

# West of England Partnership

19<sup>th</sup> July 2007

## West of England Waste Management and Planning Strategy

Reported to the West of England Waste Management and Planning Member Project Board on 17 July 2007

### 1 THE ISSUE

#### Waste Management

- 1.1 Recent national and European strategy is to seek and provide sustainable waste treatment in the long term, with a significant move away from landfill disposal due to its environmental impacts and increasing scarcity. There is now increasing general public interest in climate change which is adding to the debate.
- 1.2 All Waste Disposal Authorities (WDAs) are required to meet their Landfill Allowances so as to avoid incurring significant fines under the Waste Emissions and Trading Act 2003. There is a need to divert more residual, particularly biodegradable municipal waste (BMW) from landfill disposal (with each authority optimising recycling and composting) so minimising the risk of financial penalties under the Landfill Allowance Trading Scheme (LATS) Regulations and from Landfill Tax (LFT).
- 1.3 LATS is intended to be a flexible economic instrument allowing local authorities facing allowances (permit) deficits to trade with other authorities (eg purchase from those that have surpluses at a price dictated by the market at the time of purchase) and bank or borrow between years under a set of restrictions.
- 1.4 LATS places significant financial penalties of £150 per tonne on WDAs that landfill more waste than they have allowances (permits) for. Landfill Tax (LFT) is set to increase from £21 per tonne to £48 per tonne by 2011/12 This is an added incentive to take action.
- 1.5 Tonnage modelling shows that collectively the West of England UAs will begin to incur penalties from 2010 if they rely solely upon their existing programmed service improvements. In addition to the need to plan long-term technological solutions there is also a requirement to secure some additional interim arrangements to divert waste away from landfill.
- 1.6 In 2006 the 4 UAs resolved to enter into a partnership to develop a Joint Residual Waste Management Strategy (JRMWMS) together with the preparation of a Joint Waste Development Plan Document (JWPD) as a component part of the Local Development Framework (LDF). This work is expected to lead to an Outline Business Case (OBC).
- 1.7 Recently in May 2007, the government published the Waste Strategy for England 2007. Key elements include:

- Revised waste reduction, recycling and recovery targets:
  - recycle or compost 40% of household waste by 2010, 45% by 2015 and 50% by 2020;
  - recover 53% of municipal waste by 2010, 67% by 2015 and 75% by 2020;
  - reduce by 45% the amount of household waste not reused, recycled or composted in the period 2000 to 2020.
- An emphasis on campaigning for action on reducing waste.
- An increase in the annual landfill tax escalator from £3 per tonne to £8 per tonne as a further incentive to reduce our reliance on landfill disposal.
- Enhanced allowances to encourage waste to be used as a secondary recovered fuel in combined heat and power projects.
- Potential powers to local authorities to introduce revenue neutral financial incentives on households for waste prevention and recycling.
- Powers to create voluntary Joint Waste Authorities.

1.8 Starting from April 2007 the South West Regional Assembly and Local Government Association have co-hosted a series of Waste Review Panel meetings which were attended by all Local Authority Environment and Waste Management Directors or their senior representatives, in the South West. The objective of the Peer Review was to share technical waste information alongside local authority ideas and 'best practice' to improve waste management service delivery in the region. Coordinated with the Environment Agency, Government Office South West and SWRDA, a major data gathering exercise was conducted on local authority waste management practices, future forecasting and risk analysis.

1.9 A number of region-wide key issues flowed from the Waste Peer review and were agreed by all Waste Disposal Authorities in the region, which were submitted for discussion with senior Defra officials, hosted by GOSW. They are:

1. Concern that overall, a significant majority of local authorities in the South West forecast that they will be unable to meet LATS targets 2010-2013.
2. Lack of construction industry and waste management build capacity in 2011-13 at an affordable cost for the South West.
3. Lack of policy clarity over public sector strategic responsibility towards commercial and industrial waste.
4. The short-term drive to meet EU LATS targets could result in less sustainable waste solutions for the longer term.
5. LATs allocations do not take into account population growth.
6. How joined up are Government Departments on the waste issue, e.g. Dti, DCLG, DEFRA and HM Treasury.

1.10 This WDA peer group will continue to meet with the regional organisations to progress work in specific agreed areas and share information and feedback.

## Planning

- 1.8 The Planning and Compensation Act 2004 introduced a statutory duty on Local Planning Authorities (LPAs) to prepare a Local Development Framework (LDF). The LDF comprises a set of planning policy and related documents that, taken together, set out an LPA's policies and proposals for the future sustainable development of its administrative area. This includes policies and plans relating to waste management development.
- 1.9 Appendix 2 of the emerging Regional Spatial Strategy refers to the "former Avon" area in setting targets for waste management capacity. Policy W1 refers to the need for Waste Development Frameworks to have regard to strategic as well as local provision of facilities.
- 1.10 In order to deliver a strategic network of facilities in the sub-region, the four Unitary Authorities have resolved jointly to prepare a Development Plan Document (DPD) for Waste. The DPD will set out planning policies governing waste management development having regard to municipal, commercial & industrial and other waste streams, and will allocate sites for development together with assessment criteria.

## **2 PARTNERSHIP WORKING**

- 2.1 All four UAs have declared a commitment to working in partnership with their neighbouring local authorities to deliver waste treatment infrastructure to enable the diversion of maximum quantities of waste from landfill.
- 2.2 There is an expectation from the government and Defra that local authorities will work collaboratively on waste procurement and contracts in order to achieve efficiencies and minimise costs. Experience to date has indicated that joint bids for funding are received favourably by regional and central support funding organisations and that this will continue in the foreseeable future.
- 2.3 It is considered that working in Partnership offers economic, environmental and social advantages such as:
  - Maximising economies of scale;
  - Minimising environmental impacts;
  - Minimising transport requirements;
  - Providing best value for the tax payer.
- 2.4 Each council, as a Waste Disposal Authority, is obliged to develop its own arrangements for dealing with residual waste. In these circumstances the processes would be identical to that being followed by the Partnership. This work has to be undertaken even if the partnership ceases, so that each UA can limit its liability in terms of Landfill Allowance penalties and Landfill Tax etc.
- 2.5 The Partnership potentially improves the proximity and self-sufficiency of waste management in the sub-region. Proximity is referred to as: "disposing of waste at the nearest appropriate installation by means of the most appropriate methods and technologies" and Self Sufficiency as: "individuals, communities and organisations taking responsibility for their waste". The Partnership will consider these two principles in decision making and will aim to maximise proximity and self-sufficiency in the management of waste in the sub-region.

- 2.6 The process being followed by the Partnership follows the advice and guidance published by 4Ps, DEFRA and DCLG for major waste strategy development and infrastructure procurement. In terms of waste planning, the authorities are also answerable to GOSW.
- 2.7 The preparation of the Joint Waste Strategy (and Joint Waste DPD similarly) is informed by the following vision statement, which endeavours to capture key features of the partnership working, whilst recognising the decision to retain local control over waste min and recycling policy and front-end collection services.

“The four local authorities in the West of England area are working together to develop, in consultation with local residents and other stakeholders, a range of facilities for the treatment of municipal residual waste.

These will deliver significant reductions in the amount of waste, particularly biodegradable waste, being sent to landfill sites. They will also maximise the efficient recovery of resources and encompass environmental, social and economic factors.

Each local authority will maintain a long term commitment to increase waste reduction, recycling and composting, and will move toward a longer term aim of achieving zero waste.”

### **3 FINANCIAL IMPLICATIONS**

- 3.1 Indicative budgets (for the preparation and process costs of the joint Strategy, joint DPD and joint Procurement of new waste treatment facilities) have been prepared and included in each authority’s medium-term financial planning process, following all Executive/Cabinet approvals in December 2006. The project summary page which includes a note of the agreed method of apportionment between authorities is attached (Appendix A).
- 3.2 The total current estimated cost of the overarching Waste Strategy, Development Plan and Procurement process projects is £4,614,250. The basis of apportionment is by equal shares during the preparation of the JRMWMS and JWDPD, with costs apportioned during the Procurement process based upon the quantity of residual waste arising in each respective UA. No provision has yet been made for land acquisition, planning applications nor the revenue and capital costs of future infrastructure.
- 3.3 Work is underway to determine the level of long-term financial commitment which will be required to deliver the project in its entirety, including the need for additional internal and external specialist expertise and staff resources and including major procurement funding options (PFI, Prudential Borrowing etc). Appendix B shows indicative NPV estimates for each technology option, which were determined by Jacobs (the WoE project’s waste technical advisors) during the development of the Issues and Options Consultation Process. These give an indication of the scale of the future waste procurement.
- 3.4 The partnership has been successful in securing external funding support from Defra mainly but also GOSW, totalling £244,000. This has been for various

workstreams across the JRMWMS and JWDPD projects and includes the current detailed site appraisal work by ERM.

#### **4 UA GOVERNANCE AND PROJECT MANAGEMENT**

- 4.1 A Member Project Board has been set up that comprises Executive / Cabinet Members responsible for waste and planning issues from each of the partner authorities. This Board currently operates to a Memorandum of Understanding and Terms of Reference but key policy decisions must be referred back to each of the authorities' relevant Cabinets or Executives for approval.
- 4.2 Research and consultation between the UAs is currently taking place to identify alternative governance options for the major procurement process, as this will require a much more robust and efficient decision-making arrangement. External legal advisors are expected to report on this issue before September 2007.
- 4.3 The outcome will require a further decision by each authority to proceed with the project, to establish a more rigorous structure to function as their joint client and to commit funds. It will not be possible to proceed with joint solutions unless the authorities enter into commitments that are irrevocable for the duration of the solutions they set up and by providing the necessary confidence to the market that the Partnership can deliver on its stated intentions.
- 4.4 A Joint Overview & Scrutiny Reference Group has been established with representatives from each authority's relevant panels, and Terms of Reference have been agreed. New representatives are currently being nominated from relevant O&S Panels, following the May 2007 elections.
- 4.5 A Directors Programme Management Team (DPMT), which comprises chief officers and advisors has been set up and reports to the Member Project Board as outlined in the attached structure chart (Appendix C). The waste, planning, legal and finance functions of the UAs are represented on the DPMT.
- 4.6 Project and risk management support has been commissioned through Bath & North East Somerset Major Projects Framework Agreement, with Capita Symonds performing that role since May 2006.
- 4.7 Waste and Planning Project Teams with limited officer resource inputs from each authority have been in place to progress the technical workstreams, with external consultancy support procured as required. An informal arrangement exists to share procurement and management responsibility of consultants with each authority taking a lead in different work areas.
- 4.8 Proposals for a dedicated core team of officers (also as shown in Appendix C) have been agreed and this is in the process of being set up, under the West of England Partnership Office (WEPO) as an interim measure, prior to the next more formal stage (as in 4.2). Budget allocations for the core team were included in the overall Indicative budgets (Appendix A) which were agreed to by each authority in December 2006.

## **5 RISK MANAGEMENT**

5.1 A detailed risk register has been developed for the projects and is managed by Capita Symonds. It is currently in the process of being updated.

5.2 Concerns expressed about appropriate sharing of financial risk and legal liability are being addressed by an amendment to the Member Board Memorandum of Understanding in the short-term and in the long-term by the next stage of governance that is to be agreed (as in 4.2).

5.3 The project is participating in the 4ps Gateway Review programme and has just undergone Review 0. The report outlines a number of key recommendations to be considered and actioned, including the following key themes, which were largely in progress or under consideration by the project:

- Clarification of desired outcomes and consideration of interim and final solutions with improved awareness of LATS positions
- Development of robust inter-authority governance framework particularly for waste procurement project plus sufficient delegated authority
- Establishment of core programme delivery teams and ongoing use of programme management and control tools
- Site identification and acquisition (and contingency plans)
- Improved internal, high-level communications strategy and external stakeholder engagement plan
- Procurement funding options appraisal and strategy plus confirmation of budget commitments and forward planning
- Greater emphasis on waste minimisation and recycling and consideration of joint campaign work

5.4 The recommendations have been formed into an action plan, with responsibilities allocated.

## **6 ISSUES & OPTIONS CONSULTATION OUTCOMES**

6.1 The Issues & Options Public Consultation ended on 23<sup>rd</sup> March and included the following reports and documents:

- Issues and Options Consultation - Technical Document and Booklet
- Draft Joint Residual Municipal Waste Management Strategy and Technology Options Appraisal Reports
- Strategic Environmental Assessment and Sustainability Appraisal Reports

6.2 The consultation objectives were:

- To widely communicate key messages relating to the Issues & Options document including the draft joint residual municipal waste management strategy
- To give stakeholders and interested parties the opportunity to fully engage in the consultation
- To seek and obtain responses to the Issues and Options.

6.3 Response logging and analysis is being carried out. A full report is due to be available in July. Appendix D is the draft Executive Summary of the report; some of the early messages include:

- Methodology of the consultation and technology appraisal processes, particularly the climate change-related criteria weightings;
- Divided opinions on thermal treatments compared to biological/mechanical;
- Support for more waste reduction and more ambitious recycling and composting targets;
- Avoidance of over-provision of treatment capacity;
- Support for small scale, local facilities and short/medium term contracts;
- Waste to be used as a resource and 'host' communities to benefit from the facilities where appropriate;
- Need for research and consideration of best practices from Europe.

## 7 NEXT TECHNICAL STEPS

7.1 Potential viable interim solutions are now being researched and investigated with the Technical advisors and soon the Waste industry during the Summer 2007. This will identify possible alternatives to achieve LATS compliance in the interim period up to 2013/14, the earliest any long-term waste treatment facility is likely to be operational.

7.2 The table below is a summary of the critical decision-making points for the technical processes. These are subject to confirmation following this new Cabinet/Executive Member Project Board briefing and are also inter-dependent with the governance and structural arrangement decision-making (as in 4.2).

7.3 Work is also in hand to compile a schedule of all 4 UAs Cabinet and Council meeting dates to enable coordination and synchronisation of decision-making.

JRMWMS: Joint Residual Municipal Waste Management Strategy  
 DPD: Development Plan Document  
 JWP: Joint Waste Procurement

Decision / Activity / Issue	Project	When	By
Sites Identification + Appraisal – Workshop/Final Report	DPD & JRMWMS	Sept 2007	Member Project Board
Consideration of Issues and Options Consultation Report	DPD & JRMWMS	Sept 2007	Member Project Board
Consideration of Procurement Funding & Contract Options report	JWP	Sept 2007	
Consideration of Final Waste Strategy	JRMWMS	Dec 2007	Member Project Board
Consideration of Expression of	JWP		

Decision / Activity / Issue	Project	When	By
Interest (Defra)			
Consideration of Preferred Options Report and Consultation Plan	DPD	Feb 2008	Member Project Board
Agreement of Preferred Options Report and Consultation Plan (for May-July formal consultation stage)	DPD	Feb – Apr 2008	Each UA
Agreement of Final Waste Strategy	JRMWMS		
Agreement of Procurement Funding & Contract Options Report and Expression of Interest (Defra)	JWP	Feb – Apr 2008	Each UA
Consideration of Outline Business Case	JWP	June 2008	Member Project Board
Agreement of Outline Business Case	JWP	July 2008	Each UA
Consideration of site/s purchase	JWP	June 2008 (latest)	Member Project Board
Agreement to purchase site/s	JWP	July - Sept 2008	Each UA
Consideration of Preferred Options Consultation Report	DPD	Sept - Oct 2008	Member Project Board
Agreement of Preferred Options Consultation Report	DPD	Oct - Dec 2008	Each UA
Consideration of DPD for submission to Secretary of State	DPD	Feb - March 2009	Member Project Board
Agreement of DPD for submission to Secretary of State (in May-June)	DPD	March - May 2009	Each UA
Consideration to apply Planning Permission/s	JWP	July 2009	Member Project Board
Consideration of Tender List/s	JWP	October 2009	Member Project Board
Consideration of successful Tender/s	JWP	March 2011	Member Project Board
Approval of successful Tender/s	JWP	March - May 2011	Each UA

Decision / Activity / Issue	Project	When	By
Consideration of DPD for Adoption	DPD	Sept - Oct 2010	Member Project Board
Approval of DPD for Adoption (in December)	DPD	Oct – Dec 2010	Each UA

<p><b>Background papers</b></p>	<p><b>Council / Council Executive/Cabinet reports:</b>  A number of key reports have been approved by each authority relating to the West of England project. Each authority's officers can provide individual details on request. Each authority may also have prepared reports for internal use which should be available through respective Cabinet Offices.</p> <p><b>West of England project – documents/papers available</b></p> <ul style="list-style-type: none"> <li>• Member Project Board MoU and Terms of Reference</li> <li>• Project Management (PIDs) and Risk Register</li> <li>• Joint Overview &amp; Scrutiny Reference Group Terms of Reference</li> </ul> <p><b>Technical waste management and planning documents:</b></p> <ul style="list-style-type: none"> <li>• Issues and Options Consultation - Technical Document and booklet</li> <li>• Draft Joint Residual Municipal Waste Management Strategy and Technology Options Appraisal Reports</li> <li>• 2<sup>nd</sup> Stage Consultation and Communications Plan (Jan-Mar 2007)</li> <li>• Strategic Environmental Assessment and Sustainability Appraisal Reports</li> </ul> <p>Website: <a href="http://www.rubbishresource.co.uk">www.rubbishresource.co.uk</a></p>
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# Appendix A

## SUMMARY BUDGET FORECASTS

1. The indicative summary budget forecasts shown below reflect the anticipated costs that have been identified to date for the JRMWMS and JWPD projects. In respect of the Joint Procurement exercise, some broad cost estimates have also been included to give an indication of the scale of costs that may potentially arise. These costs will be finalised in the Service plan for 07/08.
2. The Project Board has recommended that costs of the project be shared equally amongst the UAs during the Strategy and Joint Waste Development Plan process, and apportioned on the basis of residual waste arisings in each authority during the procurement process based on annual returns submitted under the statutory reporting database, WasteDataFlow.

### INDICATIVE SUMMARY BUDGET FORECASTS AS AT 24/11/06

Year

Project	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	Total
Joint Municipal Waste Management Strategy	36,500	289,000	239,250				564,750
Joint Development Plan Document		194,200	308,000	160,000	389,300		1,051,500
Joint Waste Procurement			200,000	1,350,000	907,500	540,500	2,998,000
<b>Year totals</b>	36,500	483,200	747,250	1,510,000	1,296,800	540,500	<b>4,614,250</b>

Apportionment							
<b>B&amp;NES</b>	<b>9,125</b>	<b>120,800</b>	<b>168,813</b>	<b>256,000</b>	<b>242,525</b>	<b>86,480</b>	<b>883,743</b>
BCC	9,125	120,800	216,813	580,000	460,325	216,200	1,603,263
SGC	9,125	120,800	180,813	337,000	296,975	118,910	1,063,623
NSC	9,125	120,800	180,813	337,000	296,975	118,910	1,063,623
	36,500	483,200	747,250	1,510,000	1,296,800	540,500	<b>4,614,250</b>

#### Note: Joint Waste Procurement

Estimated process costs only - from GLA report (PPP route)  
 Detail and profile to be worked up through PID and Planning process  
 in conjunction with 4ps, Jacobs Babbie and Capita-Symonds

## COST APPORTIONMENT

The following is an extract of the minutes from the WoE Member Project Board meeting 26th September 2006:

### Note: Cost Apportionment Recommendations (Member Project Board 26th September)

- (i) Since the production of the Joint Municipal Waste Management Strategy and the Waste Development Plan Document have equal benefit to all four partnering UAs, the apportionment during the time when these documents are being prepared should remain on an equal four way split.
  
- (ii) At the point at which the process of procurement commences, the apportionment be adjusted, based on the quantity of Directly Landfilled Municipal Waste to better represent the nature of the task ahead and to reflect the efforts each authority is taking to reduce the volumes of residual waste and to provide an incentive to do so.

To be agreed on the basis that there will be an annual review of the percentage apportionment by Directly Landfilled Waste, with a retrospective adjustment based on the actual audited WasteDataFlow (WDF) figures from the Environment Agency.

**Table to illustrate indicative percentage apportionment, based on 2005/06 WDF data**

<b>Authority</b>	<b>Directly Landfilled MSW (tonnes, 2005/06)</b>	<b>Apportionment</b>
B&NES	63,409	16%
Bristol	153,439	40%
North Somerset	86,461	22%
South Gloucestershire	83,699	22%
<b>Totals</b>	<b>387,008</b>	<b>100%</b>

## Issues & Options for the West of England Technology Options: Summary of Indicative Cost Comparison

Option	Technology	NPV £ (rounded)	NPV £ per household (rounded)	NPV £ per tonne (rounded)
SQ	Status Quo	£939,316,000	£65.00	£52.00
1	Energy from Waste (EfW)	£658,827,000	£46.00	£37.00
2	Biological Mechanical Treatment (BMT) followed by In-Vessel Composting and 3rd Party Thermal Treatment	£798,050,000	£56.00	£44.00
3	Mechanical Biological Treatment (MBT) followed by 3rd Party Thermal Treatment followed by Landfill	£841,133,000	£59.00	£47.00
4	Autoclave followed by Anaerobic Digestion of Fibres	£781,237,000	£54.00	£44.00
5	Mechanical Treatment followed by 3rd Party Thermal Treatment followed by Anaerobic Digestion	£852,881,000	£59.00	£48.00
6	Autoclave followed by Thermal Treatment of Fibres	£742,480,000	£52.00	£41.00
7	Pyrolysis/Gasification (with fuel preparation)	£632,382,000	£44.00	£35.00

The cost of each option has been modelled using an estimate of the capital costs over the assumed construction period, the ongoing operational cost for the contract period and potential incomes, to determine an indicative service cost.

The Net Present Value\* (NPV) figures shown above do not indicate the actual cost of procuring a technology option, nor do they indicate the gate fee or unitary charge that may result from procuring that technology mix from the industry's suppliers. There are other additional costs that will be included in the more detailed financial modelling in the Outline Business Case.

The NPV £ per household represents **an indication** of the cost to manage municipal waste for each household in the Partnership averaged over 28 years (nearly 460,000 now, rising to an estimated 567,000 at the end of this period).

The NPV £ per tonne represents **an indication** of the cost per tonne basis, averaged over the 28 years. During the 28 years approximately 17.9 million tonnes of municipal waste is estimated to have to be managed.

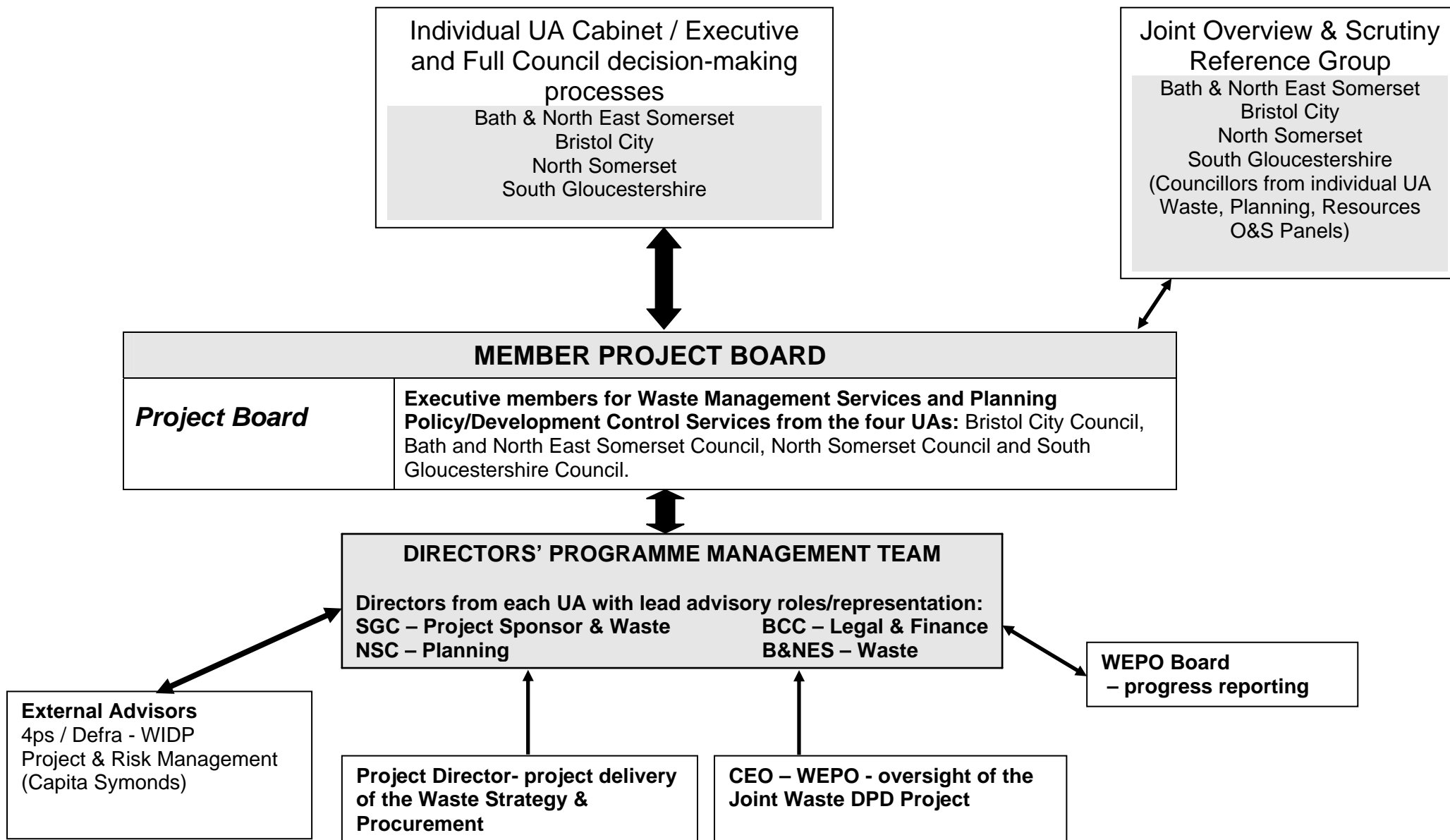
Note: This is a greater number than the cost per tonne of residual waste only would be, as the NPV included for handling source segregated materials as well at Recycling Centres, Materials Recycling Facilities.

\* Net Present Value is an accounting method used to represent the current value of future expenditure and income.

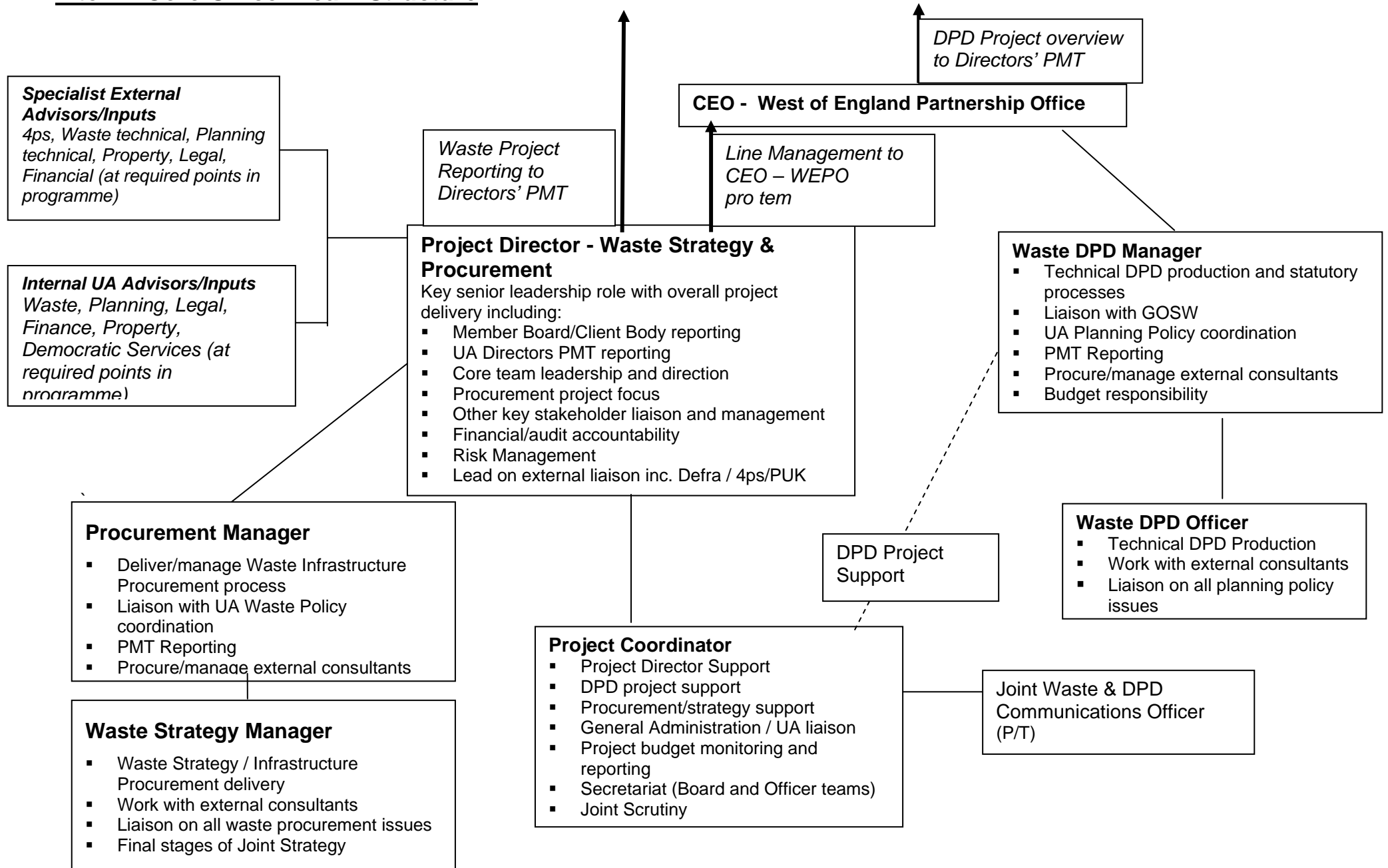
For a short description of the Cost Model, please refer to page 43 of the Technical Issues & Options document.

For more detailed information on what is and is not included at this indicative stage and for some of the baseline assumptions including LATS costs or income, please see pages 59-64, page 97 and pages 155-157 of the full Options Appraisal Report.

# West of England Waste Management & Planning Strategy Project Governance and Management Structure



# Interim Core Officer Team Structure



# WEST OF ENGLAND WASTE MANAGEMENT & PLANNING PARTNERSHIP

## Issues and Options - Phase Two Consultation Results

### EXECUTIVE SUMMARY

July 4<sup>th</sup> 2007 Version 5

#### 1. Introduction

The West of England partnership, Bath & North East Somerset Council, Bristol City Council, North Somerset Council and South Gloucestershire Council, are working together to develop joint long-term strategies for dealing with waste in the West of England area. These include a Waste Strategy and a Development Plan.

#### 2. Consultation Objectives

The Issues and Options second phase consultation process built on the achievements of the first phase 'awareness raising' exercise which took place in June/July 2006. A Strategic Consultation Forum guided and advised on the creation of the consultation strategy for both phases of the consultation

The consultation objectives were:

1. To widely communicate key messages relating to the Issues and Options Document including the draft municipal waste strategy
2. To give stakeholders and interested parties the opportunity to fully engage in the consultation
3. To seek and obtain responses to the Issues and Options Document including the draft municipal waste strategy

#### 3. SUMMARY OF KEY ISSUES RAISED

##### ***Reduce, Reuse, Recycle***

*In general, the wider public, with whom we consulted, understand recycling more readily than any other aspect of waste management. They identified that this consultation did not address recycling as such, and perceived this as a shortcoming. Nonetheless the message about increasing the 3Rs is consistent and strong. There were frequently heard requests that more should be done to recycle plastics.*

### ***Thermal Treatment divided opinion***

*There is substantial understanding and acceptance that Thermal Treatment which produces energy is a viable and effective technology. However there is also strong and absolute opposition to any form of thermal technology from a minority.*

### ***Carbon footprint information***

*There is now rapidly growing awareness of the danger posed to the planet by excessive carbon dioxide. The lack of emphasis on climate change and carbon emissions was thought to be a shortcoming of the consultation.*

### ***Reduce transportation***

*The need to reduce 'waste miles' i.e. the distance that waste is transported – was strongly heard from all quarters of the consultation response.*

### ***Small and local facilities***

*A considerable majority voiced an opinion in favour of a large network of smaller localised facilities dispersed across the area.*

### ***Complex and questionable data***

*A substantial number of people felt they could not express a clear preference because they thought the information supplied was too complex. For those with technical knowledge and who used the longer technical document, the reliability of the data and evaluation processes were questioned.*

## **4. Methodology**

- An Issues and Options survey document was produced in two versions aimed at different stakeholder groups. Stakeholders included the general public, groups with a special interest in waste and environment, parish councils, statutory organisations such as the Highways Authority and the Environment Agency, commercial waste contractors and many more.
- The first phase of consultation yielded a useful database of over 600 people who had expressed an interest in taking part again. These were all contacted either by e mail, phone or letter and invited to take part in the second (Issues and Options) phase of consultation.
- Stakeholders were contacted by mail or e mail and these included a long list of organisations and individuals who had registered their interest as a result of the first phase of consultation as well as a large number of community groups, parish councils, special interest groups, councillors, MPs, local businesses etc. In total, 14,000 Issues and options booklets were distributed.
- 4000 posters and booklets were distributed through council premises, libraries, sports centres and schools and colleges.

- A media relations campaign achieved extensive range of press articles in all the key local newspaper and radio stations and TV exposure was gained on BBC1's The Politics Show. Coverage ran for two months from the end of January to the end of March.
- Four 'Rubbish or Resource?' branded roadshows were held at major shopping centres on four Saturdays where over 650 surveys leaflets were given out. 2000 flyers were also handed out to the public with information provided about the public meetings.
- Four well attended public meetings were held on weekday evenings in each of the four areas. Attendance levels range between 25 and 60 people at each meeting.
- Eight community groups meetings were held, two in each of the four where existing groups invited us to present the consultation to their members.
- Two special interest meetings were held – one for groups with a special interest in the environment, and another for those whose interest was industrial and commercial waste
- A day long event with presentations and workshops was attended by representatives of 11 different environment groups.
- A web site and on line consultation function enabled many people to respond electronically. In addition two live online lunch-time discussion sessions were held.

## **5. Response levels**

This consultation captured the views of over 1000 local people and organisations

- Over 500 people attended meetings in total.

Written surveys

- 373 people filled in one of the survey documents.
- 61 other forms of correspondence were received.
- 99 comments came through the website discussion forum.
- A total of 533 written responses.
- There was a fairly even spread of respondents across the four authorities, with slightly more from North Somerset and Bristol. The vast majority of people who responded lived within the area. The level of knowledge was high and many people wrote detailed, knowledgeable and lengthy replies.

## **6. Summary of comments gathered across the consultation**

The Survey responses have been broadly divided into three sections:  
about waste  
about the technology options  
about planning and sites.

The following summary reflects the general views which have been gathered from all the survey documents, e-mails received, on-line discussions and comments made at the public meetings. The latter group received presentation and guidance about the options appraisal process as well as more technical detail about the technologies, and therefore these comments reflect the wider information available. The common themes and most frequently voiced views from all types of responses have been summarised here. Full details of all the comments made are available in supplementary documents.

### **6.1 General Waste Issues – key points raised**

- A strong desire to see a greater emphasis placed on the 3Rs – Reduce – Reuse – Recycle. The vast majority who responded are keen to recycle even more, and they want the councils to make it easier for them to do this. These messages were consistent across the entire consultation.
- There was general understanding about the need for new facilities and agreement with the need to reduce the use of landfill sites.
- Many expressed a wish to see consistency about how waste and recycling is handled across the area.
- Plastics, packaging and supermarkets were frequently cited as problem areas for waste
- There were views expressed that we should work towards reducing waste altogether and set higher targets for recycling e.g. following the Zero Waste policy adopted by Bath & North East Somerset.
- Some people criticised the councils' assumptions that waste would rise and they challenged the councils and society at large – to aim at reducing or eliminating waste at every stage.
- A large majority (84%) thought that the West of England should deal with its own waste and not export it to other areas. However, waste facilities - or the need for them – in neighbouring authorities should be taken into consideration.
- A dislike of long term contracts was expressed. Shorter, more flexible contracts were thought to be preferable in light of rapidly developing technical innovations.

## **6.2 Technology Options      Key Points raised**

- Energy from Waste technology aroused widely contrasting opinions – with some vehemently opposed, but a clear majority of the written responses expressing this as their preferred option. Of those who objected to this technology, many did so because of concerns about emissions, health impacts, and because it could undermine future recycling activity.
- A majority of respondents felt that Option 3 (Mechanical Biological Treatment followed by outsourced thermal treatment with landfill of the stabilised output ) was the least acceptable choice.
- Many people asked for clearer explanations about the carbon footprint, and challenged whether it had been given sufficient weighting in the options appraisal process.
- More information was requested about the cost impact of the technologies. Some respondents felt unable to express an opinion until this information was known.
- Many people declined to express an opinion about the technology options as they found the technologies and/or data confusing or complicated. Many felt they were unqualified to comment, while others thought that such decisions were best left to experts. Of those with higher levels of technical understanding, some expressed doubts about the accuracy of the data used in preparation and evaluation of the documents.

## **6.3 Planning and Sites      Key points raised**

- There was a strong desire to ensure that waste transportation was minimised. To this end many people favoured a large number of well dispersed smaller facilities.
- There was general agreement that the factors identified to rule out new waste developments were suitable. The use of existing brownfield or industrial sites was favoured, with the caution that well-established industrial areas should not be over burdened.
- Small scale facilities were favoured over few large scale facilities as the former were perceived to have less impact on the immediate local environment. A significant number of people recognised the flexibility that building facilities in a combination of sizes could bring
- Concern was expressed about building on areas which are at risk from flooding.

- Traffic, noise and air pollution were factors that most people felt would need to be overcome wherever waste facilities were located.
- A majority (71%) thought that we should plan to build facilities that could handle commercial and industrial waste as well as municipal waste.
- Some expressed views that any facilities which generate energy should be located near to where such energy can be used.

***The Consultation enabled a very wide range of views to be expressed and contributed to an important part of the debate on climate change and the environment.***

***The results drawn from this consultation will feed into the Preferred Options stage of the Development Plan and into the emerging Joint Waste Strategy.***

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