were slightly less likely to say they would recycle more as a result of more frequent collections (61%) compared to other districts but when the data was adjusted to account for this it did not change the result significantly.

5.3.4   Q.4: Would you consider separating your left over food waste for a recycling collection?

Table 7. Responses to Question 4 by Percentage

	% of Respondents
Yes	60.0%
No	26.0%
Don't know	10.8%
No Reply	3.3%
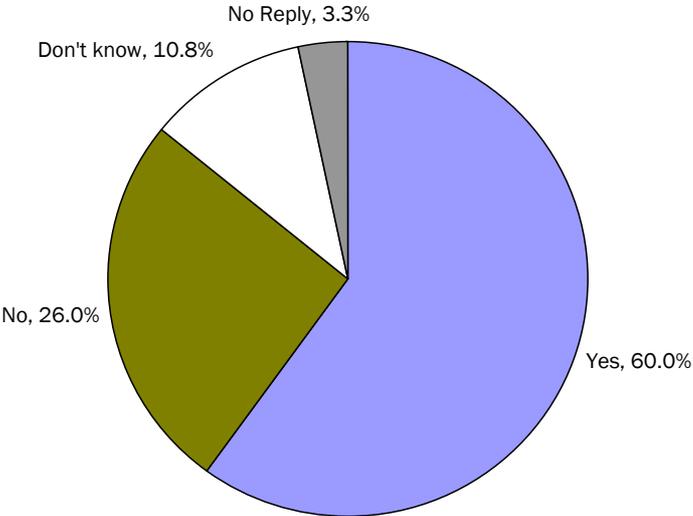
The majority (60%) of respondents indicated they would consider separating their food waste for recycling collection, while approximately a quarter say they would not do so, and some 11% indicated that they didn't know. Upon closer examination this question had a substantial differentiation of responses depending on the age of the respondent. The responses by Age Range are presented in Figure 6 below.

Figure 6. Proportion of Respondents Saying "Yes" to Q.3: "Would you consider separating your left over food waste for a recycling collection?" by Age Range.
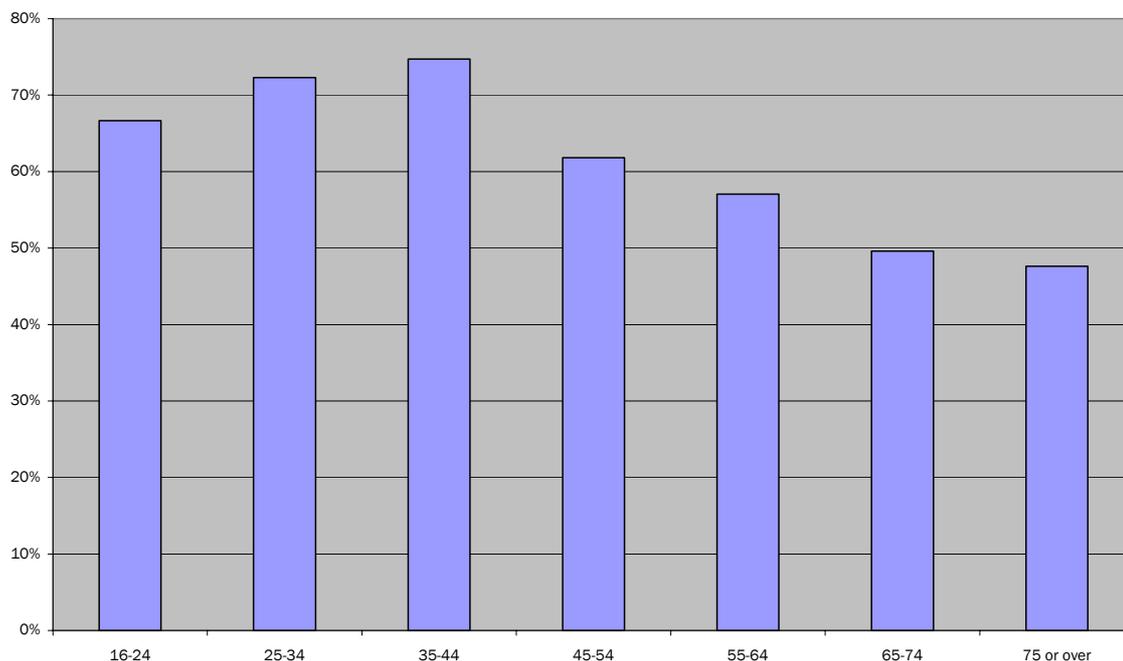
As can be seen from the above chart the proportion of respondents indicating they would separate their food waste for recycling declines as age increases, from a high point of 75% in the 35-44 age bracket to 48% in the 75 and over age bracket. Because the older age groups are substantially over-represented in this survey it was deemed that this was likely to have skewed the results. Therefore an adjustment was performed on the data to ascertain the likely response profile if the age profile of the respondents was representative of Gloucestershire. This is shown in Table 8 below.

Table 8. Responses to Q.3 Adjusted for Age.

	% of Respondents (Adjusted for Age)
Yes	63.0%
No	23.8%
Don't know	11.2%
No Reply	1.9%

When an adjustment is made for age, the data suggests that a higher proportion of people would separate their food for recycling than is indicated by the raw data, with 3% more saying "Yes", and 2.2% fewer saying "No".

5.3.5 Q.5: Comments on the idea of a Separate Food Waste Collection

In addition to being able to provide a multi-choice answer to question 4, respondents were able to write in comments on the idea of food waste collections. These comments have been analysed and the responses codified. A full analysis of the codified responses is included in Appendix 7 and a summary is presented here.

Among those saying they would consider food waste collections, the most common comments (33.7% of all comments) were that containers must be 'suitable' (including containers being air tight, hygienic, easy to manage or space efficient), and that collections must be 'frequent' – with a number of people specifying weekly collections (32.8% of comments). 11.6% of people offering comments said that they home composted or produced very little food waste. These people had indicated in the previous question that they would consider using foodwaste collections, which suggests that they support the concept but that perhaps they also felt that it may not be useful to them personally.

Among those saying that they would not use a food waste collection service, the most common comments were that they already home compost or produce minimal food waste (27.3% of comments), and that that food waste collections would encourage flies and vermin (25.7% of comments). 11% of comments referred to concerns about smell while 10.6% felt that such a service would be unhygienic. Other comments included concerns about cost (7.8%), space (6.1%) and convenience (6.1%).

Similar issues were raised by those who said they did not know if they would use a food waste collection service (or did not reply to the question). The most common comment was that they already home compost or produce little food waste (28.6% of comments) followed by people who said it would depend on the frequency of collection (21.4%), and those who indicated concerns with hygiene and vermin issues (17.9%). Other comments referred to convenience (9.5%) and people being unsure of what would be done with the material that was collected (8.3%).

5.3.6 Q.6: To what extent do you agree or disagree with the following statements?

Table 9. Percentage Responses to Q.6: "To what extent do you agree or disagree with the following statements?"

|	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	Don't know	No Reply
Recycling should be compulsory	43.0%	29.4%	10.7%	9.9%	4.3%	0.6%	2.1%
People who don't recycle should be fined	21.3%	21.0%	19.8%	19.6%	11.1%	3.6%	3.6%

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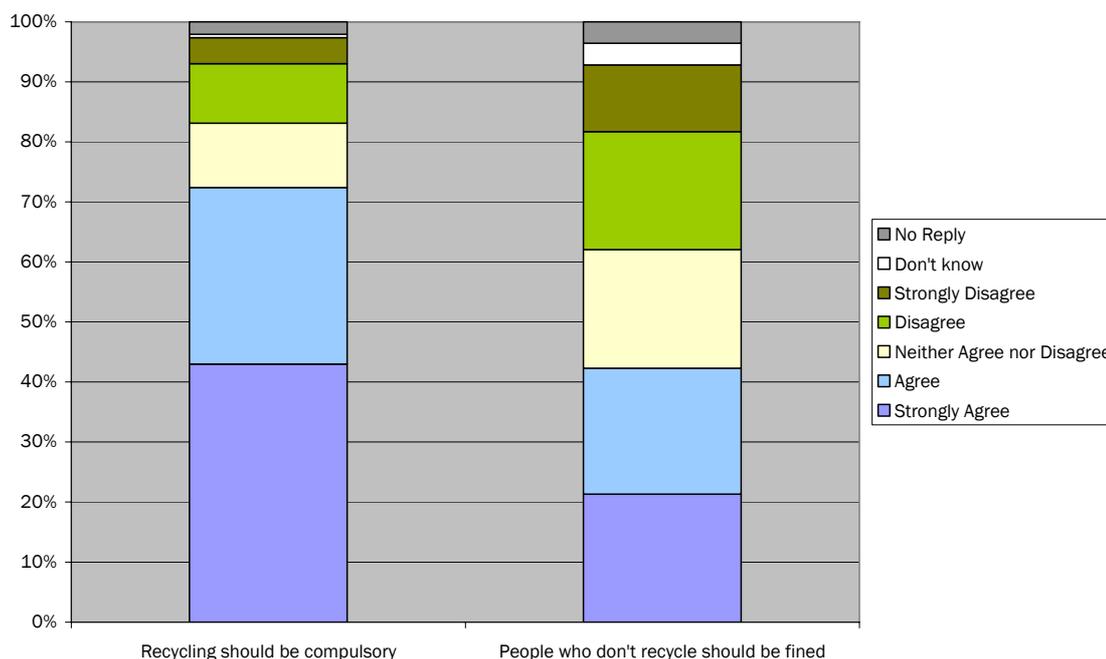
There was broad agreement with the statement that recycling should be compulsory with a total of 72.4% of respondents either agreeing or strongly agreeing. By comparison less than half of respondents (42.3%) felt that people should be fined if they do not recycle. This result is consistent with the results of other surveys which have sought public opinion on compulsory recycling: a survey conducted by the Local Government Association (LGA) found that more than three-quarters of people interviewed said they backed compulsory recycling. However opinion was divided on whether to fine those who refused to comply with such a system. The findings came from face-to-face interviews conducted in June 2006 with 1,719 people in England, Scotland and Wales, commissioned by LGA.[5] The difficulty with the above result is that in order to enforce compulsory recycling the sanction of fines is required (at least in theory, even if no fines are ever levied). This would suggest that an approach that sought to enforce compulsory recycling and only ever use fines as a last resort would be likely to be most acceptable from the public's perspective.

An analysis of these results by age was conducted which showed a more negative response pattern among the older age brackets for both statements. The response profile for people either strongly agreeing or agreeing is shown in Figure 8 below.

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[5] RRF Email News Service, Monday, July 10, 2006

Figure 8. Percentage of Respondents indicating Agree or Strongly Agree by Age to Question 6.
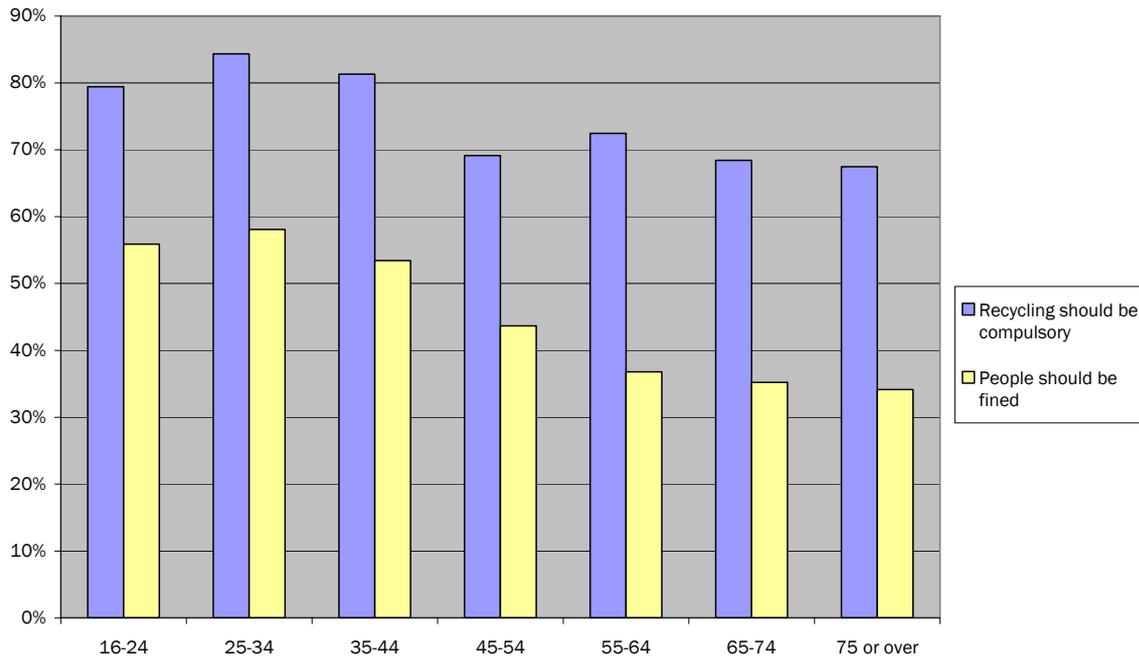
The chart suggests that although all age groups are less positive about the concept of fining people for not recycling the difference is more marked among the older age brackets. When an adjustment is made for the effects of the survey's age profile the following results are produced:

|	Recycling should be compulsory	People should be fined
No reply	1.1%	2.2%
Strongly Agree	46.1%	24.9%
Agree	29.3%	21.6%
Neither Agree or Disagree	10.5%	18.7%
Disagree	8.3%	19.2%
Strongly Disagree	3.8%	10.5%
Don't Know	0.8%	2.7%

This results in a marginally more positive response being presented to the issue, with 75.4% strongly agreeing or agreeing that recycling should be compulsory and 46.5% strongly agreeing or agreeing that people should be fined for not recycling.

Q.7 If we were to collect your leftover rubbish fortnightly, would you find the following helpful?

Table 10 Percentage Responses to Q.7: If we were to collect your leftover rubbish fortnightly, would you find the following helpful?

	Yes	No	Don't know	No reply
Ability to recycle more	67.1%	20.6%	6.0%	6.2%
Food waste collection	55.6%	26.8%	9.9%	7.6%
Garden waste collection	67.6%	19.2%	5.5%	7.7%

Figure 9. Percentage Responses to Q.7: If we were to collect your leftover rubbish fortnightly, would you find the following helpful?
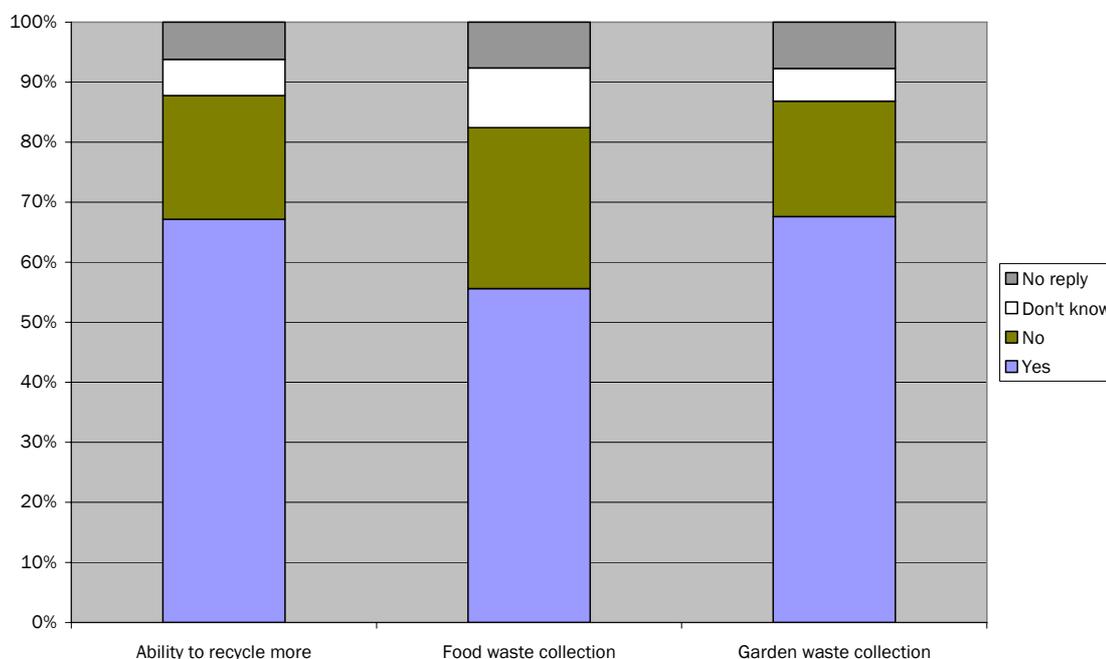
A garden waste collection was felt to be the most helpful service by respondents (67.6%) followed closely by the ability to recycle more (67.1%). Interestingly, a foodwaste collection service was felt to be helpful in the context of a fortnightly residual waste collection by only 55.6% of respondents - which is a lower number than indicated they would consider using the service in Question 4 (60% before being adjusted for age). An analysis of the responses to Questions 4 and 7 suggests that although some people would be persuaded by fortnightly collections of residual to use a foodwaste service, a larger number of respondents are opposed to fortnightly collections altogether and withdraw their support for food waste collections when fortnightly refuse collections are put forward.

5.3.8 Q.8. Ideas, comments, or views for waste management

In this section the desire to be able to recycle plastic and cardboard at kerbside again came through strongly. Similarly packaging waste was again voiced as a major concern. Support for garden waste collections as well as home composting was also evident in the comments. A large number of comments were received on the prospect of alternate weekly collections (AWC) of residual waste, with most of these strongly opposed to the idea. Those who did support AWC felt it should only be done if appropriate recycling systems – in particular the weekly collection of food waste - were in place. Compulsory recycling received a similar number of comments in support and in opposition.

Further analysis of ideas, comments and views for waste management are contained in Appendix 9.

5.4 Parish Survey Results

5.4.1 Response Rate

From the 282 Parish Councils, 35 Survey Responses were received, equivalent to a response rate of 12.4%. Table 11 shows the breakdown of the responses by local authority.

Table 11. Parish Council Responses by Local Authority

| District	Frequency	Percentage of responses
Cheltenham	0	0.0%
Cotswold	11	31.4%
Forest	5	14.3%
Gloucester	2	5.7%
Stroud	6	17.1%
Tewkesbury	11	31.4%
No reply	0	0.0%
Total	35	100.0%

The responses varied widely between local authorities with 11 responses from each of Cotswold and Tewkesbury, while no responses were received from Cheltenham Parish Councils.

5.4.2 Question 1: Do you think the following objectives should be part of the way we deal with Gloucestershire's waste?

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Table 12. Percentage Response to Q.1: Do you think the following objectives should be part of the way we deal with Gloucestershire's waste?

	Yes	No	Don't Know	No Reply
Reduce waste	100.0%	0.0%	0.0%	0.0%
Educate	100.0%	0.0%	0.0%	0.0%
Recycle & compost	100.0%	0.0%	0.0%	0.0%
Reduce hazardous	85.7%	0.0%	11.4%	2.9%
Treat to get value	97.1%	2.9%	0.0%	0.0%
Work together	100.0%	0.0%	0.0%	0.0%

Figure 10. Percentage Responses to Q1: Do you think the following objectives should be part of the way we deal with Gloucestershire's waste?
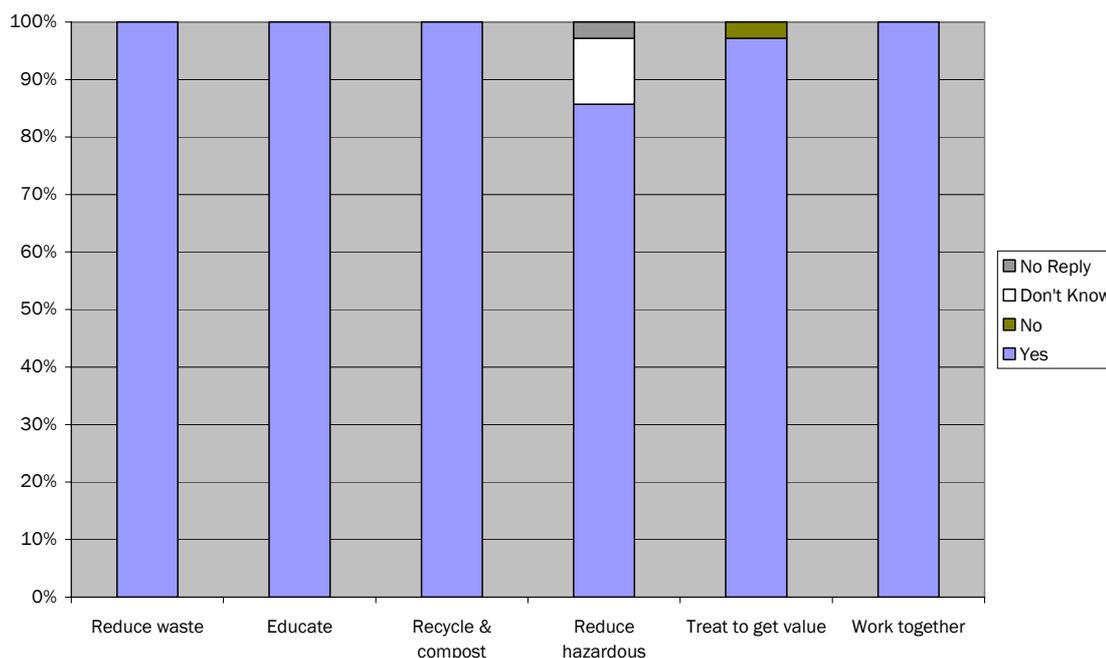
There was 100% support from the parish councils for including waste reduction, education, recycling and composting as much as possible, and working together. Reducing hazardous waste was seen by fewer parish councils as a priority although it still received over 85% support and those who did not support it indicated that they did not know or did not reply to the question.

5.4.3 Q.2. Comments on the Strategy Objectives

Few comments were received in this section with the only clear issue to be voiced being that of packaging waste being the responsibility of businesses. Further analyses of parish council comments on the strategy objectives are contained in appendix 10.

5.4.4 Q. 3. Would the Parish Council support a separate collection of food waste, so that this waste can be composted instead of landfilled?

Table 13. Responses to Q.3: Would the Parish Council support a separate collection of food waste, so that this waste can be composted instead of landfilled?

	% of Respondents
Yes	57.1%
No	14.3%
Don't know	28.6%
No Reply	0.0%

Figure 11 Responses to Q.3: Would the Parish Council support a separate collection of food waste, so that this waste can be composted instead of landfilled?
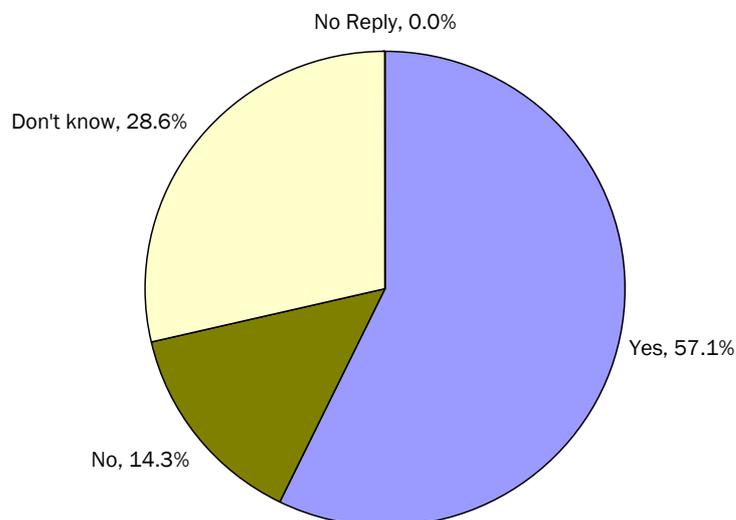
A similar proportion of parish councils indicated that they would support this initiative (57%) compared to the proportion of respondents in the main survey who said they would consider participating in a foodwaste collection (60%). Over a quarter of parish

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council respondents indicated that they were unsure of whether they would support food waste collections.

### 5.4.5 Q. 4. Comments on the idea of food waste collections

A number of respondents expressed concern with health/hygiene impacts of collecting food waste. Other respondents suggested that home composting should be promoted. A third group of respondents voiced support for the scheme contingent on appropriate systems, including weekly collection frequencies. Furtheraanalysis of parish council comments on the idea of food waste collections are contained in appendix 10.

5.4.6 Q. 5. Does the Parish Council support the following recycling options?

Table 14. Responses to Q. 5: Does the Parish Council support the following recycling options?

	Yes	No	Don't Know	No Reply
Collecting more materials	97.1%	2.9%	0.0%	0.0%
Collecting recycling more often	57.1%	28.6%	11.4%	2.9%
Providing bigger recycling containers	60.0%	28.6%	11.4%	0.0%
Providing more recycling banks	65.7%	22.9%	8.6%	2.9%
Providing better information	80.0%	8.6%	5.7%	5.7%

Figure 12. Responses to Q. 5: Does the Parish Council support the following recycling options?
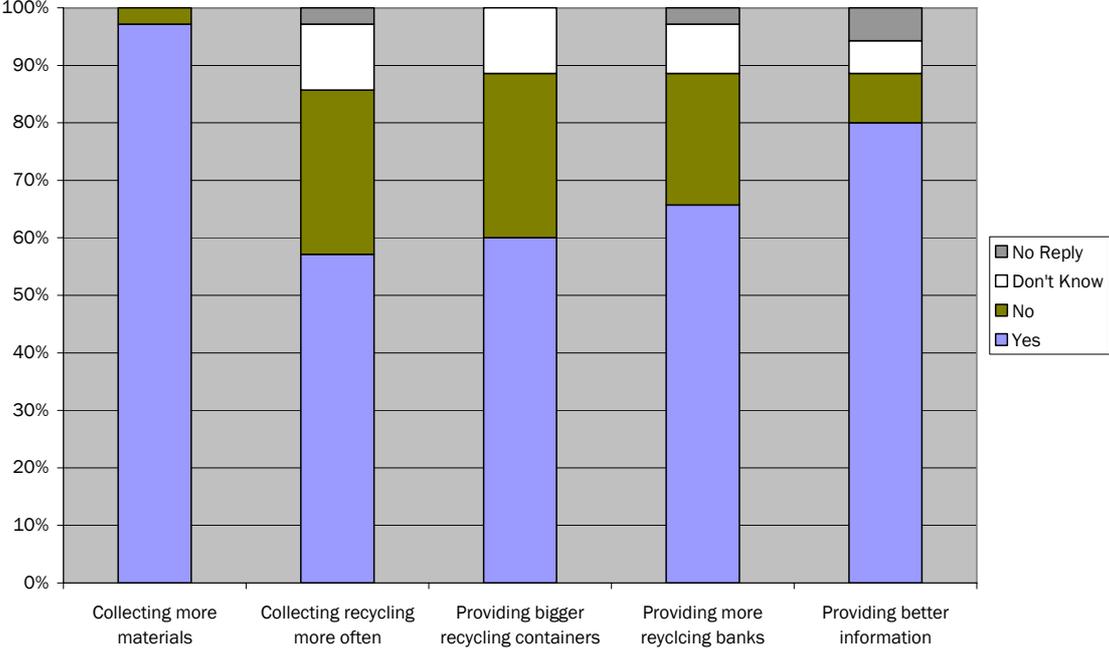

The most popular option among parish council respondents was collecting a wider range of materials for recycling with 97% saying they would support it. Providing better information was seen as next most important with 80% support. Collecting recycling more often was the least popular option with only 57% support. These results broadly mirror the results from the main survey.

5.4.7   Q.6: To what extent does the Parish Council agree or disagree with the following statements?

Table 15. Responses to Q. 6: To what extent does the Parish Council agree or disagree with the following statements?

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	Don't know	No Reply
Recycling should be compulsory	40.0%	28.6%	8.6%	14.3%	2.9%	2.9%	2.9%
People who don't recycle should be fined	17.1%	25.7%	11.4%	25.7%	11.4%	5.7%	2.9%

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Figure 13. Responses to Q. 6: To what extent does the Parish Council agree or disagree with the following statements?
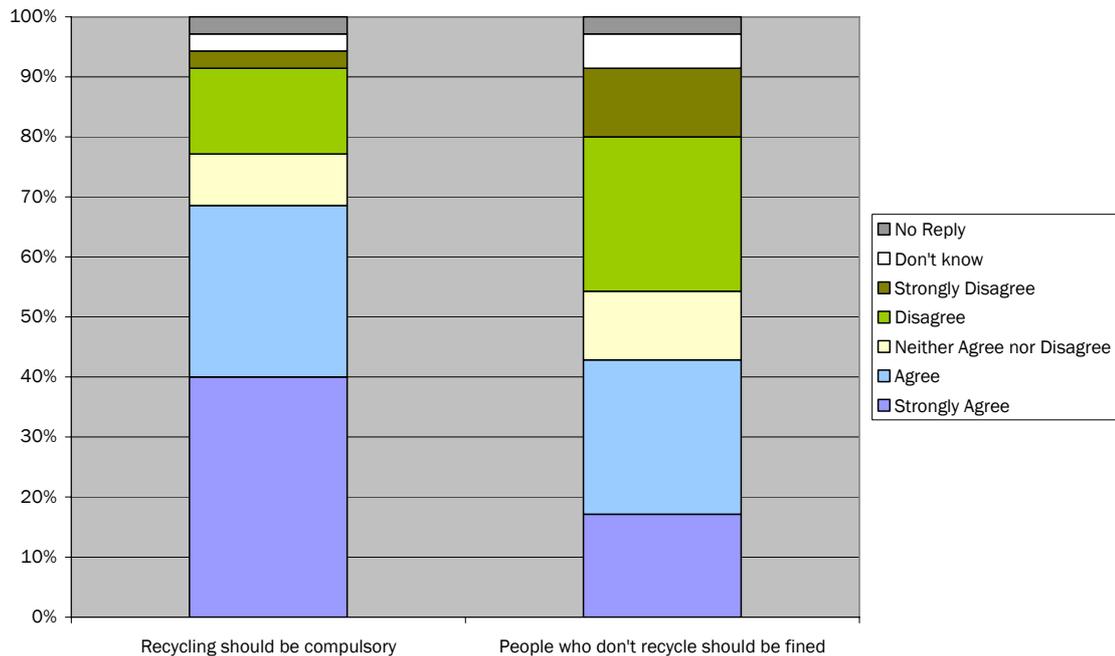

The response to these questions again shows a similar pattern to that from the main survey with close to 70% supporting compulsory recycling but less than 50% indicating that those who do not comply should be fined.

5.4.8   Q.7: If left over rubbish was collected fortnightly, does the Parish Council think the following would be helpful?

Table 16 Responses to Q.7: If left over rubbish was collected fortnightly, does the Parish Council think the following would be helpful?

	Yes	No	Don't Know	No Reply
Expanded recycling services	80.0%	2.9%	8.6%	8.6%
Food waste collection	57.1%	25.7%	11.4%	2.9%
Garden waste collection	74.3%	17.1%	5.7%	2.9%

Figure 14. Responses to Q.7: If left over rubbish was collected fortnightly, does the Parish Council think the following would be helpful?
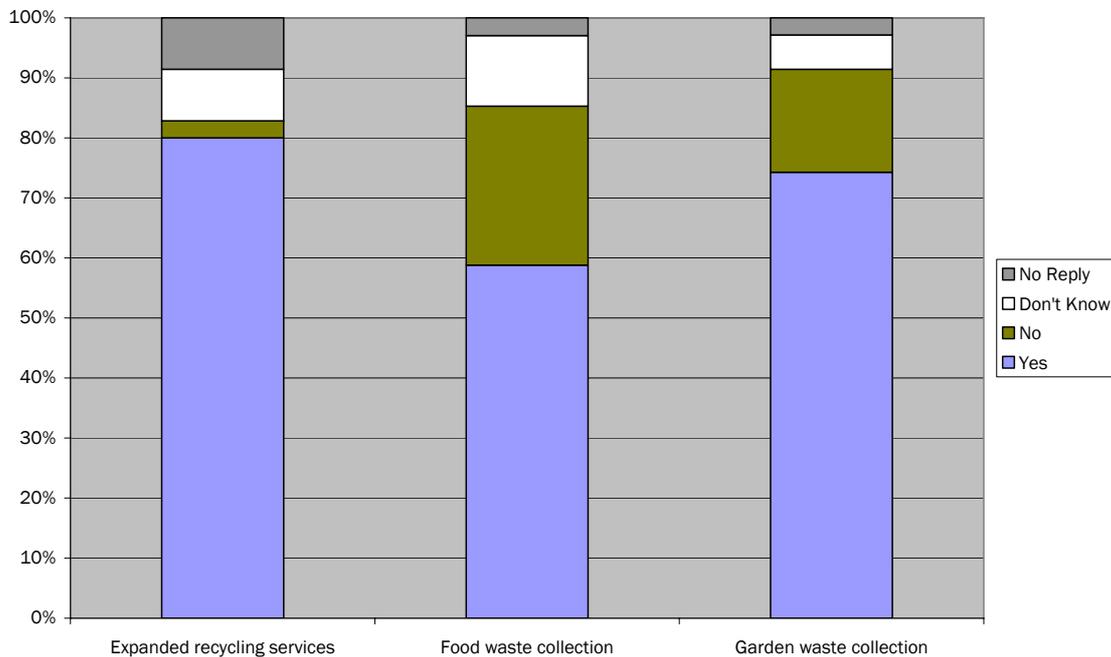
As with the main survey food waste collections are the least popular option in terms of what is perceived would assist residents with a fortnightly refuse collection scheme. Extending recycling services was seen to be most likely to be helpful with 80% support, and with very small number who felt it would not be, and the remainder unsure.

5.4.9   Question 8. "What further action could be taken to increase recycling & composting in your Parish?"

This question received the most comments. The most common action suggested was increasing the range of materials that could be collected both at kerbside and through bring sites and with plastic often specifically noted. A number of other respondents suggested that systems have to be as easy for residents as possible. Home and community composting also received support from a number of respondents. Further analysis of this question is presented in Appendix 10

5.4.10 Question 9.

"Even after recycling and composting as much as we can, there will still be some rubbish left over. This can be treated in various ways, each having their own financial costs and environmental impacts. Please comment on how we should deal with treating left over rubbish."

There was some support for waste treatment processes (including incineration) which result in recovery of energy from waste materials. A number of parish councils responded to this question by reiterating the need to reduce waste as much as possible. Refer appendix 10 for further analysis of this question.

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5.4.11 Question 10.

"Please give us any more of your ideas, comments, or views for waste management."

This question received only a limited number of responses, however flytipping was notable concern voiced in response to this question. Refer appendix 10 for further analysis of this question.

5.4.12 Additional Comments from Parish Councils

An overview of unsolicited submissions is presented below:

Submissions were generally supportive of the strategy objectives, although the comments were made that it was not ambitious enough, and that it did not provide any indication of when action was likely to take place:

> "...the waste management strategy for Gloucestershire, although admirable in many of its objectives is only scratching the surface and should include much bolder steps for the future."

> "...what we need to know is: When will facilities be made available locally for all recyclable materials?; When will businesses in general and retailers in particular be made responsible for dealing with the waste stream the currently force upon us?; When will schemes be devised to process unavoidable waste in an environmentally useful way?"

Waste reduction was seen as a primary concern but that the burden for this should not fall just on end users but on retailers and suppliers:

> "Concentrate efforts on the supply side, not the end user in respect of packaging. Supermarkets could provide on site packaging disposal for shoppers who get rid of surplus packaging before going home. If supermarkets carry the cost of disposal they will be more careful in the quantity generated."

There was broad agreement that more material should be able to be recycled with cardboard and plastics mentioned specifically:

> "Plastic seems to be a problem around the FODDC area. There are not many places to take it."

> "The potential for collection of plastic and cardboard is obvious."

Kitchen waste collections did not attract much comment although there was concern that appropriate processes need to be in place if the material is collected:

> "Needs processing facilities in place that meet collection authority objectives. E.g. can process mixed kitchen, garden and card wastes."

One submission suggested that separation of hazardous waste for re-use, recycling or treatment should be compulsory:

> "...0.6 percent of hazardous waste, at present mixed in with general waste, is unacceptable. Encourage to separate is not justifiable, sorting, reuse, recycling, proper treatment or immediate disposal should be mandatory."

One submission felt that residual waste treatment was a key priority and the aim should be to eliminate the need for landfilling completely. Two processes supported by this submission were incineration and "aerobic digestion"[6].

5.5 Survey Discussion & Conclusions

The survey has yielded a large amount of useful information regarding opinions on the priorities put forward in the JMWMS and waste services in general. The patterns of results are broadly consistent across the four avenues through which the survey was disseminated: the random survey, web survey, library survey and parish survey. Essentially the same messages can be taken from all of these surveys, and this gives confidence that the results are robust and sufficiently representative.

The key messages to emerge from the survey include the following:

There is little disagreement about the importance of any of the core objectives covered in the survey: Reducing waste; Education, Recycling and composting as much as possible; Reducing hazardous waste; Recovering value; and Working together. The objectives that were viewed as least important still received over 90% support, and therefore the survey provides no grounds for questioning or omitting any of these objectives.

In terms of measures to increase recycling, the message that appeared to come through clearly is that people want a wider range of materials to be collected in the kerbside collections (e.g. plastics and cardboard), and that providing clearer information on the recycling systems would help them to recycle more. This combined with the fact that fewer people thought that more frequent recycling collections or larger containers for recycling would be an incentive suggests that dissatisfaction with current systems is not the most significant restraining factor, in terms of performance.

Food waste collections appear to be the most controversial service proposal. Approximately 60% of respondents indicated that they would use such a service. While this appears a relatively low number it is in line with the upper end of food waste participation figures from other schemes in the UK[7]. The main reasons for people saying they would not use a foodwaste collection service include the fact that households already home compost and perceptions of flies, vermin, smell and inconvenience. Clearly if participation figures are to be raised above current reported levels, these perceptions of food waste collection services are ones that must be overcome.

The issue of compulsory recycling is one that seems to receive a consistently high level of support, with 72% of respondents in this survey agreeing that recycling should be compulsory, a figure that is in line with other surveys conducted in the UK. Although support for such a measure may seem surprising, it is perhaps less so when one considers that most people perceive themselves as good recyclers and therefore

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[6] It would appear from the submission that the actual process supported is Mechanical Biological Treatment

[7] Somerset and Preston report participation figures of 55% and 56% respectively for their food waste collection schemes.

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would not consider that they would be affected by such an initiative. The support for compulsory recycling becomes slightly less clear when the issue of financial penalties is put forward, with people clearly feeling less comfortable about such a prospect despite the fact that 'compulsory recycling' logically implies a sanction of some sort (of which a fine is the only sort allowed under the EPA) if it is to be enforced. Taken together these results suggest that as long as fines are rare, and used only as a last resort to ensure compliance where all other efforts have failed, compulsory recycling is likely to be a relatively popular initiative.

The issue of fortnightly or Alternate Weekly Collections (AWC) was addressed only indirectly in the survey. All GWP authorities have already made a commitment to move to some form of AWC service by 2009/10 at the latest, and so the issue of the how residents feel about such a service change was not canvassed. Instead the focus was on determining which services residents felt would be most useful in the context of an AWC service. What is apparent from the survey results is that the prospect of a shift to AWC does not make food waste collection services appear more attractive. This seems to contradict evidence from actual food waste collection services that are in operation with participation rates virtual double in schemes where residual waste is collected fortnightly compared to schemes where it is collected weekly[8]. On the other hand garden waste collections, which were the most popular AWC related initiative among respondents, are in fact likely to be less impacted by the frequency of residual collection, as garden waste collection schemes are generally popular wherever they are introduced. It would therefore appear from the responses to this question that, although the question was asked in reference to AWC, most people have simply answered it in accordance with how they feel about the proposed schemes generally. The results are probably therefore best interpreted as providing some indication of the relative popularity of these services rather than as an indicator of how people will respond to such services following the introduction of AWC.

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[8] Eunomia Research & Consulting (2007) *Food Waste Collection – Research into Key Performance Factors.* Report for Gloucestershire County Council

6.0 Conclusions & Recommendations

6.1 Key Recommendations

Key recommendations arising from the consultation include the following:

1. The core objectives of the strategy: Reducing waste; Education, Recycling and Composting as much as possible; Reducing hazardous waste; Recovering value; Working together, and Closing the loop attracted widespread support, and there are strong grounds for adopting these objectives either as they stand, or with only minor changes to the wording.

2. The range of recyclables collected from households should be increased. It may be worthwhile to amend the wording of Objective 3 to reflect the intention (stated elsewhere in the strategy) to maximise the range and quantity of materials separately collected. The point was made in the consultation workshops that reference to 'three streams' appears to restrict the number of streams that are collected, and consideration should be given to amending this wording so that it reflects the need to optimise collection systems, rather than specify system configurations.

3. Separate collections of foodwaste will be important for Gloucestershire to meet future LATS obligations and recycling and composting performance targets, and their introduction is supported by the consultation, albeit with some reservations. There is clearly some apprehension and lack of understanding on the part of householders about such a service and how it will work. A programme of education will therefore be important to address residents concerns regarding convenience, smell, vermin and flies if such a service is to be successfully introduced. Education on why it is important to compost food waste is also likely to be important.

4. Compulsory Recycling should be carefully considered by GWP districts as it is not only proven to be effective in raising recycling rates elsewhere, but is also likely to enjoy strong popular support, based on the results of the survey.

5. The question of the appropriateness of Objective 6 'Delivering the Strategy' as a separate objective was raised in the consultation and this deserves serious consideration. Delivery of the strategy is more of a method through which the objectives of the strategy can be achieved than an objective in itself, and it may be more appropriate to include this in Section 6 "How are we going to get there?" This same line of reasoning could also be applied to Objective 7.

6. The strategy should set out more clearly the role and mandate of the GWP, so that it is clear how this strategy will be taken forward and the status that the GWP has amongst member authorities. A theme that emerged at several points was the need for strong leadership to drive the strategy forward. The strategy should state clearly where this leadership will come from.

7. One suggestion to emerge from the consultation was that separation of hazardous materials for reuse, recycling, and treatment should be made compulsory, rather than left to 'education'. This would be relatively easy to implement in the context of compulsory recycling (provided appropriate collection

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systems are in place), and should be given further consideration, as it would be a relatively simple method of improving the removal of hazardous waste from the residual and helping to meet Objective 9 "Depollution of the Waste Stream".

8. The view that businesses (particularly retailers) should play a more active role in reducing waste came through consistently in the consultation. It was felt that business is responsible for producing materials (particularly packaging) that householders must ultimately dispose of and that there is a need for waste prevention to begin further up the supply chain. Working with business is touched on in Objective 7 of the strategy but it may be worthwhile for this to be emphasised more strongly under Objective 2 (Reduction First).

9. The point was raised that the strategy does not make it clear <u>when</u> thing are going to be done. Timeframes are set out in the targets section, under section 7 'How are we going to implement this?', and the Action Plans, which will ultimately form part of the strategy, will also be heavily time focused. However it may be worthwhile drawing the time dimension out more strongly in the strategy itself through inclusion of a graphical timeline and through drawing clearer links between the objectives, targets and implementation actions.

10. There were clearly a variety of messages from the consultation regarding treatment of residual wastes, and no clear consensus emerged. Industry desired a more definite commitment to specific technologies, while NGOs felt that no commitment should be made. Members on the other hand saw the need for residual treatment but were concerned that the current administrations manifesto commitment to not introduce incineration may prematurely restrict the County's options. On this basis no clear recommendation can be given on Objective 5, beyond suggesting that it may be worth revisiting the wording of the objective.

6.2 Overall Conclusions

Overall, the results of the consultation show that the population of Gloucestershire have a desire to encourage further waste prevention and recycling and are, in general, prepared to accept changes to the waste services currently offered to them.

This statement does of course have certain provisos attached, and a number of concerns have been highlighted by the various groups which will need to be fully addressed *before* any such changes are introduced, The key concerns and uncertainties relate to the introduction of kitchen waste, although a majority of respondents did say that they would use a kitchen waste collection service should one be provided.

6.3 Next steps

6.3.1 Consideration of Responses

It is recommended that a short summary of these results be produced for presentation to members and that the full report be made available to them where requested. Furthermore, these results should be presented in full for the GWP and individual districts to consider and digest at the earliest opportunity.

From this the recommended changes to the consultation paper and overall strategy should be considered and adjustments made wherever possible so as to align the strategy with the desires of the tax paying public

6.3.2 Wider Dissemination of Responses

It is important that the results of this consultation process are disseminated to the Gloucestershire Population, particularly those who responded to the consultation process. It is not necessary at this stage to state what changes to the strategy have been made, as this will come in the next consultation phase. However it is important that the public are kept informed and engaged in the process. In light of this the following actions are recommended:

➢ Produce a brief summary of the headline consultation findings and place on the GWP web page.

➢ Issue a press release and place an advertisement in the local press highlighting the key outputs – with link to the web page where a more detailed summary can be found.

➢ Write to all parish councils with this information.

➢ Generate an A4 poster which links to the web page - place in libraries and other communal outlets.

6.4 Lessons learned: Issues for consideration in future consultations

It is considered by Eunomia Research & Consulting, that overall the consultation process went well and the response rate was surprisingly good. Key to the success of the consultation was the multi-media approach which covered (among others) workshops, web surveys and postal surveys. What was particularly interesting was that the web surveys were over-represented by younger responses whereas responses to library and postal surveys were over-represented by older responders. Thus a combination of the two worked to complement each other to a certain extent.

Key lessons that can be taken forward from this consultation for use in future consultations include:

1. More effort should be made to try to engage younger populations – perhaps through the use of more 'e-engagement', but also perhaps through engaging students (e.g. through contacting the colleges and university) and young working age populations.

2. More effort should be made to try to engage other hard to reach groups – although the workshops did have representatives from ethnic minorities and disabled groups.

3. The mail out survey should be stratified by district to ensure that each district has an equal voice across Gloucestershire.

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4. Limit the use of open-ended questions only to those essential. Although only a small number were asked in this round they take a very long time to collate and assess.

5. Allow a large amount of time for analysis of responses and collate them as they arrive.

6. It is advisable for more than one person to be involved in the collation of responses in order to provide backup knowledge within the organisation.

A.1.0   Appendix 1: Long List of Consultation Options

A.2.0 Appendix 2: Printed Material

A.3.0   Appendix 3: Website

A.4.0 Appendix 4: Great Gloucestershire Debate Report

A.5.0　Appendix 5: Stakeholder Workshop Reports

A.5.1　NGO Workshop Report

A.5.2　Industry Workshop Report

A.5.3　Members Workshop Report

A.5.4　Community Panel JMWMS Session Report

A.6.0　Appendix 6: Survey Questionnaires

A.6.1　Random Mail Out Survey

A.6.2　Web Survey

A.6.3　Library Survey

A.6.4　Parish Council Survey

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A.7.0 Appendix 7: Food Waste Literal Response Analysis

A.8.0 Appendix 8: Strategy Objective Literal Responses

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A.9.0   Appendix 9: Ideas and Comments Literal Responses

A.10.0   Appendix 10: Parish Council Literal Responses