



Residual Waste Treatment Directions and Update on Waste Transfer Arrangements

Committee	Gloucestershire Joint Waste Committee
Committee Date	4th December 2018
Significant Decision	Yes
Responsible Officers	Wayne Lewis, Gloucestershire Joint Waste Team wayne.lewis@gloucestershire.gov.uk
Main Consultees	Gloucestershire Joint Waste Committee Partner Councils
Purpose of Report	<p>To:</p> <ol style="list-style-type: none"> 1. update on progress on the construction of the Javelin Park Energy from Waste (EfW) facility and on mobilisation plans for the delivery of waste to the facility; 2. issue directions for the delivery arrangements for collected residual household waste from each of the Waste Collection Authorities (WCAs) in Gloucestershire.
Recommendations	<p><i>It is recommended that the Committee:</i></p> <ol style="list-style-type: none"> I. Notes the progress on the construction of the EfW facility. II. Notes the update on the procurement of waste transfer arrangements for each of the WCAs within Gloucestershire. III. Makes the following directions under s51(4) of the Environmental Protection Act 1990: <ol style="list-style-type: none"> a) that Stroud District Council delivers all its collected household residual waste to Urbaser Balfour Beatty at Javelin Park Haresfield Stonehouse Gloucestershire with effect from 1st March 2019; b) that Gloucester City Council delivers all its collected household residual waste to Urbaser Balfour Beatty at Javelin Park Haresfield Stonehouse Gloucestershire with effect from 1st March 2019. IV. Authorises the Head of the Gloucestershire Joint Waste Team to undertake the administrative function of issuing directions in accordance with s51(4) of the Environmental Protection Act 1990 which give effect to the following directions made by the Committee under s51(4) of the Environmental Protection Act 1990:

	<ul style="list-style-type: none"> a) that Cotswold District Council delivers all its collected household residual waste to the provider awarded a contract by Gloucestershire County Council for the transfer of collected household residual waste in the Cotswold District to the place specified in that contract with effect from 1st February 2020; b) that Forest of Dean District Council delivers all its collected household residual waste to the provider awarded a contract by Gloucestershire County Council for the transfer of collected household residual waste in the Forest of Dean District to the place specified in that contract with effect from 1st February 2020; c) that Cheltenham Borough Council delivers all its collected household residual waste to the provider awarded a contract by Gloucestershire County Council for the transfer of all its collected household residual waste in the Cheltenham Borough to the place specified in that contract with effect from 1st March 2019; d) that Tewkesbury Borough Council delivers at least thirty percent by weight of all its collected household residual waste to Urbaser Balfour Beatty at Javelin Park Haresfield Stonehouse Gloucestershire with effect from 1st March 2019 and that it delivers no more than seventy percent by weight of all its collected household residual waste to the provider awarded a contract by Gloucestershire County Council for the transfer of collected household residual waste in the Tewkesbury Borough to the place specified in that contract with effect from 1st March 2019.
<p>Resource Implications</p>	<p>The proposed waste delivery arrangements will have direct financial implications for Gloucestershire County Council and Cheltenham Borough Council. These will need to be considered as part of the 2019/20 budget setting process for each of those councils. No direct financial implications are anticipated for the remaining Waste Collection Authorities. It is anticipated that changes to current waste delivery arrangements will take effect for Cheltenham Borough Council (CBC), Gloucester City Council (GC), Stroud District Council (SDC) and Tewkesbury Borough Council (TBC) from March 2019. The current delivery arrangements (to local waste transfer sites) for Cotswold District Council (CDC) and Forest of Dean District Council (FoDDC) will remain until January 2020.</p>

1. Background

1.1 GCC awarded a contract to treat Gloucestershire's residual waste to Urbaser Balfour Beatty (UBB) in February 2013, which was re-signed in 2016. The contract is for the treatment of residual waste that remains after residents have reduced, reused and recycled as much as possible. Gloucestershire achieved a countywide

recycling rate of 54% in 2017/18; its highest rate to date. Despite good progress in recycling, there is still a significant amount of residual waste that should be diverted from landfill, which for 2017/18 was around 130,000 tonnes.

1.2 UBB's technical solution is incineration with energy recovery. The facility is being built at Javelin Park, near Haresfield and will have capacity to treat all of Gloucestershire's residual household waste, whilst generating enough electricity to supply up to 25,000 households.

2. Construction

2.1 Construction work commenced in summer 2016 and continues on schedule. Considerable progress has been made since the last update to the joint committee in October 2018:

- the facility is now connected to the National Grid and receiving electricity;
- the facility has a water connection;
- cladding of the outside of the building is well progressed;
- excavation of the attenuation ponds has commenced;
- construction of the incinerator bottom ash (IBA) conveyor system and the fit out of the IBA treatment hall are well advanced;
- internal cable installation continues; and
- the internal fit out of the admin building, including the visitor centre has commenced.

3. Mobilisation

3.1 The facility is due to be fully operational in July 2019. Commissioning will begin early in 2019 with hot commissioning (the point at which some waste begins to be received and processed) commencing in March 2019. Prior to this, GCC, WCAs and service providers such as Ubico and Biffa need to be familiar with the site and understand the processes for waste delivery.

3.2 Regular meetings between these parties and UBB are held. These meetings are focussed on the training of all collection and supervisory staff on the safe delivery and tipping of waste on site, the confirmation of tipping arrangements for those wastes that will not be processed on site and agreeing waste delivery plans for the commissioning period.

3.3 Once Waste Transfer Service contracts are awarded, appropriate mobilisation arrangements will also be put in place for these facilities. The relevant transfer station contractors will also be asked to attend the ongoing mobilisation meetings with UBB.

4. Waste Transfer Arrangements

4.1 GCC currently has waste transfer arrangements under its existing Waste Management Services Contract for the bulking and haulage of waste collected by CDC and FoDDC to landfill. These arrangements end with the expiry of this contract in January 2020.

4.2 A new procurement exercise has been undertaken to procure contracts for residual waste transfer to the Javelin Park EfW plant from:

- CDC;
- FoDDC; and,
- CBC and TBC.

Each of these contracts will have a term of three years with an option to extend for a further three years.

4.3 At its meeting in June 2018, the Gloucestershire Joint Waste Committee (GJWC) was informed that the award of the lot for CBC and TBC would be subject to a cost evaluation exercise by GCC, which compared the tender prices received to the estimated costs of direct delivery.

4.4 This work has now been completed and agreements reached between GCC and CBC and also between GCC and TBC as to the arrangements for the transfer of residual waste and the sharing of the costs incurred in putting into effect those arrangements. CBC will tip all collected household residual waste at a local transfer station and will make a contribution towards these costs. CBC is taking a report regarding the confirmation of this arrangement to its Cabinet on the 28th November 2018. TBC will deliver up to 70% of its household residual waste to a local transfer station and will direct deliver the remainder to the EfW facility.

4.7 Post the CBC Cabinet decision of the 28th November 2018 the GCC Lead Cabinet Member for Environment and Planning will take a decision to award the Waste Transfer Services Contracts referred to in paragraph 4.2 of this Report. These contracts will provide for local bulking and transfer points for household residual waste collected by CDC, CBC, FoDDC and TBC.

5. Directions under s51(4) of the Environmental Protection Act 1990

5.1 Under the Environmental Protection Act (EPA) 1990 GCC, as the Waste Disposal Authority (WDA), has responsibility for the arrangements for treatment and disposal of household waste within the Gloucestershire. Section 51(4) of the EPA states that the WDA “shall give direction to the waste collection authorities within its area as to the person to whom and places at which such waste shall be delivered”. The district, borough and city councils are Waste Collection Authorities (WCAs) under the EPA.

5.2 GCC has delegated its powers under section 51 of the EPA together with a number of other legal powers and duties to the GJWC, meaning that the directions that must be issued to WCAs to inform them of the specified tipping locations for waste collected by them must be issued by the GJWC.

5.3 Subject to the award of the Waste Transfer Services Contracts by GCC, the delivery arrangements for household residual waste to the Javelin Park EfW facility will be:

- CDC – delivery by CDC of all its collected household residual waste to a local waste transfer station in Cirencester under existing arrangements until January 2020 with further delivery of the same by CDC to a local waste transfer station provided under the new Waste Transfer Service Contract for a minimum of three years from 1st February 2020;

- CBC – delivery by CBC of all its collected household residual waste to a local waste transfer station provided under the new Waste Transfer Service Contract from 1st March 2019 for a minimum period of three years from that date;
- FoDDC - delivery by FoDDC of all its collected household residual waste to a local waste transfer station in Lydney under existing arrangements until January 2020 with further delivery of the same by FoDDC to a local waste transfer station provided under the new Waste Transfer Service contract for a minimum of three years from 1st February 2020;
- Gloucester City – delivery by GC of all its collected household residual waste to the EfW facility from 1st March 2019;
- Stroud D.C - delivery by SDC of all its collected household residual waste to the EfW facility from 1st March 2019; and,
- Tewkesbury B.C – delivery by TBC of up to 70% of all its collected household residual waste by weight to a local waste transfer station provided under the new Waste Transfer Service Contract from 1st March 2019 for a minimum period of three years from the 1st March 2019 and delivery of at least 30% of all its collected household residual waste by weight waste to the EfW facility from 1st March 2019.

5.4 Officer advice is to agree the arrangements as set out in paragraph 5.3 of this report and to make the directions under s51(4) of the EPA as set out in this report.