

# Industry Workshop Outputs

Gloucestershire Joint Municipal Waste Management  
Strategy Consultation

November 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 key stakeholders on 16<sup>th</sup> November 2006. The workshop took place between 2:00pm and 4:30pm in the Redwell Room of the GL1 Leisure Centre, 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 be one which fulfils its aim of producing the best strategy possible for Gloucestershire.

Invitees to the workshop were drawn from waste companies that are active both nationally and within Gloucestershire, and included businesses with interests in waste recycling collection, recyclate processing, composting and residual treatment. 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**

	<b>Name</b>	<b>Organisation</b>
1	Joe Papineschi	Eunomia
2	Duncan Wilson	Eunomia
3	Tony Childs	GCC
4	Wayne Lewis	GCC
5	Cat Phelps	Gloucester City
1	Roger Wilkins	WRG
2	Kevin Wood	Environmental Waste Control
3	Mark Bennion	Rose Hill Farm
4	John Plant	Focsa Services (UK) Ltd
5	Julie Charrington	Grundon Waste Management
6	Neil Grundon	Grundon Waste Management
7	Lisa Farrar	Veolia Environmental Services
8	Darren Peck	Biffa
9	Vicky May	Sita UK Ltd
10	Andrew Walker	Sita UK Ltd
11	Glynn Ricketts	Cory Environmental Ltd
12	Anne Dugdale	Cory Environmental Ltd

13	Simon Allin	Viridor Waste Ltd
14	Richard West	Accord Plc
15	John Beswick	Compact Power Ltd
16	Cliff Carter	Hills-Group Ltd
	Apologies	
1	Andy Bond	ECT
2	Ruth Prior	ECT
3	Leigh Atley	Cotswold Plastics Reclamation

## 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
2.05	Introductions
2.10	Presentation – Waste In Gloucestershire (where we are now)
2.25	Presentation – The Draft MWMS
2.40	Discussion of Issues - Plenary
4.10	Feedback
4.20	How the Information Will be Taken Forward & Next Steps
4.30	Meeting Close

## 3.0 Workshop Presentations

The workshop started with a presentation by Eunomia Research & Consulting, which set out the some of the current issues affecting waste arisings within the County and some headline data issues.

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

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

## 4.0 Discussion of Issues

The notes below represent the key points that were made during the discussions. It is not intended to reflect every comment made.

### 4.1 General

The group was presented with the list of 9 objectives, and asked if there was anything obviously missing that should be added, or anything that people felt should not be there. There were no suggestions offered at this stage.

It was then explained that rather than go through each of the objectives in order, the intention was to focus on the objectives which were most relevant to the industry and which the industry would be most closely involved in delivering.

### 4.2 Segregation at Source (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”.**

There were no comments offered on this objective at this stage.

### 4.3 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”.**

The comment was made that if green waste is collected from rural areas the principle effect is to collect garden waste that was not previously being collected in the Municipal Waste stream. While this was acknowledged by everyone to be the case it was also pointed out by the GWP representatives that collections of green waste have succeeded in removing the fraction of green waste that was in the residual (16%), and so although arisings are increased residual waste is also reduced.

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. The GWP representatives offered the view that the strategy brokers a broad agreement with flexibility only provided in

choosing between a charged for garden waste system or a co-collection of food and garden system. This therefore restricts the level of uncertainty in itself, and reduces the need to use powers of direction. In addition the County would seek to apportion risk in such a way that it is shared between the Council and the operators. There is therefore no intention at the present to invoke powers of direction, and this is not seen to be a necessary step in the current circumstances.

The County is also examining the payment of recycling credits and how these payments may be adjusted to align with the strategy requirements.

#### 4.4 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). 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.

#### 4.5 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 (eg 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.

The issue of allocation of planning risk was raised and a number of views expressed. A number of participants stated that contractors increasingly want to push planning risk back onto the Council (but with the contractor remaining the applicant). An alternative view was also put forward that it is industry’s job to fight its corner, and that business is all about taking risks. Industry will accept risk but will simply price it in to the cost of the contracts. There is a need however 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.

#### 4.6 Delivering Higher Recycling Rates

The following questions were put to the group:

*“The strategy also proposes changes to the collection systems to deliver higher levels of recycling performance. What do you see as the key issues to consider when seeking to achieve this?”*

- *What are the risks and challenges in putting these in place?*
- *What measures will help the industry to respond with confidence to the need to deliver on this objective?”*

It was widely agreed that AWC will be a key to delivering higher recycling rates. The GWP representatives pointed out that by adopting the current strategy the GWP authorities are making a commitment to AWC. 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 – for example with source separated glass being able to recycled back into glass as opposed to co-mingled glass which is down-cycled 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 commingled materials therefore reducing transport and hence emissions.

The GWP representatives stated that the end markets were a key factor in determining their approach, with material quality a key factor. It is politically important where recyclates end up.

#### 4.7 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 that 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.

It was questioned whether the districts where facilities were located would have preferential gate fees for material they send there to recognise the investment by the local authority.

## 4.8 Other

Other points to emerge from the discussion included the following:

- 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 – ie that the client is truly open to options, and there are not significant impediments (eg political) to any of the possible options;
- There is a difficulty for Gloucestershire as far as incineration is concerned as the election manifesto of the current administration has a commitment to no incineration.

# 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

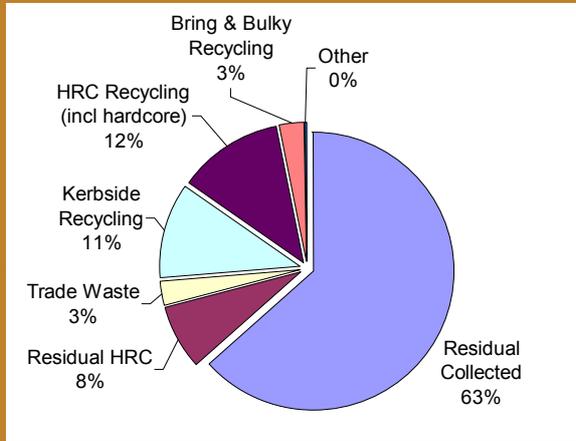
## Population & Households

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



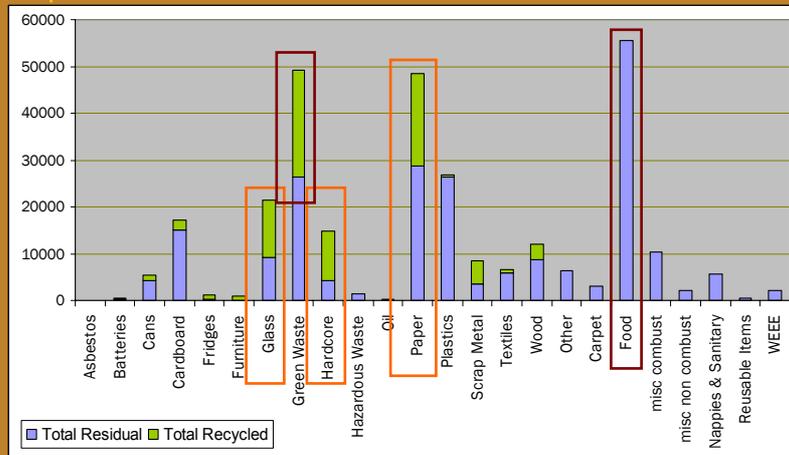
# Waste Data Analysis

## Trends – Recycling vs Residual



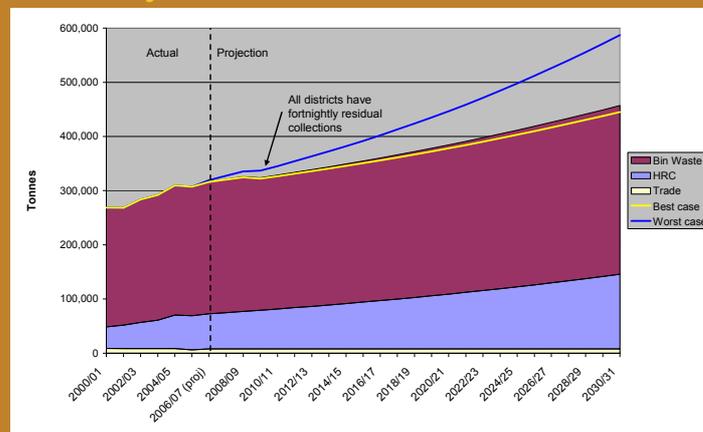
# Waste Data Analysis

## 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 <sup>st</sup> 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

Wayne Lewis  
Gloucestershire C.C

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## Purpose

- To contribute to a reduction in climate change
- To minimise impacts on the local environment
- To protect public health
- To control rising costs

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## Objectives

- To embed the waste hierarchy into our decision making
- To involve local communities and encourage personal responsibility for waste management
- To provide a clear and shared plan for managing municipal waste through to 2020
- To meet our statutory duties and targets

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### The Waste Hierarchy



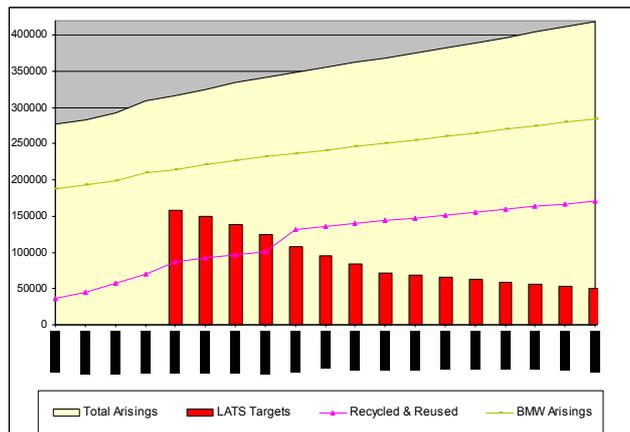
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## Key Targets – Landfill Diversion

- LATS sets a limit on the amount of biodegradable waste that can be landfilled each year.
- In 2005/06 Glos landfilled 154,500 tonnes of biodegradable waste.
- Glos must reduce the amount of biodegradable waste landfilled to:
  - 107,428 tonnes by 2009/10
  - 71,555 tonnes by 2012/13
  - 50,069 tonnes by 2019/20.
- Fines of up to £150 for every tonne landfilled over this limit.



## Predicted waste arisings, LATS allocations and level of recycling



## Key Targets – Recycling & Composting

Proposed targets are:

- 40% in 2010
- 45% in 2015
- 50% in 2020

*Recycling & composting rate 2005/06 - 30%*



## Key Targets – Waste Reduction

- Gloucestershire's waste predicted to grow by an average of 1.6% per annum.
- Strategy target to reduce this to 0% growth per annum by 2020.



## Delivery

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

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## Delivery (2)

- New waste collection systems to be introduced by 2009/10:
  - Expanded **kerbside recycling** collections (more materials collected)
  - Introduction of **kitchen waste** collections
  - Possible introduction of **fortnightly** refuse collections

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## Delivery (3)

- New waste treatment facilities:
  - **In-vessel composter** to be operational by 2009/10
  - **Residual waste treatment** facility to be operational by 2012/13



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## Implementation

- Aim to adopt strategy by May/June 07.
- The GWP will “own” and oversee the strategy.
- Strategy action plans will inform the work planning and financial planning of each of the Gloucestershire councils.
- The strategy and its plans will be regularly monitored and reviewed.

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