



LINCOLNSHIRE WASTE PARTNERSHIP

A MEETING OF THE LINCOLNSHIRE WASTE PARTNERSHIP
WILL BE HELD ON THURSDAY, 15 SEPTEMBER 2016 AT 10.30 AM
IN COMMITTEE ROOM ONE, COUNTY OFFICES, NEWLAND, LINCOLN LN1
1YL

AGENDA

- | | | |
|----------|---|-----------------|
| 1 | PARTNERSHIP MANAGEMENT ISSUES | LEAD |
| 1a | Apologies for Absence | |
| 1b | Declaration of Interests | |
| 1c | Minutes of the meeting held on 9 June 2016 (Pages 3 - 12) | |
| 1d | Partner Updates (Verbal Report) | ALL |
| 2 | OPERATIONAL ISSUES | |
| 2a | Incinerator Bottom Ash as Recycling (Pages 13 - 20) | LCC |
| 2b | Update from Officer Working Group (Verbal Report) | LCC/CoLC |
| 3 | STRATEGIC ISSUES | |
| 3a | Lincolnshire Waste Partnership Audit - Draft Report
(Pages 21 - 90) | LCC |

7 September 2016

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LINCOLNSHIRE WASTE PARTNERSHIP 9 JUNE 2016

PRESENT:

Councillor R A Shore (Vice-Chairman, in the Chair)	(Lincolnshire County Council)
Steve Willis	(Lincolnshire County Council)
Sean Kent	(Lincolnshire County Council)
Councillor Michael Brookes	(Boston Borough Council)
George Bernard	(Boston Borough Council)
Victoria Burgess	(East Lindsey District Council)
Councillor Fay Smith	(City of Lincoln Council)
Councillor Richard Wright	(North Kesteven District Council)
Mark Taylor	(North Kesteven District Council)
Councillor Roger Gambba-Jones	(South Holland District Council)
Emily Spicer	(South Holland District Council)
Councillor Nick Craft	(South Kesteven District Council)
Ian Yates	(South Kesteven District Council)
Simon Mitchell	(Environment Agency)
Ian Taylor	(Lincolnshire County Council)
Councillor Anthony Herbert Turner MBE JP	(Lincolnshire County Council)
Rachel Wilson	(Lincolnshire County Council)

1 PARTNERSHIP MANAGEMENT ISSUES

1a Election of Chairman

It was proposed and seconded that Councillor D Cotton (West Lindsey District Council) be elected as Chairman of the Lincolnshire Waste Partnership for 2016/17

RESOLVED

That Councillor D Cotton be elected as Chairman of the Lincolnshire Waste Partnership for 2016/17.

1b Election of Vice-Chairman

It was proposed and seconded that Councillor R Shore (Lincolnshire County Council) be elected as the Vice-Chairman of the Lincolnshire Waste Partnership for 2016/17.

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RESOLVED

That Councillor R A Shore (Lincolnshire County Council) be elected as Vice-Chairman of the Lincolnshire Waste Partnership for 2016/17.

COUNCILLOR R A SHORE IN THE CHAIR

1c Apologies for Absence

Apologies for absence were received from Councillor D Cotton and Ady Selby (West Lindsey District Council) and Councillor Mrs S Harrison (East Lindsey District Council)

1d Declaration of Interests

There were no declarations of interest at this point in the meeting.

1e Minutes of the meeting held on 11 February 2016

RESOLVED

That the minutes of the meeting held on 11 February 2016 be agreed as a correct record subject to the amendment of the word 'grass' to 'glass' under minute number 66a, paragraph 2.

It was reported that an interactive forum entitled 'Developing a Circular Economy in the UK: Improving Waste Management' was being held on 22 September 2016 in Central London, and was organised by Defra and WRAP.

1f Future Dates for the Lincolnshire Waste Partnership 2017

The Lincolnshire Waste Partnership considered the provisional dates for 2017 as set out below:

Officer Working Group (1.00 pm start)	Member/officer pre-meeting (3.00 pm start)	Lincolnshire Waste Partnership (10.30 start)	Officer Working Group (1.00 pm start)
7 April 2016	26 May 2016	9 June 2016	2 June 2016
4 August 2016	1 September 2016	15 September 2016	29 September 2016
27 October 2016	8 November 2016	24 November 2016	22 December 2016
2 February 2017	14 February 2017	2 March 2017	30 March 2017
11 May 2017	23 May 2017	8 June 2017	6 July 2017
10 August 2017	22 August 2017	7 September 2017	5 October 2017
26 October 2017	7 November 2017	23 November 2017	21 December 2017

Members of the Partnership were asked to contact the Democratic Services Officer if there were any issues with the dates.

RESOLVED

That the provisional dates for 2017 be noted.

1g Partner Updates

Members of the Partnership were provided with the opportunity to update the rest of the Partners on any developments within their individual districts which may be of interest, and the following was reported;

North Kesteven District Council – the authority had had another successful prosecution for fly tipping with £2,500 of penalties awarded. It was noted that the Deputy Leader of the Council had witnessed the incident. It was reported that the Council would be able to recover their costs.

It was also reported that planning permission had been obtained to build a new depot in Metheringham.

In terms of garden waste collections, the annual charge had been increased from £25 to £30 and there were still approximately the same number of people signed up, and so the increased charge had not had an impact on take up rates.

South Kesteven District Council – the authority had had a similar experience to NKDC with the green waste. It had been found that people valued the service when it was charged for, and there had been an uplift in take up. It was planned to introduce a direct debit scheme, as this would reduce the costs of rebilling. Since the shift online, there had been a 60% take up of the direct debit.

South Holland District Council – the pilot green waste collection had been launched in April, and after two months, the authority was about to break even. A lot of positive feedback had been received, and 85% of the residents that had signed up, had done so online. Officers commented that they would be interested to find out more about the setting up of a direct debit scheme, and it was suggested whether it could be looked at further by the Officer Working Group.

In terms of fly tipping, a couple of cases were being pursued under the Duty of Care Act.

A councillor reported that in South Holland, there was a very active local volunteer group, which called itself 'Spotless Spalding', which was focused on clearing the riverside area and so far the volunteers were doing a very good job and the group was going from strength to strength. He also commented that he was keeping the group at arm's length as it was doing things the council was unable to do such as removing graffiti from private residences.

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East Lindsey District Council – the charge for the collection of bulky waste increased on 1 April 2016. Other projects were still ongoing.

Boston Borough Council – a charge for green waste had now been introduced, and it was reported that 77% of the people that took up the service last year had renewed. There were approximately 250 people per week signing up for the service. It was also noted that an increase in residual waste had not been noticed. 45% of those signing up to the green waste service did so via the internet. The authority also expressed an interest in finding out more information regarding a direct debit service. It was noted that there were set up costs, but once established would be an ongoing saving.

Environment Agency – Fire Prevention Plan Guidance – there was a focus on reducing the risk of fires at waste storage facilities as there was new guidance which was due to be released which would require operators of sites to reduce the risks. This guidance was being developed with the Fire Services as well as the waste industry. Most of the industry welcomed this new guidance which would state maximum sizes of piles etc., but it would put more pressure on smaller operators as it would reduce the amount of storage they could have on site. The officer present offered to provide further information on this at a future meeting, which the Partnership welcomed.

City of Lincoln Council – it was reported that Lincoln did not start its green waste year until 1 July, but there had been a large take up this year already, and a larger number than last year had signed up using the internet.

A small increase in fly tipping was also reported. It was noted that there had not been any prosecutions in 2015/16 but there were currently four cases pending.

The Council had employed its own Street Enforcement Officer for littering, and so far the full cost of this post had been recovered. 395 tickets for littering had been issued. The authority would be happy to supply full details of this if other members were interested.

Lincolnshire County Council – the position on Boston HWRC had been confirmed, and the authority would be pursuing the option of building its own facility, and it should be in place by the end of March 2017, subject to planning permission being awarded. The authority would be going out to tender for the Kirkby on Bain site.

A major emergency planning exercise – Exercise Grey Seal – was planned to take place in November 2016. This would deal with the effects of a major incident along the coastline and the Humber. It was reported that there would be a lot of work taking place in advance of the day.

2 OPERATIONAL ISSUES

2a Fly-Tipping Update

The Lincolnshire Waste Partnership received an update from Mark Taylor, Head of Environment and Public Protection, North Kesteven District Council on the current fly-tipping situation in the county. It was reported that there had been a slight increase in some of the districts, but it was difficult to determine why

It was reported that a training event on fly tipping had taken place and there had been attendance from across the county, and the event had also received good feedback.

Members of the Partnership discussed the current situation in relation to fly tipping, and some of the points raised during discussion included the following:

- The number of prosecutions carried out by NKDC was impressive.
- It was reported that the number of legal services staff had not been increased as the district was part of the legal shared services. However, it was a resource intensive activity.
- It was noted that costs in relation to time spent on a successful prosecution could be recovered through the courts.
- It was acknowledged that it was difficult to prove that pursuing prosecutions was saving money, but if they were not pursued there would be no deterrent.
- It was commented that people would tend to dump items they did not want to pay to dispose of.
- The City of Lincoln had run a trial scheme the previous year in one of the worst areas of the city for fly tipping (42% of fly tipping incidents took place in this area). Under the scheme, items were not collected, but the area was leafleted, encouraging people to report fly tipping. However, the scheme was not successful.
- It was queried whether members were aware of the role of the Environment Agency with fly tipping incidents, and it was suggested whether an update should be provided on this?
- It was reported that the Environment Agency would get involved if it was in the categories of 'big, bad or nasty'. 'Big' was if the amount of waste dumped had been left by an articulated lorry; 'Bad' referred to hazardous materials; and 'Nasty' was if waste had been dumped as part of organised crime. The Environment Agency would collect evidence from across the country.
- The Environment Agency did have a certain amount of funding available for clearing waste from structures in rivers to prevent flooding.

RESOLVED

That the update be noted.

3 STRATEGIC ISSUES

3a Lincolnshire Waste Partnership Audit

Consideration was given to a report which outlined the proposal for an audit of the Lincolnshire Waste Partnership and the Joint Municipal Waste Management Strategy (JMWMS). This was expected to assist in the assurance of the JMWMS being a fit for purpose and relevant document. Additionally there would be assurance of the LWP being a well-managed, engaging group, with strong governance, as well as determining a future vision for a successful and sustainable waste management service provision for the benefit of all Lincolnshire residents.

The Partnership was provided with the opportunity to ask questions to the officers present in relation to the information contained within the report, and some of the points raised during discussion included the following:

- It was commented that one of the things that could come out of this audit was that there had been a struggle to find agenda items. One of the outcomes could be a need for a more structured approach.
- It was noted that this was currently a scoping exercise, and draft document for comment.
- The final report would go through the County Council's Audit Committee, but it would also come back to this Partnership. Districts were welcome to take the report to their own audit committees as well.
- If people had comments on the terms of reference, they were encouraged to contact the Democratic Services Officer.
- The aim of the Audit was to be forward looking, as there were a lot of challenges coming up. It would also be looking at governance arrangements. There would be a changing agenda going forward for waste and the Partnership would need to be prepared for that.
- The price of recyclables had changed and so there was a need to make sure that the authority was getting the best value, and that methods were in place to make the best use of resources.
- It was confirmed that the audit would be carried out by the County Council who would also meet the costs, as it was part of the County Council's Annual Audit Plan.
- It was queried whether there was a need for an audit of whether the JMWMS was still fit for purpose, and whether the Partnership could just hold a workshop.
- It was commented that it was positive that the issue of value for money would be included.
- The Partnership was advised that the audit was not about coming up with answers, but it was about looking for assurance.
- It was noted that the audit would not be looking into each organisation and how they operated, it would just look at the Partnership. It was about the future direction, how the partnership operated and governed itself.
- It was commented that one of the weaknesses of the Partnership was that it always met in public, and so could not always have honest conversations due to the sensitive nature of some of the issues.
- It was queried whether LCC had asked for this audit, and it was acknowledged that the Partnership had not had one for many years, and the opportunity to scope something out came up, and it was suggested that it would be a good idea.
- It was commented that this had to be a beneficial activity, as it would let the Partnership know how it was performing and whether it was working as it should do.
- It was suggested that the vision for the Partnership should be determined by the Partnership.
- The report would be the view of internal audit, and it was hoped that all information would be pulled together to provide something of value, and the Partnership would be able to decide what to do with the report.

RESOLVED

That the Lincolnshire Waste Partnership support the undertaking of the audit and provide the required staff resources, to produce a considered audit report for submission to the Partnership at its next meeting on 15 September 2016.

3b MDR Monitoring

Consideration was given to a report on MDR Contamination and Monitoring which informed the Partnership that from 1st April 2015, the County Council had responsibility for the countywide processing of the presented dry recycling materials. Section 9A of the Environment Permitting Regulations 2014 placed a requirement on Materials Reclamation Facilities to routinely sample and test the composition of their input and output materials and to report this.

This was in effect from 1 October 2014 and required a sample to be taken for every 160 tonnes by each district council, and would decrease to 125 tonnes from 1 October 2016. This sampling has been queried by the District Councils as the reported contamination was above the national average of 14% and in most cases well above the levels previously reported. As a result, the County has undertaken inspections of the sampling process which concluded that there was no reason to question the stated contamination. However, the validity of these figures and the testing regime was still challenged by the district councils.

In response to this challenge, an open discussion was held with the Partnership around the following topics, so all authorities could work together to investigate and agree an appropriate way forward:

1. Levels of contamination v previous years v national average and impact
2. Potential impact of contamination on TEEP
3. Independent testing of the countywide material
4. Timeliness of processing at WTS
5. Contingency arrangements
6. Enforcement and Education
7. Future plans and way forward

Some of the points and issues raised during this discussion included the following:

- There was a need to find out what the issues were and document them.
- There may be a need for the Officer Working Group to meet and take forward any actions.
- The original driver was the contamination issue, and there were other issues which may come out of this, such as issues with the contract.
- It was commented that up until a few years ago, contamination rates were at 5, 6, 10, 12%, however, since the new contract had been in place rates were regularly in the teens. There was a need to understand the sampling regime.

(At this point in the meeting, Councillor R Wright declared an interest as the organisation he worked for handled the recycling for Lincoln Prison)

- It was acknowledged that for three months the sampling method was being confirmed.
- It was commented that that it was strange that the contamination rates were so high, and it was queried whether there was any benefit to the operator of high contamination rates.
- It was commented that drivers in South Holland had reported that most of the material at the WTS at Market Deeping was not being processed very quickly. Material quality would degrade very quickly, particularly in hot weather if not processed in a timely manner.
- The closure of processing facilities around the country for paper and tins as well as changes in the market for recyclables had also been an issue.
- It was queried who benefitted from an increased failure rate, and it was reported that Mid UK converted any contaminated materials into SRF which was then sold on to the cement industry. Mid UK claimed to divert 100% of waste from landfill.
- All districts accepted that there was contamination in the recycling, but there was a need for confidence in the methodology being used.
- There had been a suggestion that some additional third party sampling took place. The County Council had undertaken a validation process, as had Mid UK..
- It was proposed that members visit a Waste Transfer Station so they could see the levels of contamination themselves. It was recommended that members should go as a group, and that they could pick the days on which they wanted to visit.
- The incentives for Districts to increase recycling had been removed the previous year. It was noted that significant money had been taken out of the County's budget for waste, officers and members would like to be able to put additional resources into recycling rates, but there was no money for this work.
- Members were advised that the current contract would run until 2018, and there had been a suggestion for an incentivised process in the future. It was noted that there would be a need to start working on the new contract in the near future.
- With ongoing work on devolution agreements, there would be a need for all authorities to work together on waste and deal with it as a resource going forward.
- It was felt that one issue with the contract was that it was indexed.
- There was a need to gather intelligence about the areas where there was the most contamination, so that marketing information could be targeted.
- It was important that all districts were delivering the same message in terms of what would be collected. If there was a need to determine the best things to be collected for the new contract then it should be done. There was a need for a countywide publicity campaign, rather than mixed messages.
- It was queried whether having a county owned MRF would be a better option, or if kerbside recycling should be introduced, so that contaminants could be rejected at the kerbside.
- Nationally there were hundreds of different recycling schemes working across the country. If authorities were going to be given increased recycling targets something would have to change, and this was where the Partnership should be focused.
- The next opportunity for change would be the contract from 2018 onwards as it could give an opportunity for a different model and to look at things in a different way.

- Glass was an issue in terms of whether it should be in or out of recycling bins in East Lindsey as it had never been collected at the kerbside, and the district has always used bring sites. The benefit of this had been a cheaper contract price. Work was ongoing on whether glass should be included and the implications for TEEP.
- It was queried how the actions which came out of the audit would be prioritised, and also whether the Partnership should wait for the outcome of the audit.
- There would need to be an assessment of the potential impact of contamination on TEEP prior to the new contract.
- Contamination was increasing, and it would need to be discussed whether or not districts should continue to collect co-mingled waste.
- It was recognised that markets had changed, and the pressures on the company had changed.
- County Council paid more for the waste which was rejected, than that which was accepted.
- It was important for the Partnership to know what the levels of contamination were across Lincolnshire, and until the feasibility study took place, this would be an unknown.
- There would be a need to work together with the wider devolution agenda going forward. Collection of waste was a huge issue, and there could be a need to look across the greater Lincolnshire area for a solution for managing waste.
- It would be important for members to have sight of any business case which was produced for either kerbside collections or a county owned MRF, as members would need to have the debate in their own areas as there would be a cost implication.
- It was reported that Norfolk had had a huge contamination issue, but authorities worked together as a partnership, and did a lot of work and the contamination rate has dropped, without resorting to kerbside collections.
- It was suggested whether the money which could be used for an MRF could be used to find other ways to solve the contamination issue.
- It was noted that the collection costs for kerbside sorting were higher than for the collection of co-mingled recycling.
- Newcastle had switched to kerbside recycling, and it was a very complex scheme, and the council was still doing a lot of education work.
- There would be a need to lay out very clearly what was being suggested and what it would mean for residents.
- There would be a need to work differently as a combined authority, and there would need to be some compromises.
- In terms of contingency arrangements, there was a need to think about the risks for all the organisations in the Partnership in the event that there were changes.
- It was commented that if what was accepted as recycling was reduced, then there would be an increase in residual waste for the EfW, and there would need to be plans put in place which would deal with that situation.
- It was reported that an article was to be included in County news which would focus on enforcement and education.

RESOLVED

1. That visits to the Waste Transfer Stations in the County be arranged for the Lincolnshire Waste Partnership
2. That consideration be given to the contents of the next Mixed Dry Recyclables Contract by the Officer Working Group
3. That consideration be given to the possibility of a county owned Materials Recovery Facility and for the implementation of a kerbside recycling scheme throughout the county, as part of the Waste Strategy refresh.
4. That some of the Districts had written regarding independent testing. The County had responded to these districts to clarify the position with regards to the funding of this testing.

The meeting closed at 12.30 pm



LINCOLNSHIRE WASTE PARTNERSHIP

15 SEPTEMBER 2016

SUBJECT : Incinerator Bottom Ash and Recycling Rates

REPORT BY: SEAN KENT

CONTACT NO: 01522 554833

BACKGROUND INFORMATION

A letter was received from the Interim Chair of Hampshire's Waste Partnership, Project Integra (attached as Appendix A) in relation to Incinerator Bottom Ash (IBA) and Recycling Rates. The letter seeks the support of the Lincolnshire Waste Partnership in presenting the following point of view to the relevant Government Ministers:

- The UK should be including all forms of IBA recycling in its calculation of the national recycling rate to ensure our performance is based on the same practice as other EU member states.
- There should be one standardised measure of recycling rate that is reported by the UK, individual countries of the UK, and individual local authorities, to allow for fair comparisons to be made.
- The UK should support the case for IBA recycling to be included in relevant calculations as part of a drive to simplify definitions and standardise waste and recycling performance measures across the EU as part of the recently announced legislative proposals known as the Circular Economy Package.

RECOMMENDATIONS

That the Lincolnshire Waste Partnership endorse the sending of the letter attached as Appendix B, supporting Project Integra's position on the inclusion of IBA in recycling rates.

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Elizabeth II Court West, The Castle
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Councillor Colin Davie
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Textphone 0845 603 5625
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<i>Enquiries to</i>	Chris Noble	<i>My reference</i>	PI/2016/IBA/FP
<i>Direct Line</i>	01962 832302	<i>Your reference</i>	
<i>Date</i>	27 May 2016	<i>Email</i>	Chris.noble@hants.gov.uk

Dear Councillor Davie

Incinerator Bottom Ash and Recycling Rates

In my position as the interim Chair of Hampshire's waste partnership, Project Integra, I am writing to update you on an issue which I feel may be of interest to you, and which has the potential to increase the recognised level of recycling in our authorities, in England and in the UK.

For many years, Project Integra has been recovering energy and value from residual waste which cannot be sent for traditional recycling. I am writing in particular to Councils which, like Hampshire, have developed Energy Recovery Facilities (ERFs) as a vital alternative to landfill, and made a valuable contribution to the nation's energy supply.

You may be aware that these facilities produce a by-product, known as Incinerator Bottom Ash (IBA), the constituent parts of which are recyclable – metals can be extracted and sent for reprocessing, and the remaining material can be used as a building aggregate. For example in Hampshire, this aggregate reduces the need for local quarrying and it has been used in local construction and maintenance projects.

Whilst individual local authorities in the UK do not have statutory recycling targets, the UK (like all EU Member States) has a target to recycle, reuse or compost 50% of waste from households by 2020. Recent stalling of the recycling rate in England means that this target is going to be extremely challenging, and may not be met. The size of the challenge is exacerbated by the current exclusion of recycled IBA from the UK's performance figures – the rationale given for this is that waste sent for treatment at an ERF is treated as

a recovery operation rather than a recycling one. However, others have recognised the valuable contribution of IBA recycling. For example:

- The Welsh Government allows Welsh LAs to include IBA recycling in their recycling performance figures
- A report commissioned by the Chartered Institution of Wastes Management in 2015 evidenced that other EU Member States, including Germany, France and Sweden, are allowing IBA recycling to be included in their recycling figures

In 2014-15, around 1.2m tonnes of IBA was recycled in England, some of which came from your authority. If IBA were included in recycling rate calculations, it would increase Hampshire's recycling rate by 11%, and England's official recycling rate by approximately 5 percentage points. This would dramatically improve the chances of meeting the EU target and would put us on a level playing field with the other Member States already mentioned.

I am seeking your support in presenting the following point of view to the relevant Government Ministers:

- The UK should be including all forms of IBA recycling in its calculation of the national recycling rate to ensure our performance is based on the same practice as other EU member States.
- There should be one standardised measure of recycling rate that is reported by the UK, individual countries of the UK, and individual local authorities, to allow for fair comparisons to be made.
- The UK should support the case for IBA recycling to be included in relevant calculations as part of a drive to simplify definitions and standardise waste and recycling performance measures across the EU as part of the recently announced legislative proposals known as the Circular Economy Package.

As part of our efforts to influence central Government, we are also working with a Hampshire MP, with the aim of securing a Parliamentary debate on this issue.

If your authority were able to express your support, in writing, for the three statements above, this will add further weight to our argument and show that there is a unified voice among Councils in England.

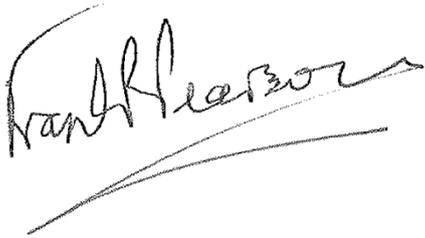
Please direct correspondence to:

Chris Noble Head of Project Integra
Hampshire County Council
EII Court West, 1st Floor

Sussex Street
Winchester
Hampshire
SO23 8UD

I look forward to hearing from you.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Frank Pearson', with a long, sweeping underline stroke extending to the right.

Councillor Frank Pearson
Interim Chairman of Project Integra& Winchester City Council Environment,
Health & Wellbeing Portfolio Holder

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Chris Noble Head of Project Integra
Hampshire County Council
EII Court West, 1st Floor
Sussex Street
Winchester
Hampshire
SO23 8UD

20 July 2016

Dear Chris

INCLUSION OF IBA IN RECYCLING RATES

Thank you for letter regarding the inclusion of Incinerator Bottom Ash (IBA) in recycling rates. Lincolnshire recognises potential benefits of this material being included within recycling targets, as in 2014 Lincolnshire Energy from Waste (EfW) facility produced approximately 35,000 tonnes of IBA. Like in Hampshire, if this was to be added to the material collected and sent for recycling, it would increase the overall recycling performance of Lincolnshire by over 9%.

It might also be interesting to note that the position with the Lincolnshire EfW facility is somewhat different to a lot of other similar plants around the country in that it is only taking municipal solid waste and not extensive amounts of other commercial, industrial and demolition wastes which would clearly be inappropriate to include in any calculation of recycling performance related to domestic arisings.

Therefore, the Lincolnshire Waste Partnership is expressing its support to Hampshire County Council to make the following points to the relevant Government Ministers:

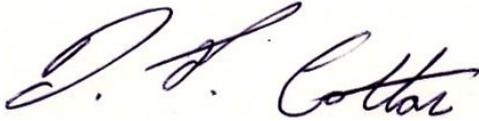
- The UK should be including all forms of IBA recycling in its calculation of the national recycling rate to ensure our performance is based on the same practice as other EU member States.
- There should be one standardised measure of recycling rate that is reported by the UK, individual countries of the UK, and individual local authorities, to allow for fair comparisons to be made.
- The UK should support the case for IBA recycling to be included in relevant calculations as part of a drive to simplify definitions and standardise waste and recycling performance measures across the EU as part of the recently announced legislative proposals known as the Circular Economy Package.

The Lincolnshire Waste Partnership represents a two tier Authority, consisting of Lincolnshire County Council as Disposal Authority and Boston Borough Council; City Of Lincoln Council; East Lindsey District Council; North Kesteven District Council; South

Holland District Council; South Kesteven District Council; West Lindsey District Council as
Collection Authorities.

If I can be of any further assistance, please do not hesitate to contact me.

Yours Sincerely



Councillor David Cotton
Chairman of the Lincolnshire Waste Partnership



Councillor Reg Shore
Vice-Chairman of the Lincolnshire
Waste Partnership



LINCOLNSHIRE WASTE PARTNERSHIP

15 September 2016

SUBJECT :	Lincolnshire Waste Partnership Audit – Draft Report
REPORT BY:	ALASTAIR SIMSON
CONTACT NO:	(01522) 553961

BACKGROUND INFORMATION

At its meeting on 9 June 2016, the Lincolnshire Waste Partnership received a report which proposed that an audit was undertaken of the present LWP and Joint Waste Municipal Waste Management Strategy (JMWMS).

This audit has now been undertaken. The scope of the review was to provide independent assurance that there are strong governance arrangements in place for the LWP as well as ensuring that the JMWMS is an up to date and relevant document.

The following risks were considered during the review:

- Lack of a fit for purpose Strategy
- No approach planned for producing a new Strategy
- Actions and requirements of the Partnership are not completed

The draft report (attached at Appendix A) has now been produced along with an action plan which outlines the risks identified during the audit as well as findings, implications and recommendations for addressing each risk.

It is proposed that that Partnership hold an informal workshop to allow the opportunity to fully discuss each of the findings and agree a way forward with timescales for completion and the delegates responsible for this. A final report will then be brought back to the meeting of the Partnership in November for approval.

RECOMMENDATIONS

It is recommended that the Lincolnshire Waste Partnership:

1. Receive the draft report as presented
2. Hold an informal workshop to discuss the findings and agree actions and timescales
3. Agree the final report at its meeting on 24 November 2016



For All Your Assurance Needs

**Internal Audit Report
Lincolnshire Waste Partnership**

Date: 26/08/2016



What we do best...

Innovative assurance services

Specialists at internal audit

Comprehensive risk management

Experts in countering fraud

...and what sets us apart

Unrivalled best value to our customers

Existing strong regional public sector partnership

Auditors with the knowledge and expertise to get the job done

Already working extensively with the not-for-profit and third sector

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Background and Context

We have carried out a review of the Lincolnshire Waste Partnership and the Joint Municipal Waste Management Strategy.

The Lincolnshire Waste Partnership (LWP) has been set up to enhance the way that sustainable waste management is delivered within Lincolnshire through the identification of best value and long term goals. The LWP consists of one Member and one officer from each of the following Lincolnshire Authorities:

- Boston Borough Council
- City of Lincoln Council
- East Lindsey District Council
- Lincolnshire County Council
- North Kesteven District Council
- South Holland District Council
- South Kesteven District Council
- West Lindsey District Council

There is also representation from the Environment Agency.

The LWP hold quarterly meetings that are attended by all representatives, as well as interim meetings that are attended by officers. These are all chaired and have secretarial support.

It is a statutory requirement overseen by DEFRA for two-tier Authorities such as Lincolnshire to produce a Joint Municipal Waste Management Strategy (JMWMS). This Strategy is designed to sets a clear framework where the Authorities can consider and provide continuous improvement, reduce cost and meet challenging targets.

While this audit is is part of the Lincolnshire County Council 2016-17 audit plan, it was agreed that the review would involve and engage with all officers and Members within the LWP. As well as following standard audit methodology, we sent a questionnaire to all delegates of the LWP. It asked for their agreement or disagreement on a series of statements relating to the LWP and the JMWMS. This information was then analysed to support our findings. This additional report can be seen attached as appendix 3.

Scope

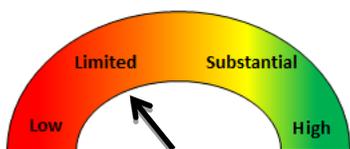
The purpose of our review was to provide independent assurance that there are strong Governance arrangements in place for the LWP, as well as ensuring that the JMWMS is an up to date and relevant document.

During our review we considered the following risks:

- Lack of a fit for purpose Strategy
- No approach planned for producing a new Strategy
- Actions and requirements of the Partnership are not completed

The audit planned to look at how National and European policy would be integrated into the new JMWMS. Following the recent decision to leave the European Union, the uncertainty over when this will occur and the fact that there is no current Strategy, we decided not to examine this area. This will be something that the LWP will need to consider as part of the JMWMS review process.

Executive Summary



Limited Assurance

Risk	Rating (R-A-G)	Recommendations	
		High	Medium
Risk 1 – Lack of a fit for purpose Strategy	Red	1	1
Risk 2 – No approach planned for producing a new Strategy	Red	0	4
Risk 3 – Actions and requirements of the Partnerships are not completed	Amber	1	5

Key Messages



Our work found that the LWP is not working as intended. The main reasons for this are:

- Fractured relationships within the Partnership based on historical issues impacting trust, joint working and potentially creating a perception of blame
- The Partnership does not have the authority to make strategic decisions
- An out of date JMWMS, which may no longer be fit for purpose
- Lack of clarity around the requirement for a JMWMS in relation to legislation
- Increasing resource pressures

We are confident that this view is both supported and expected by the LWP based upon the responses to the questionnaire as well as discussions that we observed at the LWP meetings. It should be viewed positively that delegates are of the same opinion and that all are looking for key improvements and constructive change for the future of the LWP and the JMWMS. We hope that the LWP use this review as an opportunity to improve the Partnership, both for themselves and for the people of Lincolnshire.

Responses from the LWP delegates were generally not positive about the way that the LWP is

Key Messages



operating and the current state of the JMWMS. The questionnaire revealed a large number of frustrations and problems, but we're pleased to note that it also provided solutions and ideas to deal with these issues. We identified that there is a strong intent from all delegates to develop and strengthen the Partnership. Given the nature of the responses we received, we recommend the LWP complete a full review to re-evaluate its purpose, objectives and to identify what improvements can be made to the way it operates. The Partnership should also consider this approach to support continuous improvement in the future through self assessment.

An area to highlight from our observations of a full LWP meeting and an LWP officers meeting, is that there are fractured relationships within the Partnership based upon historical issues such as recycling credits. This was confirmed following analysis of the questionnaire results. We have not set a specific recommendation for this area, but for the LWP to become the Partnership that the delegates are clearly striving for, this barrier needs to be addressed and trust must be rebuilt in order to move the LWP forward.

One of the key frustrations identified through the questionnaire analysis is that the LWP is a "talking shop", meaning that matters of concern are discussed but there is a lack of power to enact change. Following the decision not to utilise a collaborative model of working across Districts, there is uncertainty if there is a different model that could be agreed that would allow the Partnership to make more key decisions. As this was one of the original intentions of the Partnership we would recommend that options are examined as part of the partnership review process. This review should also revisit the Terms of Reference for the LWP to ensure that the key requirements for Partnership have been accurately captured and are being adhered to.

The full results from the questionnaire are attached at appendix 3 of this report. We advise the LWP to

Executive Summary

use this analysis as part of their review process.

Our review of the Joint Municipal Waste Management Strategy (JMWMS) found this Strategy is a number of years out of date and requires an urgent review. This is known by the LWP and during our visit to the 4th August LWP officer meeting it was discussed with an aspirational completion date of April 2018. However at this time there is no defined plan on how this will be developed, who will take overall ownership of the project, and how it will be resourced. While this is not enforced by DEFRA at this time, it remains the strong foundation for the LWP to plan, deliver and monitor the effectiveness of its waste management procedures.

Both the update to the LWP and the JMWMS need to be closely planned and developed, with all delegates feeding into the process and taking ownership. We would expect to see that the key JMWMS objectives be revisited and that these are SMART targets to allow for transparent monitoring. Once the JMWMS has been refreshed and agreed, we would expect this to be a live document that is regularly revisited and where necessary updated over its lifetime.

The changes that we have recommended for the Partnership to undertake are not "quick wins". To impliment them will require a sustained and committed effort from all delegates. However based upon the responses of the questionnaire, we are confident that this task will be delivered by the Partnership.

Executive Summary

Areas of Good Practice



During our review we found that:

- ✓ The governance in place for managing the LWP meetings is appropriate. We found that the meetings are suitably scheduled, have agendas in place, result in clear minutes, and there is a designated and elected Chair
- ✓ The Partnership is passionate about positive change and displays an intent to making key improvements to the way that they operate
- ✓ Attendance at both the main LWP meetings and the Officers meeting is uniformly high by all participants within the Partnership

The attached action plan is intended to provide the LWP with the catalyst to impliment key changes and self assessment, as well as deliver recommendations on how to further strengthen both the LWP and the JMWMS.

We would like to thank all representatives of the LWP for their support during this audit, and for the time taken to complete the questionnaire.

Management Response



To be provided following the closure meeting

DRAFT

Action Plan

1	Risk Description	Current Rating	Target Rating
	Lack of a fit for purpose Strategy	RED	AMBER
Findings			
<p>Our work found that the Joint Municipal Waste Management Strategy (JMWMS) should be reviewed and updated as necessary every 5 years. The current JMWMS expired in 2013. No reviews have been carried out during the document's lifetime and there is no updated version available. This opinion is backed up by responses received from the LWP questionnaire.</p>			
Implications			
<p>The lack of an up to date and accurate Strategy means that the LWP does not have a clear framework to follow, and this will impact upon the effectiveness of the Partnership. Should DEFRA begin to enforce the requirement for an up to date Strategy, this could also mean that the LWP is in breach of Government legislation and could also suffer reputational damage.</p>			
Recommendation			Priority level
<p>LWP to create and publish a new Joint Municipal Waste Management Strategy (JMWMS) that is relevant to the current needs and requirements of Lincolnshire.</p>			High
Agreed Action		Responsibility	Implementation date
<p>To be agreed within the LWP meeting on the 15th September</p>		<p>To be agreed within the LWP meeting on the 15th September</p>	<p>To be agreed within the LWP meeting on the 15th September</p>

Action Plan

2	Risk Description	Current Rating	Target Rating
	Lack of a fit for purpose Strategy	RED	AMBER
Findings			
Our review found that 6 out of the 10 objectives of Lincolnshire JMWMS (2008-2013) are not clear or measurable or both. This opinion is backed up by responses received from the LWP questionnaire.			
Implications			
If an objective is not clear or measurable, the LWP cannot be sufficiently assured that they are achieving these objectives. This will have a detrimental effect on the LWP's effectiveness as a Partnership.			
Recommendation			Priority level
As part of the revision and development of a new strategy the LWP should put in place objectives which are SMART. An objective is SMART when it is specific, measurable, achievable, realistic and timely (time-bound). Establishing SMART objectives will make the objectives easier to understand and to know when they are achieved.			Medium
Agreed Action		Responsibility	Implementation date
To be agreed within the LWP meeting on the 15 th September		To be agreed within the LWP meeting on the 15 th September	To be agreed within the LWP meeting on the 15 th September

Action Plan

3	Risk Description	Current Rating	Target Rating
	No approach planned for producing a new Strategy	RED	AMBER
Findings			
While fledgling steps have been made to start this process, our review found that there is no clear and agreed timeline in place for producing a new strategy. This opinion is backed up by responses received from the LWP questionnaire.			
Implications			
Until the Strategy has been reviewed and updated, the LWP does not have a clear framework to follow, and this will impact upon the effectiveness of the Partnership. Should DEFRA begin to enforce the requirement for an up to date Strategy, this could also mean that the LWP is in breach of Government legislation and could also suffer reputational damage.			
Recommendation			Priority level
LWP to put in place an agreed and clear timeline for producing a new Lincolnshire JMWMS. This should be formally agreed and recorded.			Medium
Agreed Action		Responsibility	Implementation date
To be agreed within the LWP meeting on the 15 th September		To be agreed within the LWP meeting on the 15 th September	To be agreed within the LWP meeting on the 15 th September

Action Plan

4	Risk Description	Current Rating	Target Rating
	No approach planned for producing a new Strategy	RED	AMBER
Findings			
We found that no decision has been made on who will produce a new JMWMS. This opinion is backed up by responses received from the LWP questionnaire.			
Implications			
Without a clear plan on production of a new JMWMS and agreement on who will be responsible for what, there is a risk that production of the strategy will stall or be delayed.			
Recommendation			Priority level
LWP to make a decision on who will produce a new JMWMS. This should be formally agreed, recorded and monitored by the LWP. Regular updates on progress should be provided as a standard LWP agenda item.			Medium
Agreed Action		Responsibility	Implementation date
To be agreed within the LWP meeting on the 15 th September		To be agreed within the LWP meeting on the 15 th September	To be agreed within the LWP meeting on the 15 th September

Action Plan

5	Risk Description	Current Rating	Target Rating
	No approach planned for producing a new Strategy	RED	AMBER
Findings			
We found no agreement over the format and content to be included in new JMWMS. This opinion is backed up by responses received from the LWP questionnaire.			
Implications			
Without this there is a possibility that a renewed JMWMS may not be inclusive or meet the needs of the partnership collectively, meaning it is less effective and support from the partnership could be reduced.			
Recommendation			Priority level
LWP should agree on the format and content to be included in new JMWMS. The format of the current Strategy should be assessed to see if this is still the most effective way of delivering this content. This should be formally agreed and recorded.			Medium
Agreed Action		Responsibility	Implementation date
To be agreed within the LWP meeting on the 15 th September		To be agreed within the LWP meeting on the 15 th September	To be agreed within the LWP meeting on the 15 th September

Action Plan

6	Risk Description	Current Rating	Target Rating
	No approach planned for producing a new Strategy	RED	AMBER
Findings			
We found that there is no review timetable in place for the JMWMS. This opinion is backed up by the responses received from the LWP questionnaire.			
Implications			
Review of the plan at key stages is important for checking progress and allowing for corrective action as necessary. Without prompt this important monitoring may be overlooked or delayed.			
Recommendation			Priority level
Once the new JMWMS has been created, the LWP should decide when it will be reviewed and set out the requirements in a review timetable. This will mean that the LWP is using a live document that is relevant to the current needs of each of the Partners. This should be formally agreed, recorded and monitored by the LWP.			Medium
Agreed Action		Responsibility	Implementation date
To be agreed within the LWP meeting on the 15 th September		To be agreed within the LWP meeting on the 15 th September	To be agreed within the LWP meeting on the 15 th September

Action Plan

7	Risk Description	Current Rating	Target Rating
	Actions and requirements of the Partnership are not completed	AMBER	GREEN
Findings			
<p>From analysis of the questionnaire, we found that delegates do not feel that the LWP is meeting its potential. There is also frustration that the LWP has limited decision making powers which impacts on its effectiveness. This was echoed in discussions we observed within the LWP meetings.</p>			
Implications			
<p>If the LWP is not operating as originally planned, this may have a detrimental effect on how Waste Management is delivered to the people of Lincolnshire.</p>			
Recommendation			Priority level
<p>The LWP should complete a full review to re-evaluate its purpose, to examine its objectives and to assess if improvements can be made to the way that it operates. As part of this review, the LWP should discuss whether it should be making key decisions on behalf of each of its Member Authorities. It also needs to be assured that each representative has an appropriate level of stature within their organisation to make and uphold these decisions. If there is agreement with this proposed methodology, examine if there are alternative working models that the LWP could follow that would allow it to do this.</p>			High
Agreed Action		Responsibility	Implementation date
To be agreed within the LWP meeting on the 15 th September		To be agreed within the LWP meeting on the 15 th September	To be agreed within the LWP meeting on the 15 th September

Action Plan

8	Risk Description	Current Rating	Target Rating
	Actions and requirements of the Partnership are not completed	AMBER	GREEN
Findings			
Delegates feel that the LWP Terms of Reference need to be revisited to ensure that they are still relevant and accurate.			
Implications			
Terms of Reference should transparently set out how a group will operate. If this is not accurate it means that the group could underperform, or partake in unnecessary actions. This would have a detrimental effect on the efficiency of the Partnership.			
Recommendation			Priority level
As part of the review of the LWP, the Terms of Reference should be updated as required, and following this regularly reviewed.			Medium
Agreed Action		Responsibility	Implementation date
To be agreed within the LWP meeting on the 15 th September		To be agreed within the LWP meeting on the 15 th September	To be agreed within the LWP meeting on the 15 th September

Action Plan

9	Risk Description	Current Rating	Target Rating
	Actions and requirements of the Partnership are not completed	AMBER	GREEN
Findings			
We found that while delegates are unhappy with the current outcomes delivered by the LWP and the lack of an up to date JMWMS, we could not identify that the LWP had an internal self improvement process included as part of their Terms of Reference.			
Implications			
If the member authorities do not attempt to continuously improve a service that they are unhappy with, this will lead to ongoing frustration and a service that continues to operate below its potential.			
Recommendation			Priority level
Once the LWP and JMWMS have been reviewed, the LWP should retain this level of commitment to continuously improve the way that they operate and perform regular self assessments. These changes should be captured within the Terms of Reference.			Medium
Agreed Action		Responsibility	Implementation date
To be agreed within the LWP meeting on the 15 th September		To be agreed within the LWP meeting on the 15 th September	To be agreed within the LWP meeting on the 15 th September

Action Plan

10	Risk Description	Current Rating	Target Rating
	Actions and requirements of the Partnership are not completed	AMBER	GREEN
Findings			
Following our examination of minutes from the LWP meetings, we found that both Required and Completed Actions are not consistently captured.			
Implications			
If required actions of the LWP are not captured and monitored, this can lead to expectations not being met and delays within the Partnership. This will have a detrimental effect on the efficiency of the LWP, as well as create negativity between delegates which will impact on collaborative working.			
Recommendation			Priority level
Each required action should be clearly recorded, capturing when it is required and who is responsible within the minutes. When an action has been completed, this should also be noted for future reference. If there is a delay in completing an action, this should also be recorded with mitigating reasoning and a new completion date. Actions should be part of the standard agenda items.			Medium
Agreed Action		Responsibility	Implementation date
To be agreed within the LWP meeting on the 15 th September		To be agreed within the LWP meeting on the 15 th September	To be agreed within the LWP meeting on the 15 th September

Action Plan

11	Risk Description	Current Rating	Target Rating
	Actions and requirements of the Partnership are not completed	AMBER	GREEN
Findings			
It has been recently decided that LCC will only provide Secretariat support for the officer LWP meetings every other year. It has been agreed that the Districts will provide this Secretariat support on a rotational basis. We recognise that there is a concern that the quality and content of minutes could vary under these circumstances when compared to a singular minute taker. There could also be an impact on the regularity of agreeing and sending out agendas and papers.			
Implications			
If information is not captured and recorded appropriately, or agendas and papers not sent out to delegates, this could lead to expectations not being met and delays within the Partnership. This will have an impact upon the effectiveness and efficiency of the LWP.			
Recommendation			Priority level
The LWP should ensure that continuity and consistency in the formatting, the content and the quality of the minutes produced after each meeting. The regularity of agendas and papers should also be monitored to ensure that delegates receive these in the agreed timeframe before the meeting.			Medium
Agreed Action		Responsibility	Implementation date
To be agreed within the LWP meeting on the 15 th September		To be agreed within the LWP meeting on the 15 th September	To be agreed within the LWP meeting on the 15 th September

Action Plan

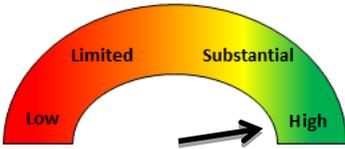
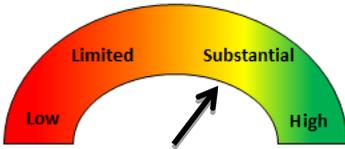
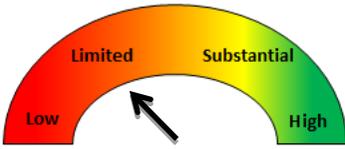
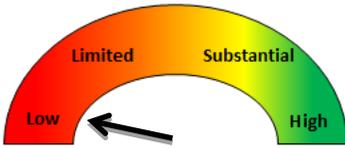
12	Risk Description	Current Rating	Target Rating
	Actions and requirements of the Partnership are not completed	AMBER	GREEN
Findings			
<p>Following receipt of opinions from officers and Members via the LWP questionnaire, we analysed this data and have prepared a secondary report that is attached as Appendix 3. This report compiles all of the results to provide a visual representation of how elements of the LWP and JMWMS are viewed by delegates. We have also provided a brief narrative for each that gathers some of the responses to provide context for the responses. We have included all responses for the last three questions that were more open-ended.</p>			
Implications			
<p>If problems are left unchecked, this can have a significant impact on the effectiveness of the Partnership. This can also create frustration among delegates if improvement requests are not acted on, which could lead to issues with collaborative working.</p>			
Recommendation			Priority level
<p>We would encourage Officers and Members to use the analysis relating to the LWP and JMWMS. This may provide points to consider in the early stages of reviewing these areas. We would also recommend that the LWP use the questionnaire again in the future to self assess the delegates opinions and compare these to the results found in appendix 3. This will ensure that improvements have been made and allow the LWP to identify which areas still need to be enhanced.</p>			Medium
Agreed Action		Responsibility	Implementation date
To be agreed within the LWP meeting on the 15 th September		To be agreed within the LWP meeting on the 15 th September	To be agreed within the LWP meeting on the 15 th September

Advisory Points - Adding Value through Efficiencies

The following items are advisory recommendations / comments arising from the audit, which management may wish to consider implementing to improve efficiency of the system or performance.

Ref	Finding	Advice
AP1	The lincolnshire.gov.uk website has a Joint Municipal Waste Management Strategy page. This states that the Strategy will be reviewed in 2014 and still has a link to the currently outdated Strategy.	Remove this page until the new Strategy has been completed, or edit the text to explain that the Strategy review is in progress.
AP2	Following uncertainty about future secretariat support, parts of the Terms of Reference require a review to state who will provide this support.	LWP to examine if a separate Terms of Reference is required for the LWP officers group. If not, the Terms of Reference should be updated to capture who will provide secretariat support to the officer group.
AP3	While the agendas for the meetings are set and available in advance, on some occasions papers related to the meetings were not available in a timely manner.	LWP to agree on a clear timeline for when agenda and papers relating to future meetings have to be available.

Appendix 1 - Assurance Definitions

High	Substantial
<p>Our critical review or assessment on the activity gives us a high level of confidence on service delivery arrangements, management of risks, and the operation of controls and / or performance.</p>  <p>The risk of the activity not achieving its objectives or outcomes is low. Controls have been evaluated as adequate, appropriate and are operating effectively.</p>	<p>Our critical review or assessment on the activity gives us a substantial level of confidence (assurance) on service delivery arrangements, management of risks, and operation of controls and / or performance.</p>  <p>There are some improvements needed in the application of controls to manage risks. However, the controls have been evaluated as adequate, appropriate and operating sufficiently so that the risk of the activity not achieving its objectives is medium to low.</p>
Limited	Low
<p>Our critical review or assessment on the activity gives us a limited level of confidence on service delivery arrangements, management of risks, and operation of controls and / or performance.</p>  <p>The controls to manage the key risks were found not always to be operating or are inadequate. Therefore, the controls evaluated are unlikely to give a reasonable level of confidence (assurance) that the risks are being managed effectively. It is unlikely that the activity will achieve its objectives.</p>	<p>Our critical review or assessment on the activity identified significant concerns on service delivery arrangements, management of risks, and operation of controls and / or performance.</p>  <p>There are either gaps in the control framework managing the key risks or the controls have been evaluated as not adequate, appropriate or are not being effectively operated. Therefore the risk of the activity not achieving its objectives is high.</p>

Appendix 1 - Assurance Definitions

Action Priority	
High	Immediate management attention is required - an internal control or risk issue where there is a high certainty of: substantial loss / non-compliance with corporate strategies, policies or values / serious reputational damage / adverse regulatory impact and / or material fines (action taken usually within 3 months).
Medium	Timely management action is warranted - an internal control or risk issue that could lead to financial loss / reputational damage / adverse regulatory impact, public sanction and / or immaterial fines (action taken usually within 6 to 12 months).



Appendix 2 – Distribution List

Distribution List



**Richard Wills – Executive Director for
Environment & Economy/Monitoring Officer**

Steve Willis – Chief Operating Officer

Andy Gutherson – County Commissioner

All Members and Officers of the LWP

External Audit

Disclaimer

The matters raised in this report are only those which came to our attention during our internal audit work. Our quality assurance processes ensure that our work is conducted in conformance with the UK Public Sector Internal Audit Standards and that the information contained in this report is as accurate as possible – we do not provide absolute assurance that material errors, fraud or loss do not exist.

This report has been prepared solely for the use of the Lincolnshire Authorities that form the Lincolnshire Waste Partnership. Details may be made available to specified external organisations, including external auditors, but otherwise the report should not be used or referred to in whole or in part without prior consent. No responsibility to any third party is accepted as the report has not been prepared, and is not intended for any other purpose.



Appendix 3
Lincolnshire Waste Partnership:
Questionnaire Results

Introduction

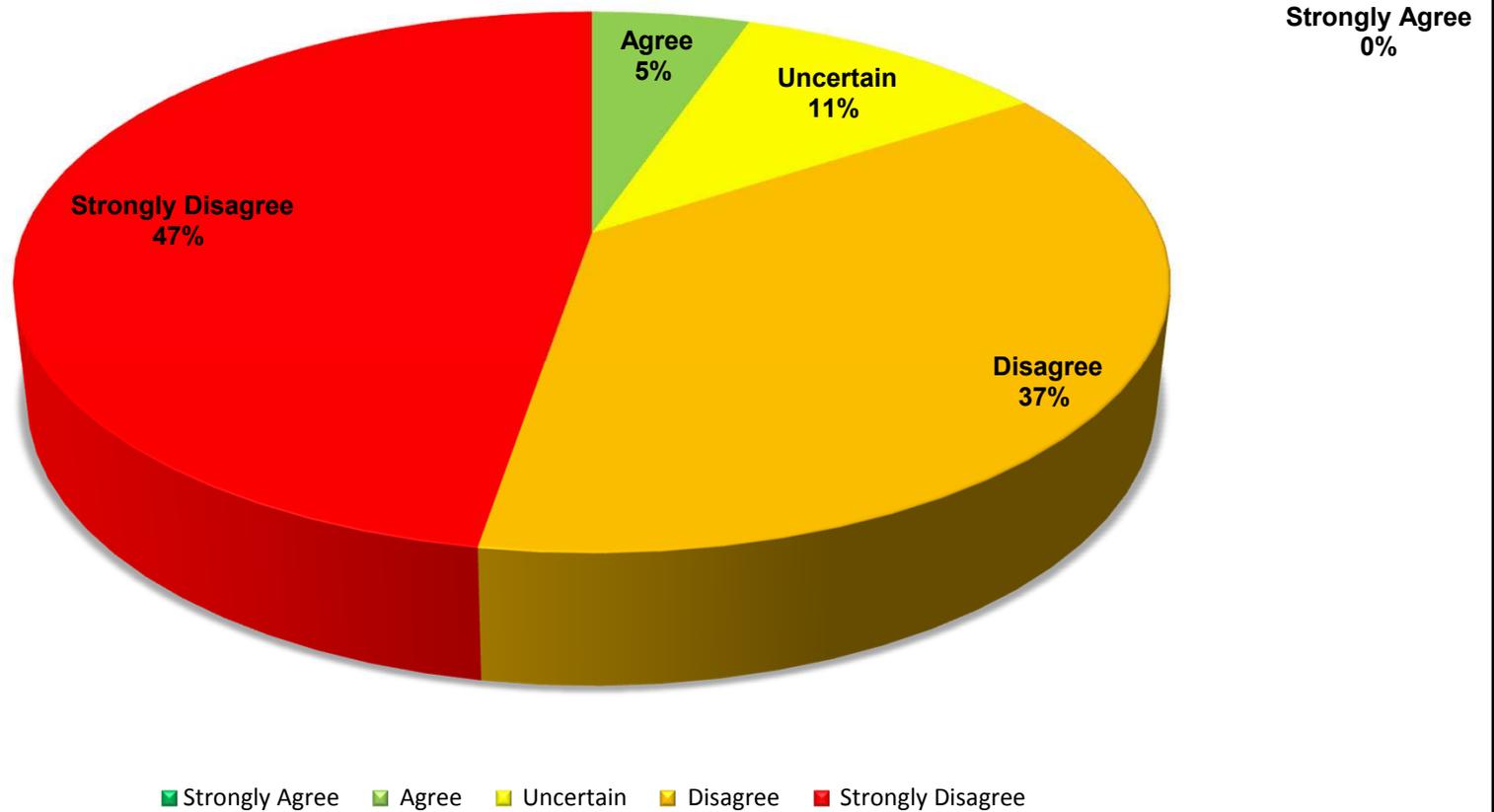
Following receipt of opinions from officers and Members via the LWP questionnaire, we analysed this data and have prepared this secondary report. The report has compiled all of the results for each of the 17 statements into pie charts to provide a visual representation of how elements of the LWP and JMWMS is viewed by delegates. We have also provided a brief narrative for each that gathers some of the responses to provide context for the responses.

We have also gathered all responses for the last three questions that were more open-ended:

- What key changes to the LWP would you like to see?
- What do you see as the key strategic drivers when thinking about the future of the LWP?
- Further comments on the LWP not covered by the questionnaire?

It is hoped that this information will help and support the LWP as they review their processes.

Statement 1 - The current JMWMS is still fit for purpose



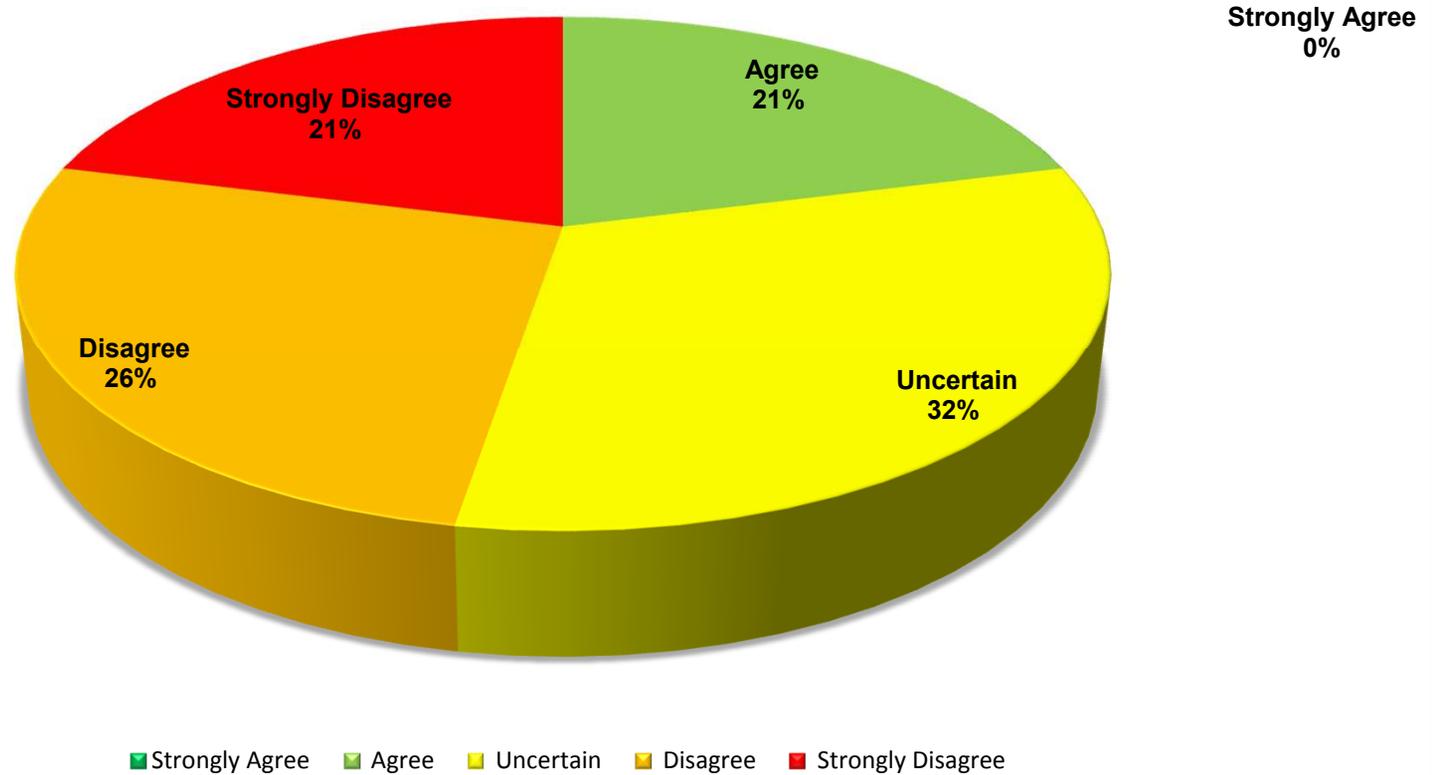
Statement 1 - The current JMWMS is still fit for purpose

The overall opinion is disagreement or strong disagreement with the statement, with one of the highest percentages of disagreement in the whole survey - 84%, 11% of the delegates are uncertain and 5% are agreeing.

When analysing the answers the common themes identified are that the JMWMS is out of date and needs reviewing as well as that the waste landscape has changed.

The general feeling is that “The current JMWMS is out of date by a number of years. Waste legislation, infrastructure and resident behaviour has moved on significantly since the last strategy was written. In addition, the current methods of waste disposal are nearing on capacity so a future plan needs to be put into place imminently! Without a strategy the tax payer of Lincolnshire will suffer.”

Statement 2 - The JMWMS objectives are still being delivered

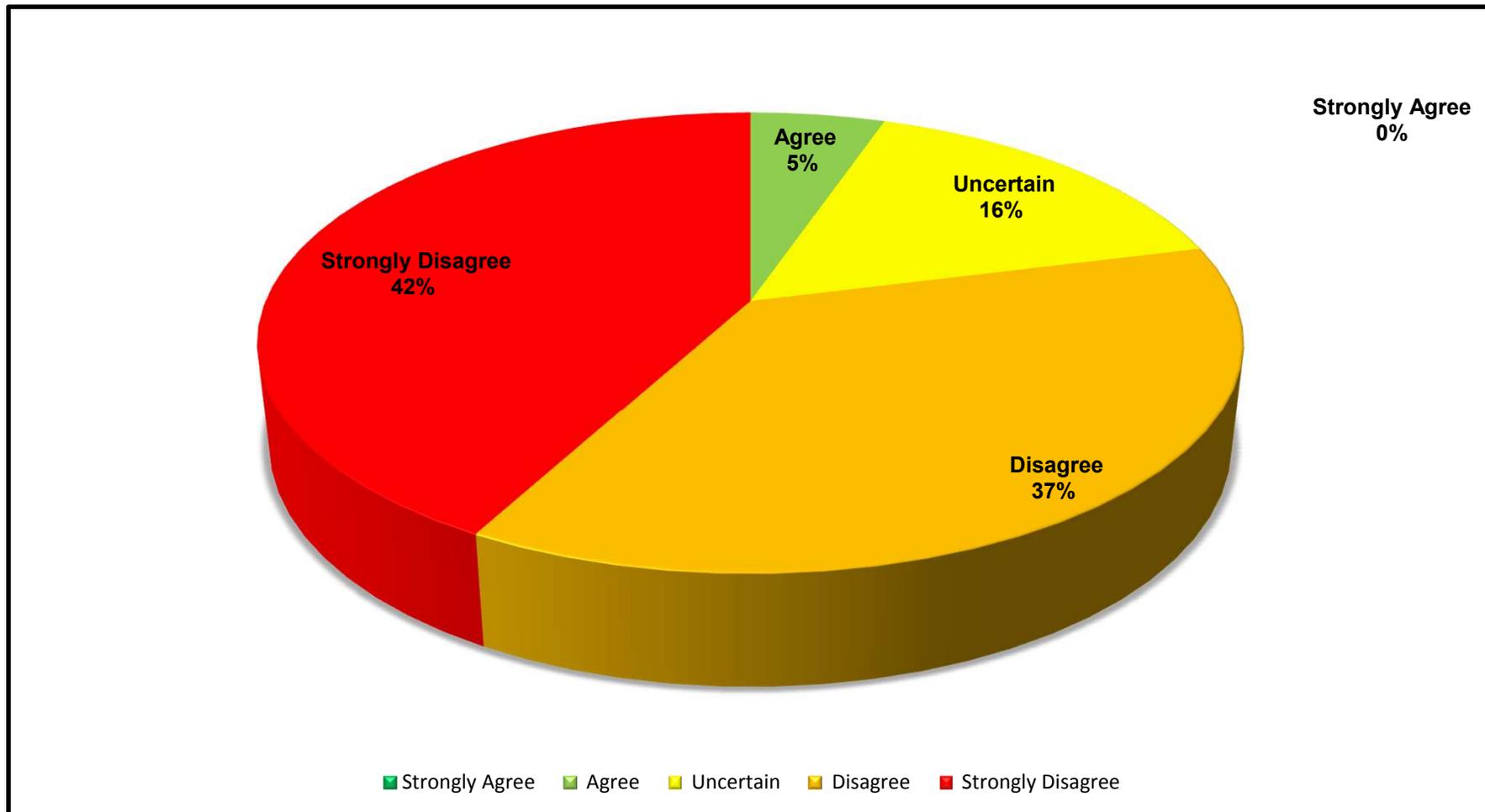


Statement 2 - The JMWMS objectives are still being delivered

The overall opinion is disagreement with the statement, with 47% of the delegates disagreeing or strongly disagreeing, 32% of the delegates are uncertain and 21% are agreeing with no one strongly agreeing.

When analysing the answers the common opinion is that “the objectives are not being delivered” and “it is only possible to deliver the most benign objectives, anything challenging is undeliverable”. Some delegates have said “the objectives were criticised for having no targets or delivery plans, and this was partly addressed by the LOWG for a while but this fell away once the EfW project was initiated. They require serious revision and bringing up to date to reflect the current situation and not how it was in 2008” and “there is no ownership by the 8 authorities, when was the last time anyone looked at the strategy?” However some delegates also said “I think the policies of LCC and service provision of the LA’s do deliver the objectives overall”

Statement 3 - There are agreed plans in place for an updated JMWMS



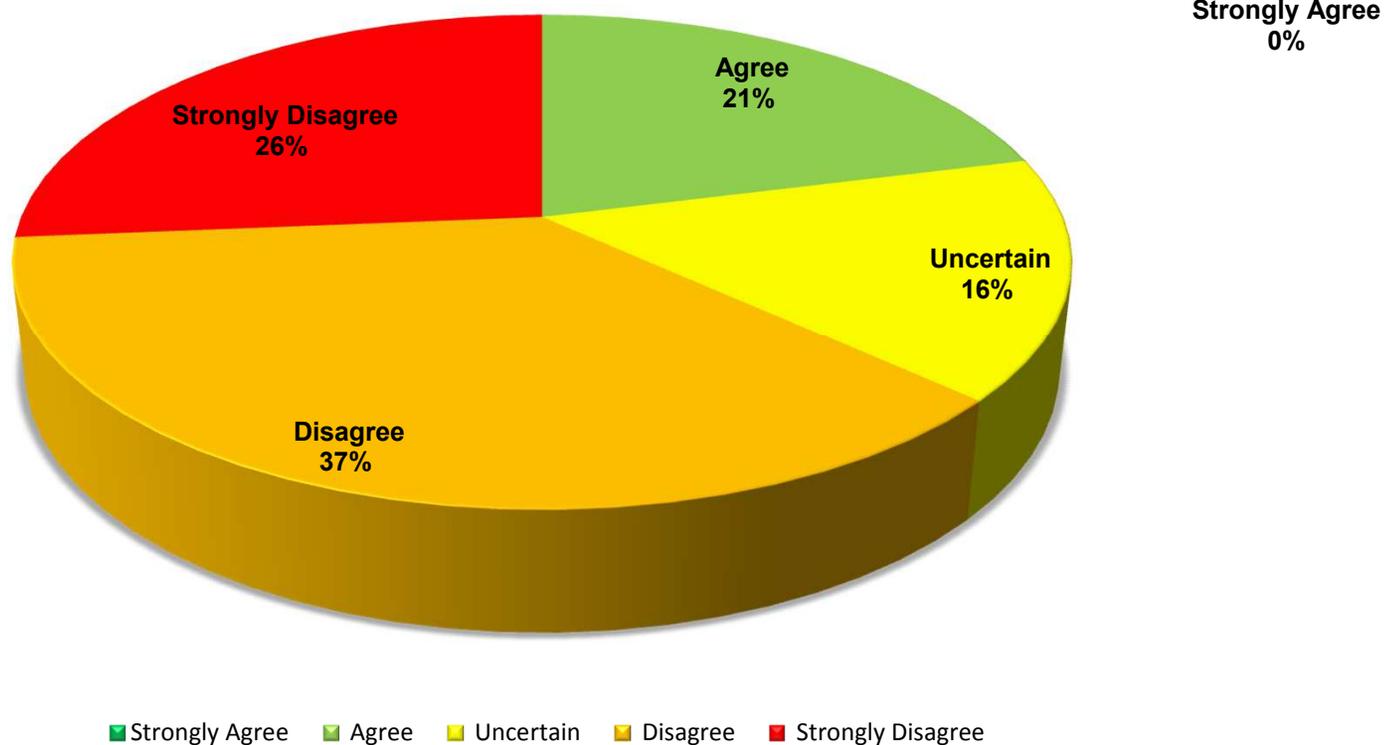
Statement 3 - There are agreed plans in place for an updated JMWMS

The average opinion is disagreement with the statement. Most of the delegates (79%) disagree or strongly disagree, 16% are uncertain and only 1 delegate agrees and no one strongly agrees.

When analysing the answers the common theme identified is that there are “no plans in place, in addition, there is no resource to assist moving this forward”

Some delegates also expressed the opinion that “LCC has tried to engage the districts in refreshing the strategy over the past years with papers to the LWP but there has minimal interest due to wider considerations of issues such as recycling credits and CXs coloration project.”

Statement 4 - There are no barriers within the LWP to getting the JMWMS updated



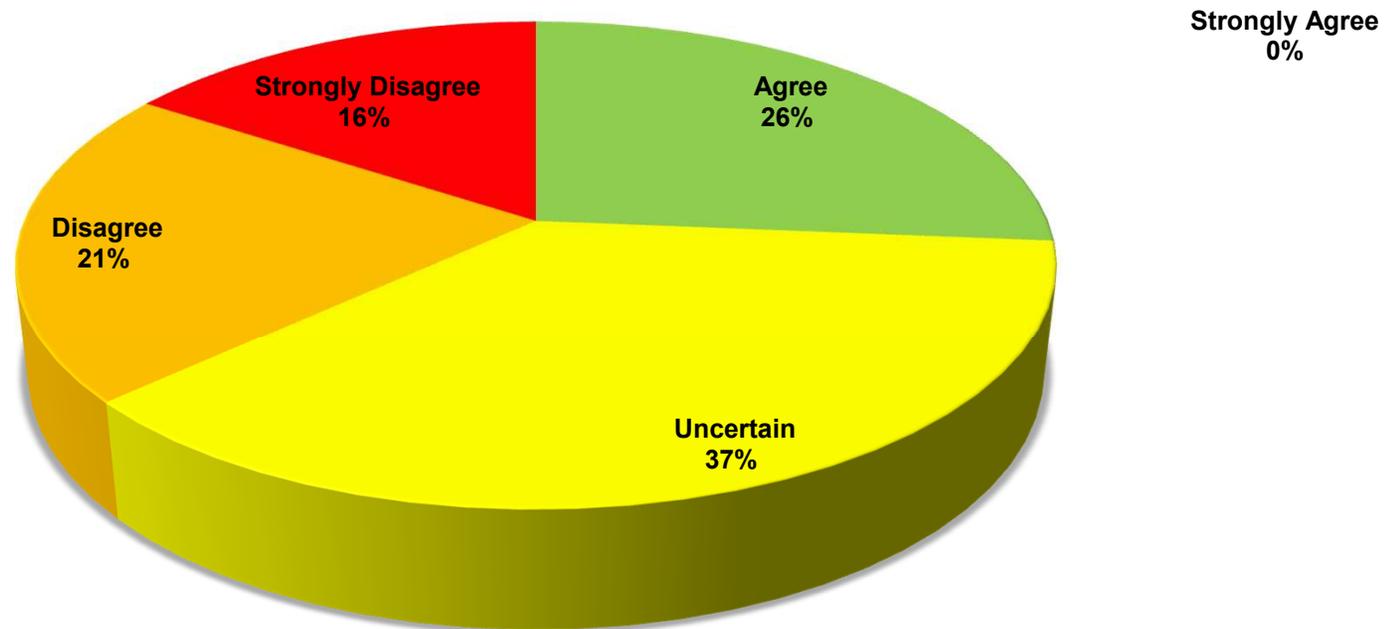
Statement 4 - There are no barriers within the LWP to getting the JMWMS updated

The overall opinion is disagreement with the statement, with 63% of the delegates disagreeing or strongly disagreeing, 16% of the delegates are uncertain and 21% are agreeing with no one strongly agreeing.

When analysing the answers the common themes identified are that “LWP is not a decision maker. Limited resources available. No trust / transparency between collection and disposal authorities” and “Discussions seem to go round in circles on a number of issues and some partners seem reluctant to embrace the opportunities to work together.”

Some delegates also expressed the opinion that “Relationships between the WDA and the WCAs have been damaged following the MDR contract changes and withdrawal of recycling credits in 2014/15. A blame culture has developed over the issue of MDR contamination. There is a lack of trust between the partners.”

Statement 5 - There are no barriers outside of the LWP to getting the JMWMS updated



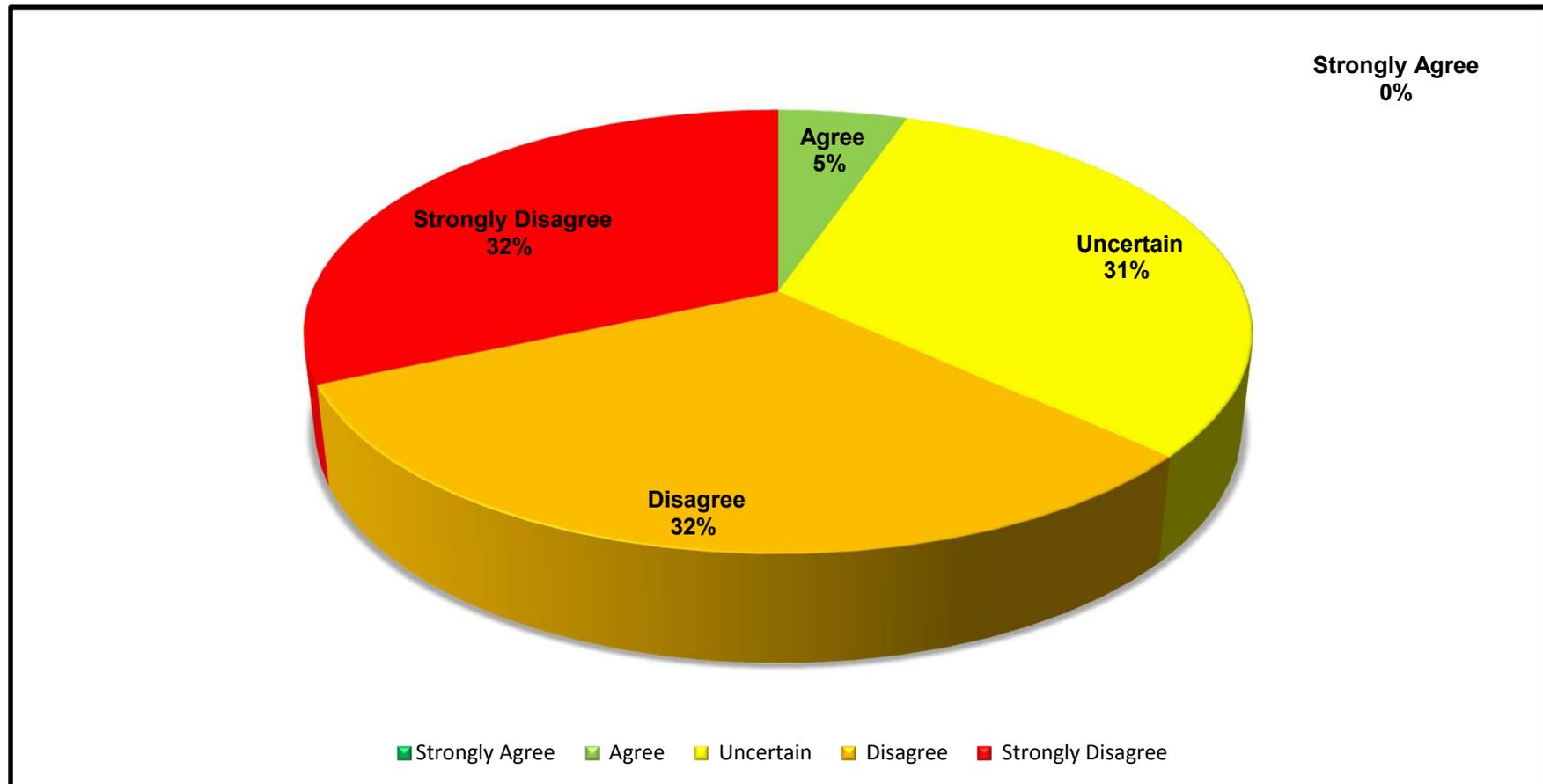
Strongly Agree Agree Uncertain Disagree Strongly Disagree

Statement 5 - There are no barriers outside of the LWP to getting the JMWMS updated

The delegates opinion is split on this statement with 37% disagreeing or strongly disagreeing (3 delegates are strongly disagreeing) and also 37% uncertain, the remaining 26% are agreeing with no one strongly agreeing.

Some of the opinions expressed by the delegates are “No resources attributed to this work stream.” and “The ambiguous attitude of DEFRA toward enforcing the duty to have an up to date JMWMS along with periodic noises about making it an optional strategy do not help. The lack of internal co-ordination and co-operation between the commissioning and operational elements is also a factor, with commissioning appearing to recognise the need for a JMWMS whilst an internal waste issues paper produced by operational senior management clearly recommends this be not pursued at this time, the reason being given is that there are no resources available.”

Statement 6 - The LWP is an effective partnership



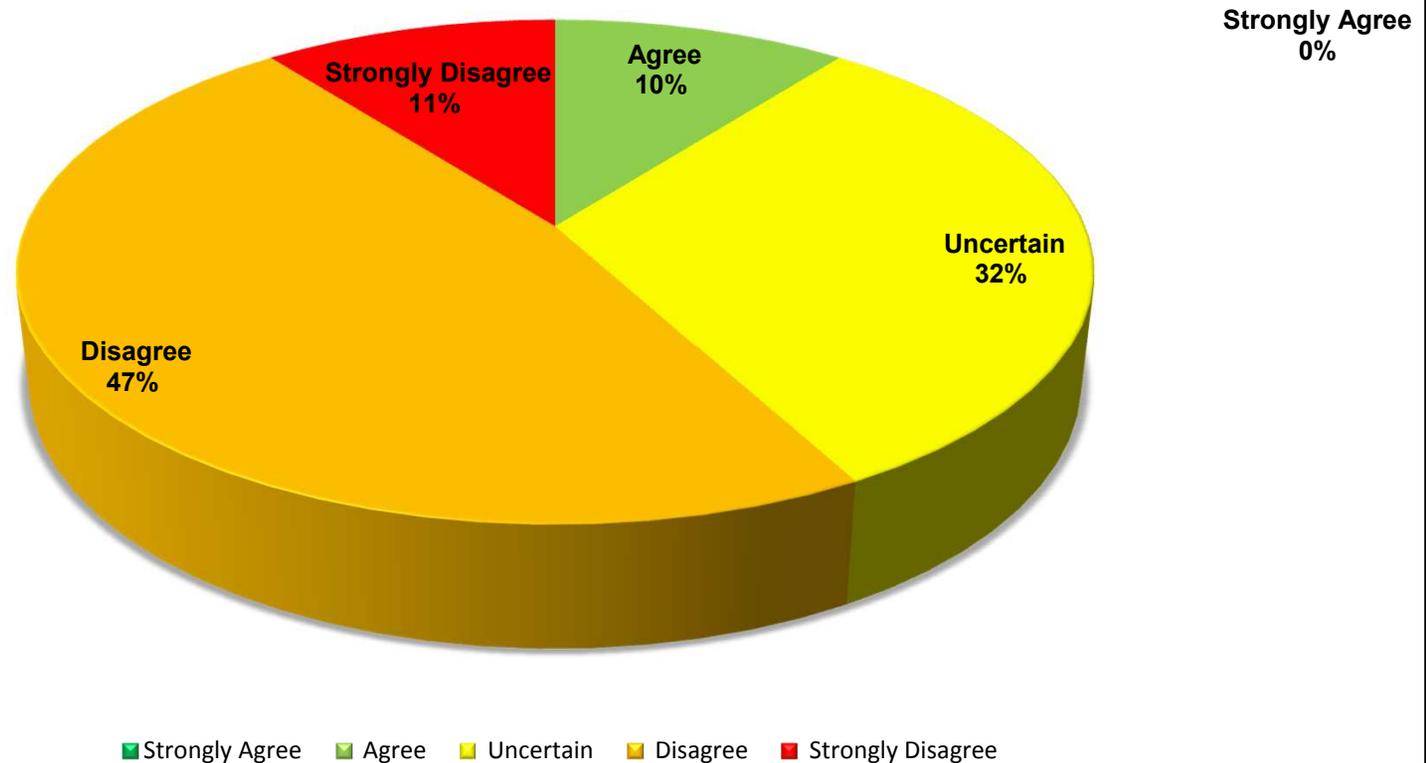
Statement 6 - The LWP is an effective partnership

The average opinion is disagreement with the statement. Most of the delegates (63%) disagree or strongly disagree, 32% are uncertain, only 1 person agrees and no one strongly agrees.

When analysing the answers the common theme identified is that “The partnership does not look at strategic issues and has become an operational reporting body. It also lacks any influence in determining policy and budget setting.”

Some of the other opinions are “To be effective the LWP terms of reference need changing so that it can make substantive decisions on matters of waste policy. I do not see any mechanism by which this can happen. The collaborative working model would have delivered this but sovereignty seems too important for most partners.” and “I think it is effective, though it could perhaps be more so e.g.. by promoting more consistent provision of services between LA’s so that there is less variation in service provision to members of the public across Lincolnshire. I would also like to see the partnership promoting the need for more contingency planning to be built in to e.g. waste recycling contracts, so that our regulation of sites providing services to Lincolnshire would have less impact on service provision, e.g. if we have to suspend a permit for non-compliance, or high risk of fires on site. I would also like to see poor permit compliance by site operators as a breach of contract with LCC, which would carry financial penalties for the holder of the contract.”

Statement 7 - LWP (members and officers) meetings are productive



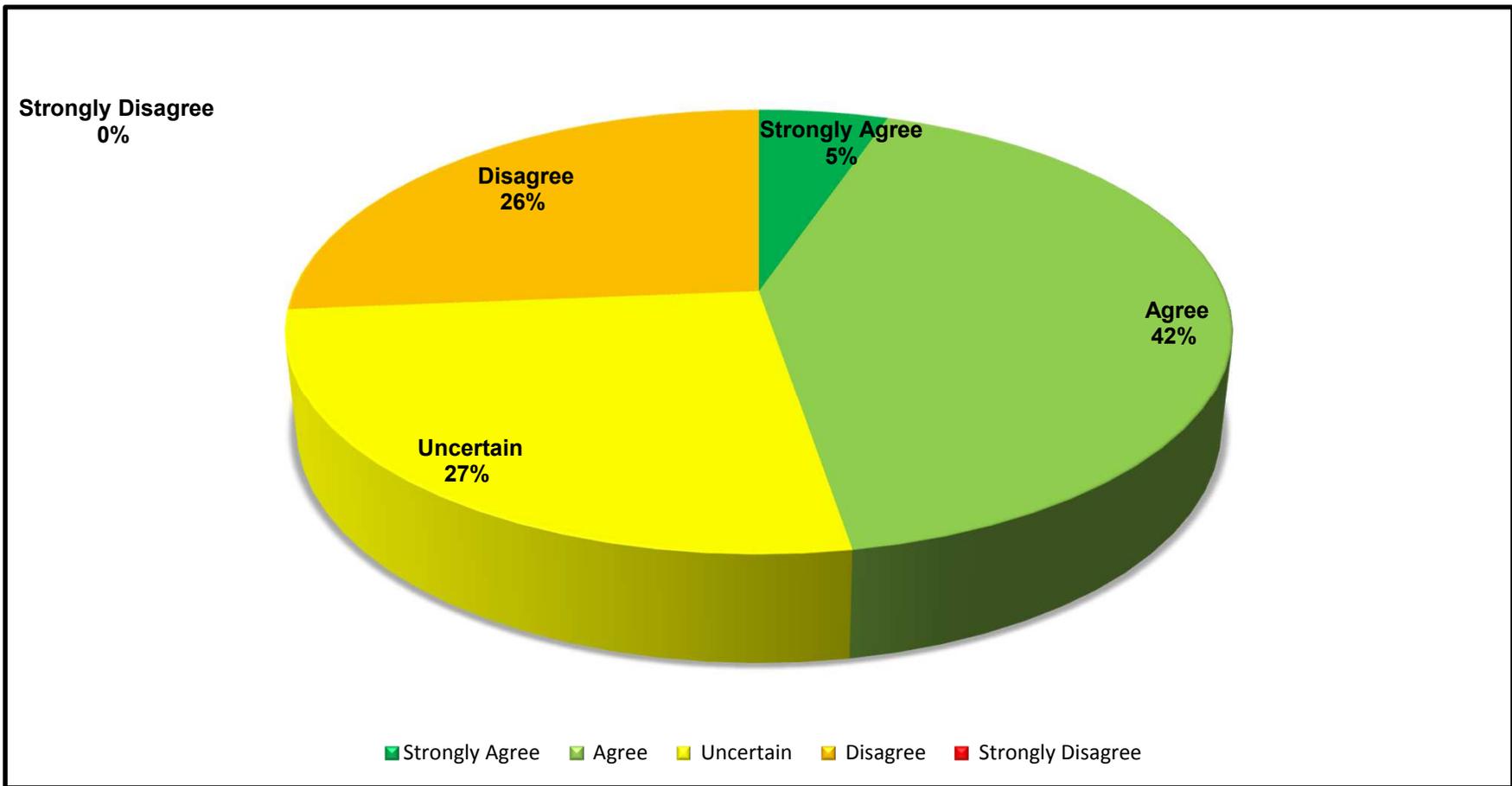
Statement 7 - LWP (members and officers) meetings are productive

The overall opinion is disagreement with the statement, with 58% of the delegates disagreeing or strongly disagreeing, 32% of the delegates are uncertain and 11% are agreeing with no one strongly agreeing.

When analysing the answers the common themes identified are “Unfortunately, I find the partnership anything but effective, with it being little more than a talking shop and a public forum for LCC to tell the districts what it has already decided” and “The members meetings are only productive in the sense of allowing member level conversations. As the decision making powers are extremely limited the meetings do not tend to bring about fundamental changes.”

Another opinion is “The only real claim of success for the LWP is that it has kept all eight authorities round the table and talking to each other. That is what the LWP mostly is, just a talking shop. That is not a bad thing if that leads to actual work and a more co-ordinated approach to waste services, but sadly that has not generally been the case. A prime example was the move by WCAs to introduce charging for garden waste services with no concern about the possible impact that might have on the budget of the WDA from increased garden waste going into the residual waste stream from residents opposed to paying for the service. Equally certain WCAs were incensed when LCC stopped paying them recycling credits with seemingly little concern over the impact that would have on WCA budgets.”

Statement 8 - LWP Officers Group meetings are productive



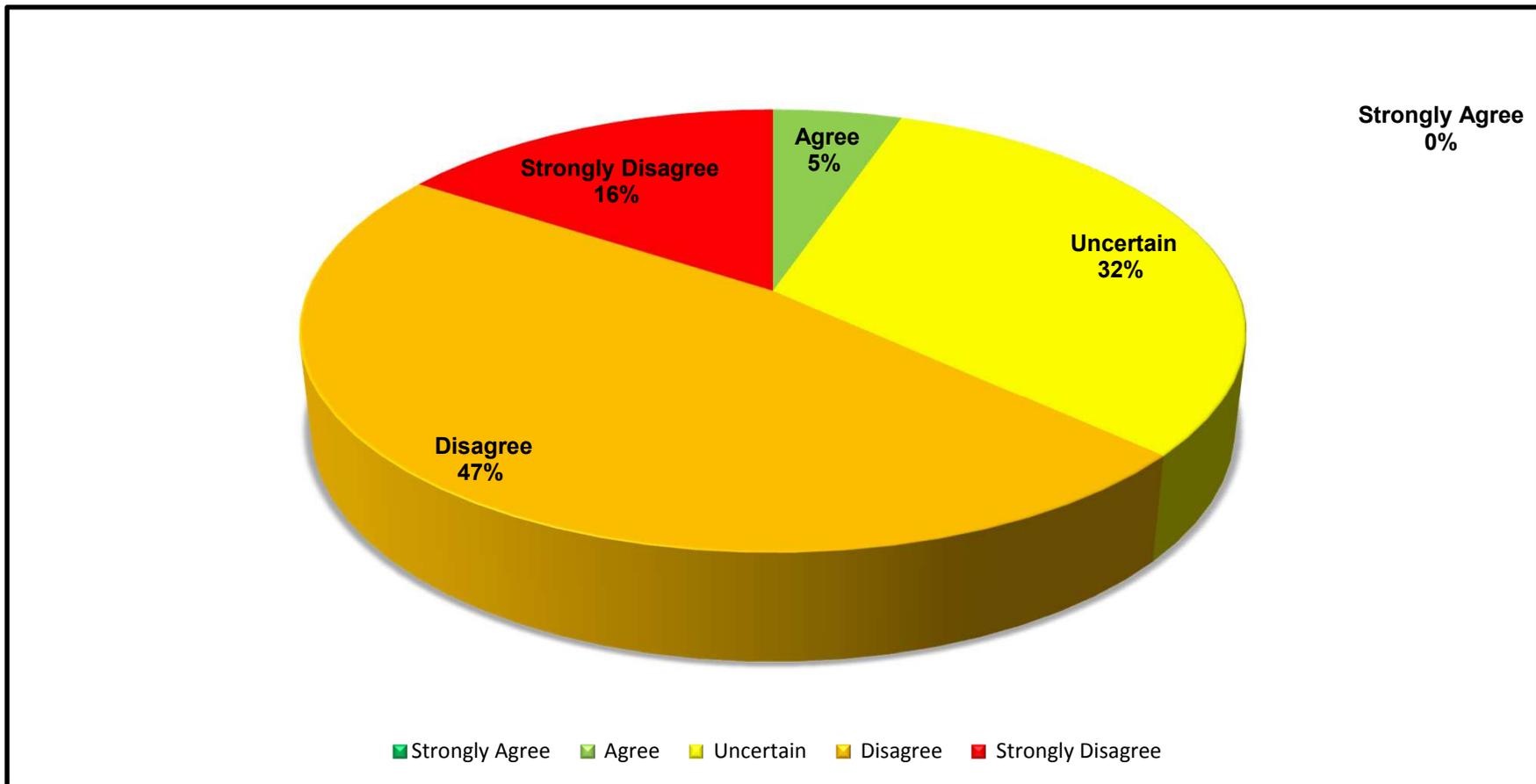
Statement 8 - LWP Officers Group meetings are productive

This is the only statement in the questionnaire for which the overall opinion of the delegates is agreement or strong agreement with 47% agreeing and 1 person strongly agreeing, 26% are uncertain and 26% are disagreeing with no one strongly disagreeing.

When analysing the answers the common theme identified is that “The officer group do share issues and seek resolutions routinely, and as such it is important and helpful. It also helps with consistency, and sharing experiences. However, there has recently been recognition that these are very operational, and could potentially plan a stronger strategic role. This is being addressed as a review of the standard agenda in the next few meetings.”

Some of the other answers include “Little strategic content, mainly operational matters discussed. Formation of a strategic only group is essential.” and “In spite of one being written a long time ago the LOWG has never had a terms of reference imposed on it. Therefore it has never been clear whether it is a strategic or operational group. The LOWG is generally well supported but this tends to be with WCA operational officers (although sometimes more senior staff attend). The operational staff who attend generally do not have easy access to senior management or elected members at their council so LOWG meetings tend to focus on the day-to-day interaction of operational issues between the WDA and the WCAs. This role is necessary but it does leave a gap when any attempt is made to progress matters outside the operational remit, as was ably demonstrated recently on the work for the CX group on closer integrated working where a disproportionately large amount of time was spent looking at a potential wider role for WCA supervisors. The strategic and operational aspects need to be split and possibly two separate groupings set up to consider operational and strategic aspects. That would not preclude some officers attending both, but officers attending the strategic group must be in a position to reflect the position of their WCA (something the operational WCA officers are not often able to do).”

Statement 9 - The LWP is achieving its Terms of Reference

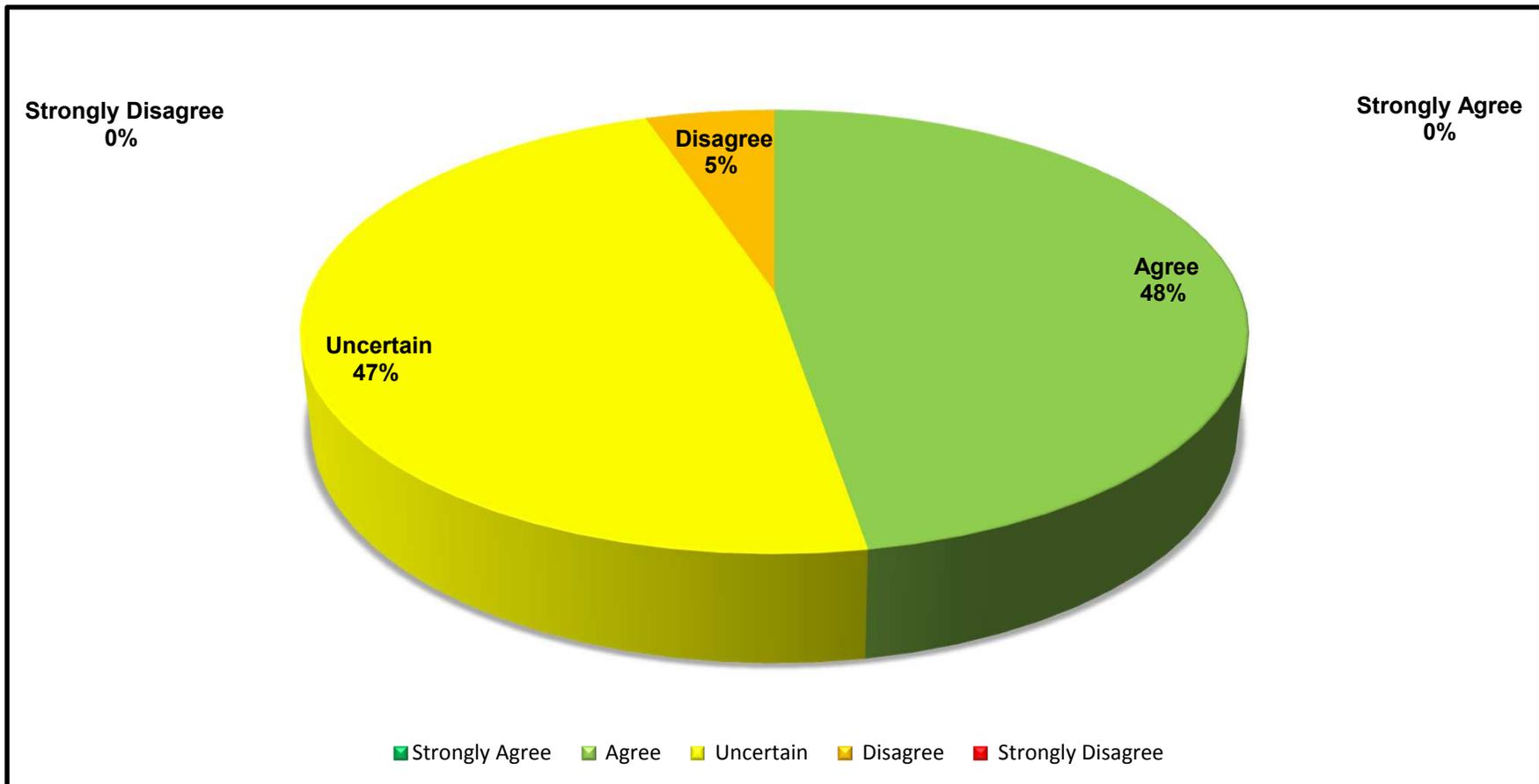


Statement 9 - The LWP is achieving its Terms of Reference

The overall opinion is disagreement with the statement, with 63% of the delegates disagreeing or strongly disagreeing, 32% of the delegates are uncertain and 1 is agreeing with no one strongly agreeing.

When analysing the answers some of the themes identified are “The LWP is hampered by not being in control of it’s own destiny. All too often we just have discussions without the ability to make decisions.”, “We do not feel that the main roles of the LWP, as set out in the TOR, are any longer in the forefront of the partners minds, when setting the agenda or attending the meetings.” and “Sustainable waste management solutions should be delivered by the LWP. This is not happening.”

Statement 10 - My opinion is valued within the LWP

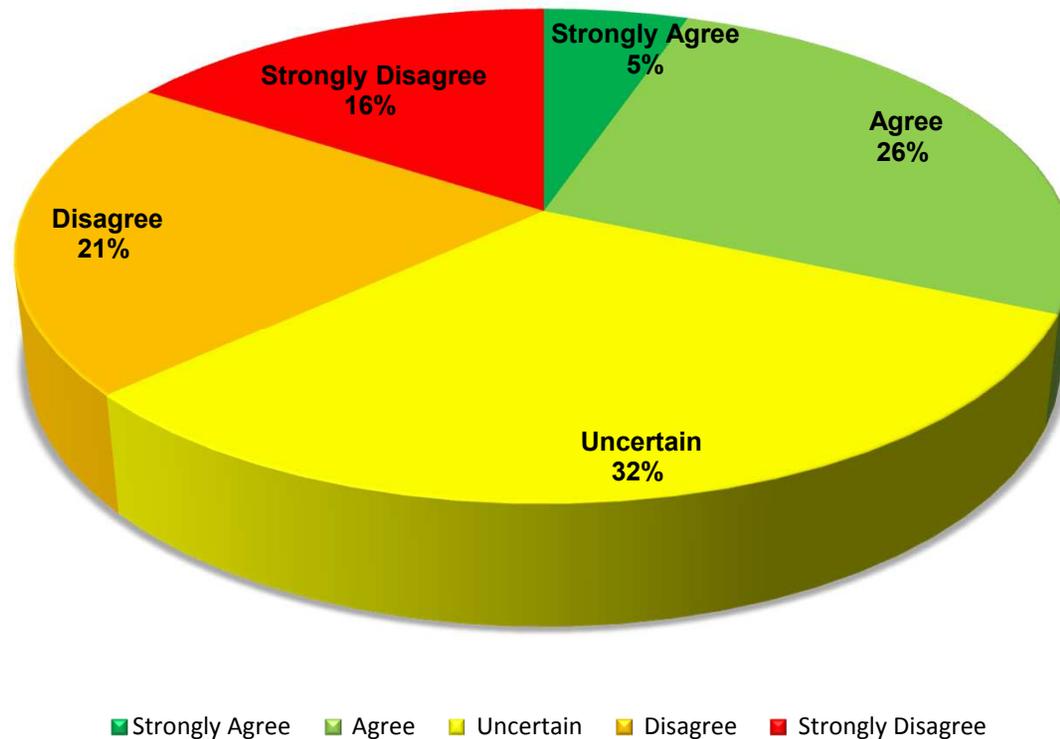


Statement 10 - My opinion is valued within the LWP

The delegates opinion is split on this statement with 47% agreeing (no one strongly agreeing) and 47% uncertain, there is also 1 delegate who disagrees.

When analysing the answers some of the themes identified are “The Chairman allows us the opportunity to speak and we are able to express our opinions”, “I actually think everyone’s opinion is valued.”, “In order for an opinion to be valued, it has to be acted upon, or cause something to change. I have yet to witness this outcome from any input by an elected member to date” and “I feel that I am listened to within the LWP and that my contributions are valued however contributions and opinions do not seem to make any difference. Decisions seem to be predetermined before they meet the LWP.”

Statement 11 - There is equal engagement from all delegates within the LWP

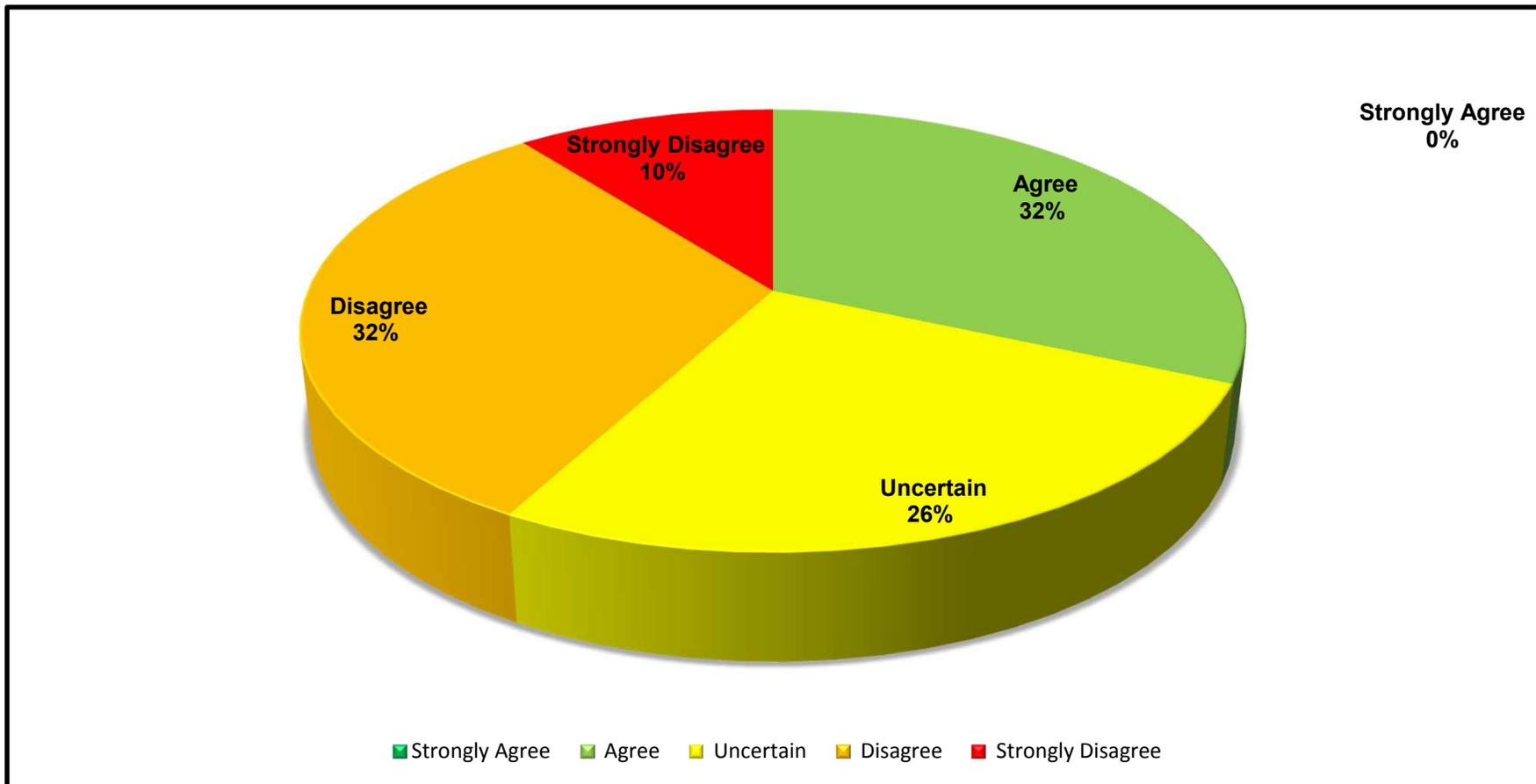


Statement 11 - There is equal engagement from all delegates within the LWP

The difference in the number of delegates who disagree, agree or are uncertain on this statement is quite small. However with a small difference the overall opinion is disagreement with the statement with 37% of the delegates disagreeing or strongly disagreeing (3 delegates strongly disagreeing), 32% uncertain and 32% agreeing with 1 delegate strongly agreeing.

When analysing the answers some of the themes identified are “Some authorities seem more committed than others”, “Attendance is not always consistent and some organisations are more proactive than others.”, “There are varying degrees of engagement from little/no to fully vocal members and officers, simply put the same people do the talking at each LWP.” and “There is engagement but the LWP desperately needs separate strategic and operational groups.”

Statement 12 - All delegates complete their agreed actions fully and on time

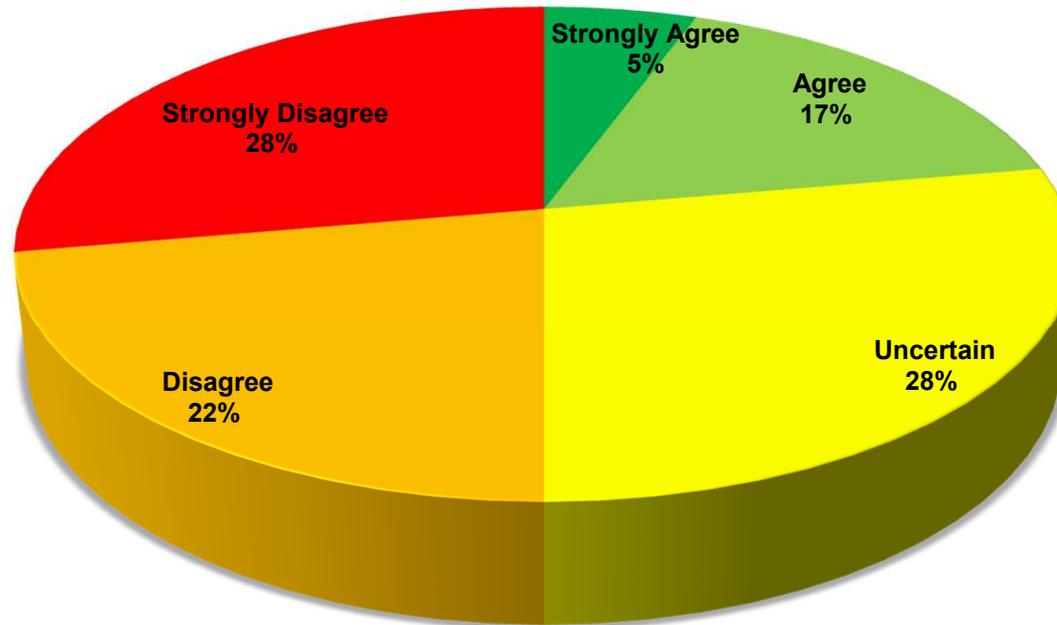


Statement 12 - All delegates complete their agreed actions fully and on time

The overall opinion is disagreement with the statement, with 42% of the delegates disagreeing or strongly disagreeing, 26% of the delegates are uncertain and 32% are agreeing with no one strongly agreeing.

When analysing the answers some of the themes identified are “There are not always any actions required and these can be delayed as they are not generally seen as having priority. All councils are now under severe resource pressures and the LWP is not seen as having enough relevance to be worth prioritising.”, “There is a lack of urgency with some officers and therefore some actions do remain outstanding for a number of meeting periods.” and “Most actions do get completed although occasionally things slip which is understandable given workloads.”

Statement 13 - The LWP has made positive changes to my district/department since its inception



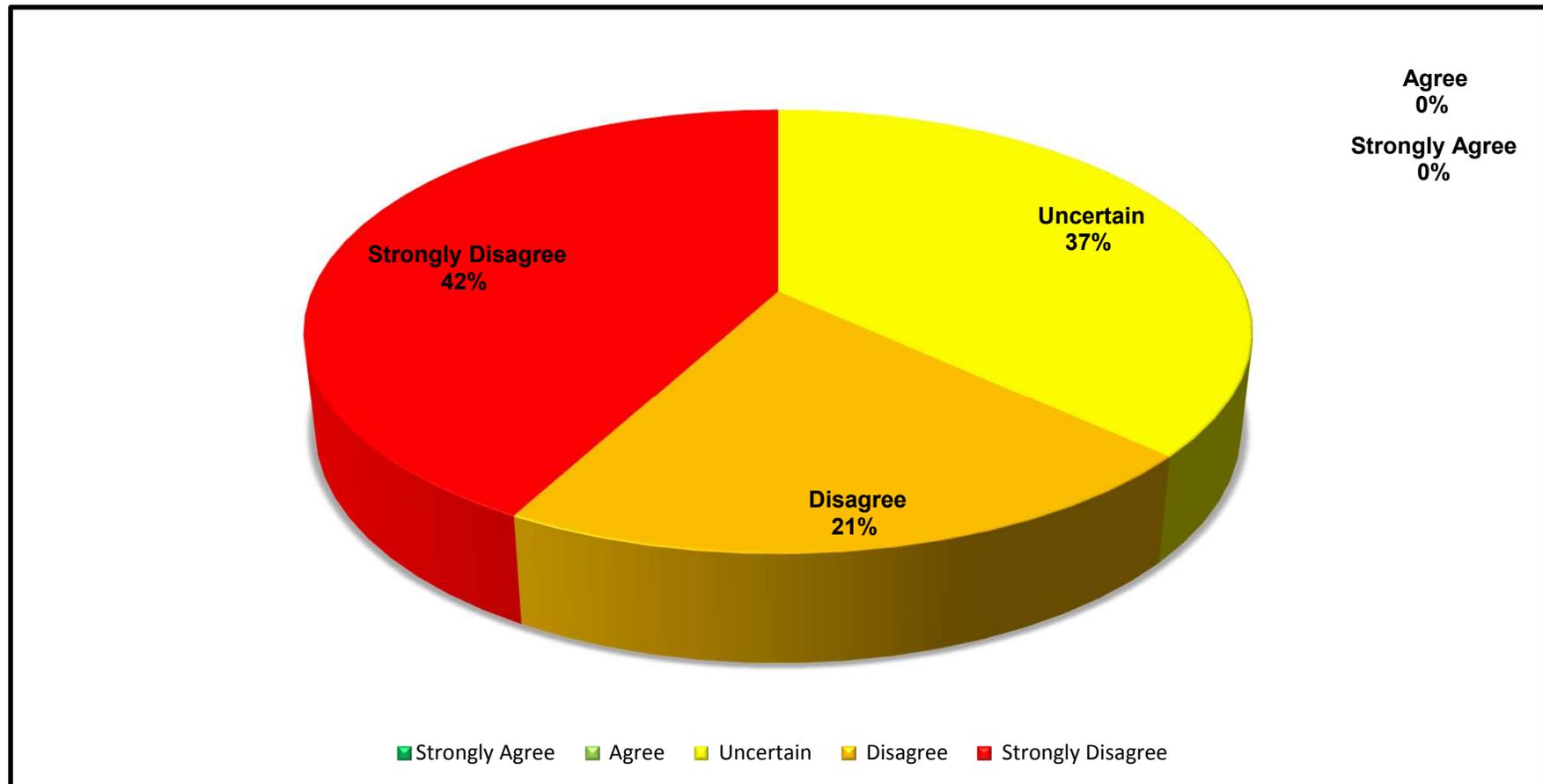
■ Strongly Agree ■ Agree ■ Uncertain ■ Disagree ■ Strongly Disagree

Statement 13 - The LWP has made positive changes to my district/department since its inception

The overall opinion is disagreement with the statement, with 50% of the delegates disagreeing or strongly disagreeing (5 delegates are strongly disagreeing), 28% of the delegates are uncertain and 22% are agreeing or strongly agreeing (1 delegate is strongly agreeing).

When analysing the answers some of the themes identified are “I'm afraid nothing could be further from the truth, with all decisions being made outside and prior to meetings of the LWP and then simply reported to us for the record.”, “Whilst larger decisions and projects have not materialised, working together has provided opportunities for change and improvement.” and “The EfW plant has been a positive change. However, from a strategic waste point of view, for Lincolnshire there has been no progression from the time it was agreed to construct an EfW plant. “

Statement 14 - The LWP is a continuously improving partnership

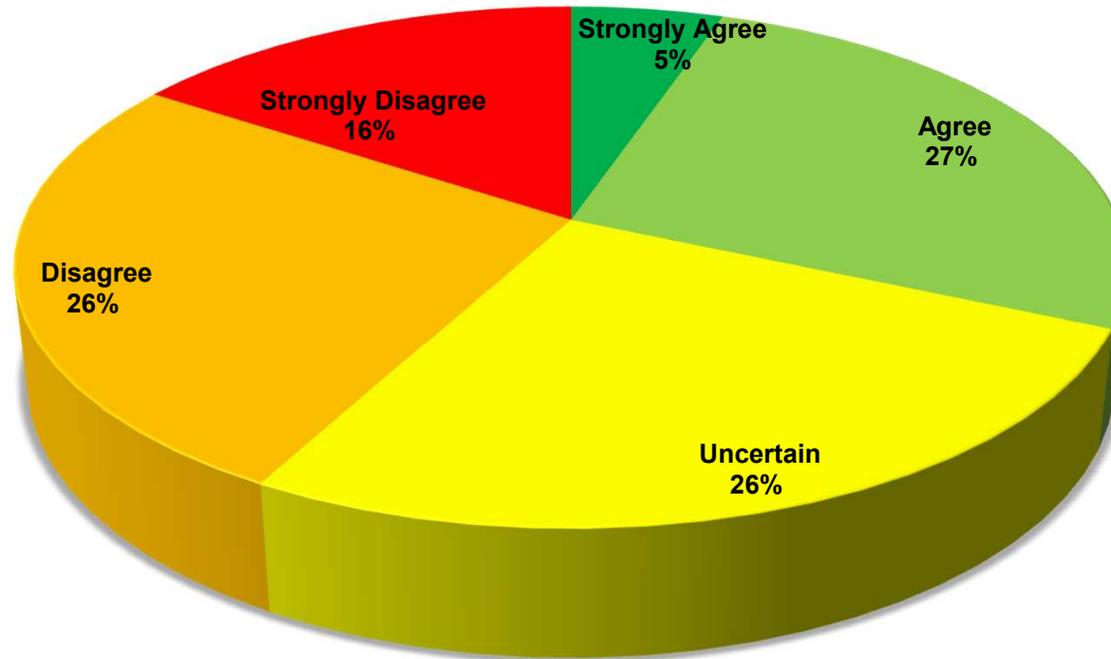


Statement 14 - The LWP is a continuously improving partnership

This is the only statement in the questionnaire with which no delegate has neither agreed or strongly agreed. The disagreeing and strongly disagreeing with the statement delegates are 63% and the uncertain delegates are 37%.

When analysing the answers some of the themes identified are "Not true and there is no motivation or incentive for this to change.", "Terms of reference and aims need to change radically.", "There is no motivation or support in improving the partnership." and "There has been little or no change to how the LWP has run for some years."

Statement 15 - The LWP is a well governed partnership



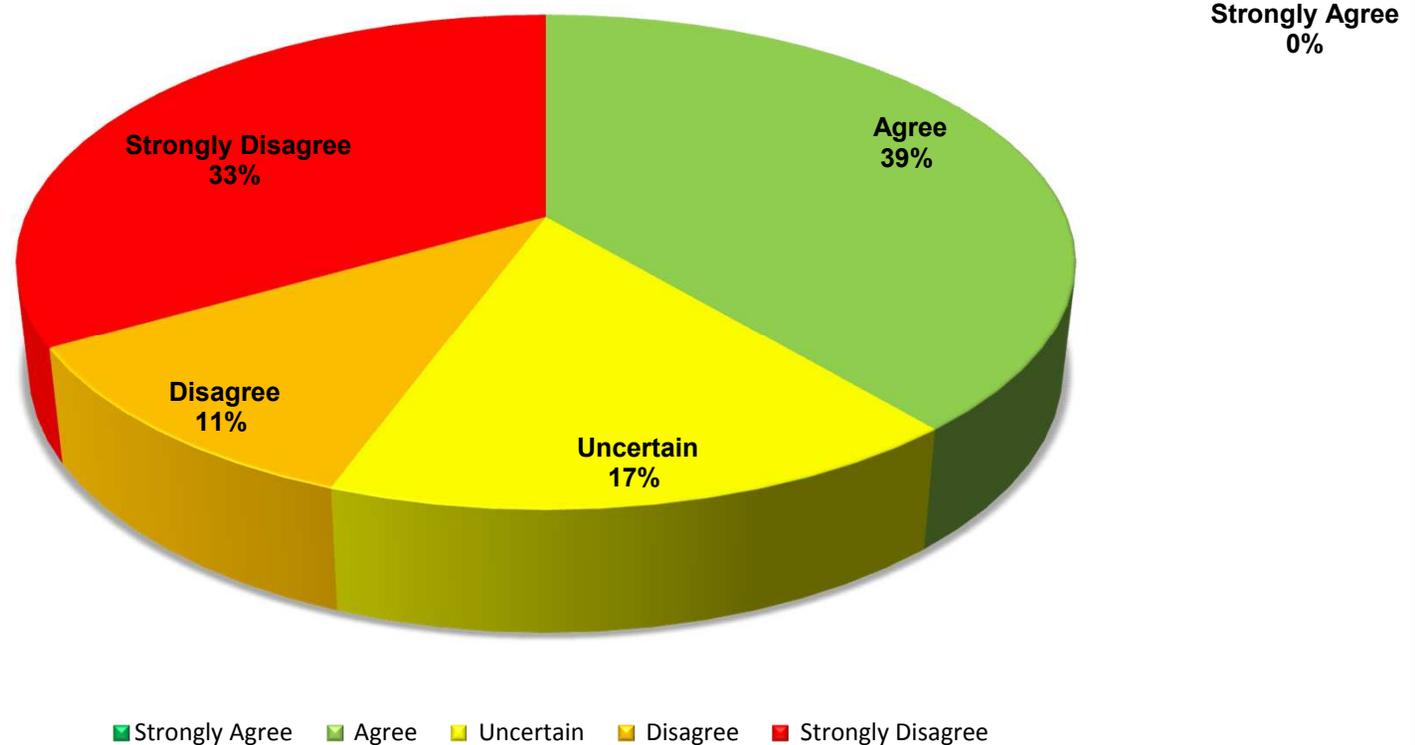
■ Strongly Agree ■ Agree ■ Uncertain ■ Disagree ■ Strongly Disagree

Statement 15 - The LWP is a well governed partnership

The overall opinion is disagreement with the statement, with 42% of the delegates disagreeing or strongly disagreeing (3 delegates are strongly disagreeing), 26% of the delegates are uncertain and 32% are agreeing or strongly agreeing (1 delegate is strongly agreeing).

When analysing the answers some of the themes identified are “Over the years we have had a number of different chairs but all have been very involved and interested in trying to make the partnership work. Meetings are well attended and managed.”, “I think that the operation of meetings is good – the outcomes weak.” and “I have been frustrated and annoyed by the apparent lack of appreciation of setting meeting dates and keeping to them.”

Statement 16 - The LWP's decisions are respected and actioned by Senior Management

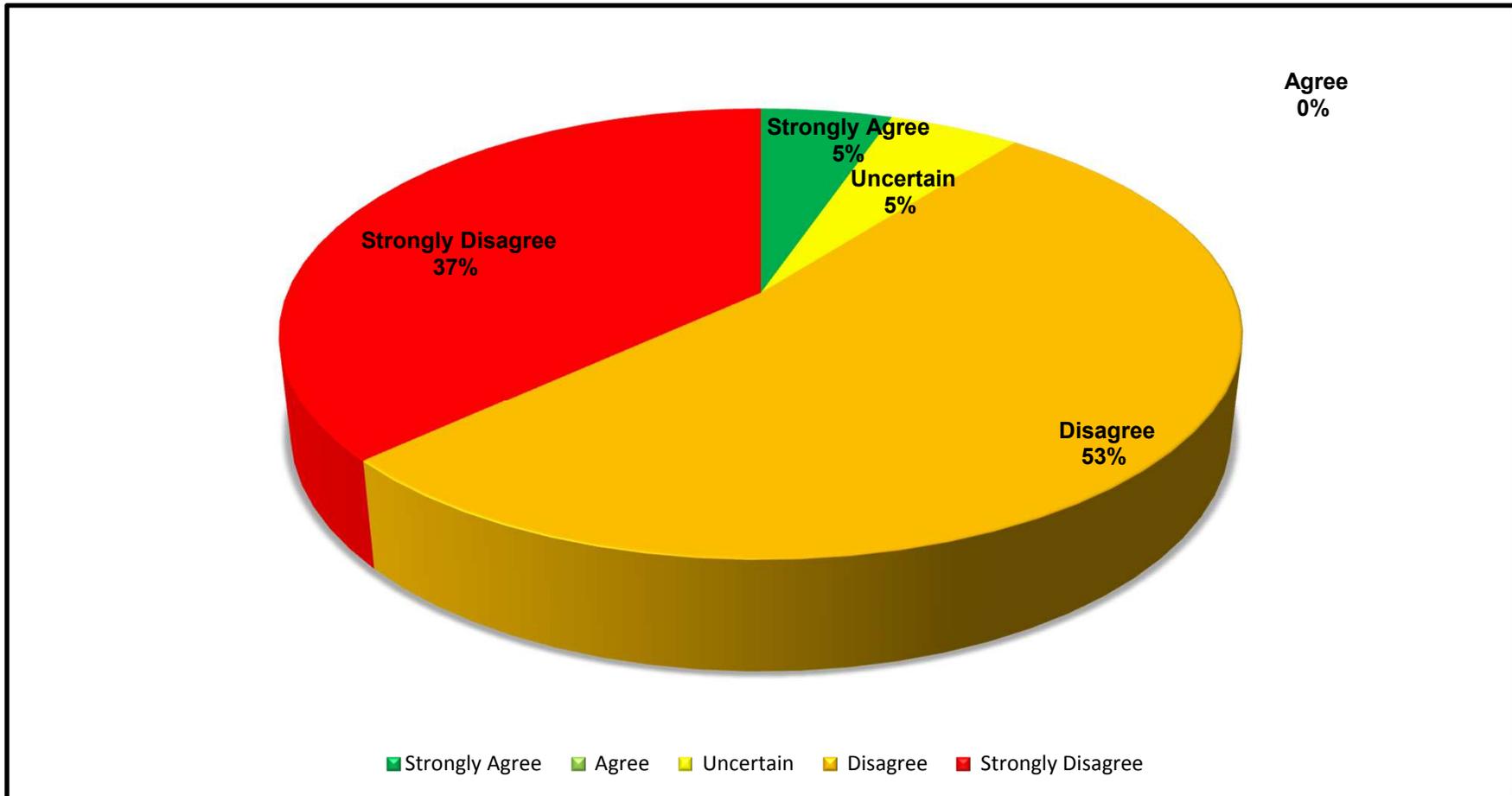


Statement 16 - The LWP's decisions are respected and actioned by Senior Management

The overall opinion is disagreement with the statement, with 44% of the delegates disagreeing or strongly disagreeing (6 delegates are strongly disagreeing), 17% of the delegates are uncertain and 39% are agreeing with no one strongly agreeing.

When analysing the answers some of the themes identified are “I don’t believe that any decisions have been made by LWP.”, “The LWP has NO decision making powers so anything can only be done by complete consensus, and that is usually only possible on relatively minor issues.” and “When decisions are made (limited though they are in scope) they are respected and actioned”.

Statement 17 - The LWP should continue in its current form



Statement 17 - The LWP should continue in its current form

The overall opinion is disagreement with the statement, with the highest percentage of disagreement in the whole survey - 89% (7 delegates are strongly disagreeing), 1 delegate is uncertain and 1 delegate is strongly agreeing.

When analysing the answers some of the themes identified are “A fundamental review would help ensure that the LWP is re-focused to delivering clear outcomes.”, “Although I value meeting with partners I do feel it needs to evolve. But having said that not sure how. I would not like to see it abandoned though as I do think we do benefit from getting together and sharing experiences.”, “I don’t believe that the current structure is productive. Strategic issues are not discussed and programmed accordingly. Months go by without any direction of travel. You could say we go round in circles. Setting up a strategic officers group which has some gravitas by being chaired by a CEX or Director would assist in the decision making flow. The governance of the partnership needs to be changed and a combination of public and closed meetings would support discussions.” and “I cannot at present see true worth in what we do. I don’t need to sit around a table to get officer updates and find some of the discussions frustrating.”

FINAL QUESTION 1 – If not already discussed in the questions above, what key changes to the LWP would you like to see?

- If it were to continue, the only way I could advise my own council to continue to participate, is if the elected members were able to attend a closed members only meeting, similar to that held by officers. The current LWP meetings are public and used as nothing more than a method of reporting to districts on the intentions of the county council and policy decisions already reached by the executive. Given that LCC has now taken control of all elements of disposal when it comes to the waste stream and has not expressed any intention to assist districts in promoting increased recycling, it's difficult to see what the purpose of the LWP will be going forward. I'm sure the officers will continue to find a need for some form of ongoing dialog, but I would seriously question if it is a good use of elected members time, or individual councils finances in respect of travel expenses.
- Review the purpose of the group. Ideally focus on strategy, which means contemplation of the future, but if this is not possible, then new terms of reference that are actually realistic about information sharing only would be sensible. Let us not set the partnership up as something it cannot be, at this time anyway, and thus set it to fail. It is my feeling that county wide working is extremely long term and difficult to achieve at the best of times, which mean that many may have unrealistic expectations of what the LWP can achieve. If it is to address wider strategy issues, which would be the preference if it can be achieved, then it will have to keep away from operational matters.
- Its the JMWS and the end objectives / targets.

FINAL QUESTION 1 - If not already discussed in the questions above, what key changes to the LWP would you like to see?

- I don't believe that the current structure is productive. Strategic issues are not discussed and programmed accordingly. Months go by without any direction of travel. You could say we go round in circles. Setting up a strategic officers group which has some gravitas by being chaired by a CEX or Director would assist in the decision making flow. The governance of the partnership needs to be changed and a combination of public and closed meetings would support discussions.
- The partnership should have decision making authority, but also needs a more defined set of goals to achieve.
- A fundamental review would help ensure that the LWP is re-focused to delivering clear outcomes.
- The LWP needs "teeth". It's present role is at best advisory. It needs strategic role with muscle.
- Needs to be decision making body which drives continual improvement and fosters a culture of collaborative working to achieve positive outcomes for our residents.
- Give it powers to make decisions, a budget to implement them and independent staff to work for it. If not scrap it and save a lot of time and effort that might be better expended elsewhere.
- As I hope to have touched upon, we need members to be more challenging and goal-setting.
- The purpose of the LWP needs to be clarified to give districts the opportunity to fully understand and input into key issues currently facing the county council now and in the future.
- 1. Changing its function to a Waste Management Board with Executive powers. (I don't expect to see it happen though) 2. In the absence of the above concentration on a reduced scope of activities which is within the ability of the current structure to deliver.

FINAL QUESTION 2 - What do you see as the key Strategic drivers when thinking about the future of the LWP?

- 1) Whether there is in reality any sense of shared vision for the waste services of the County. 2) The legislative framework – in particular recycling targets and issues around TEEP. 3) The need to control costs for waste services and seek efficiencies.
- The apparent ambitions LCC has to see a joint waste authority formed, with them taking total control of all waste collection services across Lincolnshire.
- Recycling rate. 'Genuine' recycling Cost control and Income generation. Clean environment, in an holistic sense.
- Perhaps the group could be more pro-active in monitoring the waste/resources recycling 'markets' and economics around recycling and disposal. As these drive costs, opportunities and threats to those in the business, it might help the group set a pro-active direction for regulation and monitoring of compliance with contracts let by LCC etc.
- Apart from the need to have a JMWS, we need to be more challenging, proactive and tear down whatever walls of self-interest still exist!
- Undertake 1, 8 and 9 of the Terms of reference.
- New legislation; EfW capacity; Recycle disposal; Incentivising improvements; Garden waste disposal; Collaborative working; Separate collections; Fleet procurement and maintenance; Waste crime; Common recycling mix; Joint comms and education campaigns.
- Transparency of partners; Increased financial pressure; Legislative compliance
- An holistic approach, viewing waste as a resource linked to the growth agenda as part of a combined authority that is forward thinking in terms of a vision.

FINAL QUESTION 2 - What do you see as the key Strategic drivers when thinking about the future of the LWP?

- The LWP needs to decide whether it is to be anything other than an opportunity to exchange information between the WDA and WCAs. The next MDR contract is a major issue that affects both WDA and WCAs, with the quality of items collected kerbside by the WCAs influencing how much it will cost the WDA to process that material. The WCAs have no incentive to better. The EfW is too small and is already operating at or very close to maximum capacity, and with waste arising on the increase from a mixture of housing and population growth and improved economic conditions there is an emerging capacity issue which is currently only solved by the use of very expensive landfill. In two years' time that will not be an option as the landfills are scheduled for closure, but the waste will still be there increasing financial pressure on the WDA to get it treated and/or disposed. All authorities are under financial pressure and there should be economies of scale from closer integrated working, especially amongst the WCAs.
- Clarity of purpose, and a clear and up-to-date Terms of Reference.
- Working together to achieve improvement in recycling and reduce contamination.
- 1.Increase in waste arising in Lincolnshire with no disposal point for either refuse or recycling materials. 2.Increasing budget pressure. 3.Increasing need for clean, quality recycling materials.
- Costs; Contracts; Deliverability/sustainability and Direction of travel.
- All the experts and government point towards partnership working across council divides – leading to a joint waste authority. Protagonists in Lincolnshire are too protective of their own "empires" and not for the common good.

FINAL QUESTION 3 - Finally, do you have any more comments about the LWP or JMWMS that were not covered by the questionnaire? Please include below if so:

- It would be easy to suggest that the LWP has failed and is failing. That would be to miss some important issues, that the ‘partnership’ has endured and consistently brought waste issues back on members agendas. Waste in Lincolnshire is in a better place than it was a few years ago, and although it is difficult to say that this is down to the LWP, the LWP has not hampered these changes and this progress. Only the recycling rate has recently drawn ‘failings’ into sharp focus, and it is suggested that many of the pressures that are to be found, especially between districts and the county, and funding related. Thus it could be suggested that these are symptoms of the times, not necessarily just process. In brief the LWP is a good basis, platform and starting point for change, and engages many people across the county who are keen and passionate about the subject. This has to be a great starting point for both change and progress. We would be in a worse place to start from without it.
- The LWP has always needed strong leadership which only LCC have the capacity to provide. However, on those occasions when LCC have tried to provide this the districts have viewed this as an attempt by LCC to impose control. The lack of that leadership has resulted in the LWP as it is now. If there is no complete agreement of all eight authority members then something will not happen. Do not forget the Environment Agency is also a part of the LWP. It would be nice to see the LWP operating in the way it was originally envisaged all those years ago.

FINAL QUESTION 3 - Finally, do you have any more comments about the LWP or JMWMS that were not covered by the questionnaire? Please include below if so:

- The LWP needs a full understanding of the issues facing waste disposal over the coming 18 months, and should use a risk-based approach to debating some of these important issues. A strategy is required to shape the collection and disposal of waste over the next 25 years, and the LWP should play a key role in developing this.
- I genuinely believe that there is still the opportunity to make this partnership work. We need to get focused, motivate, re-awaken the talent and release the potential of the group and its members. At that point we will start succeeding and coming up with the best action for the tax payer of Lincolnshire!
- Elected members from all partner authorities need to be involved with the strategic direction as fundamentally they are the decision makers.
- This is an opportunity to take stock of where we are and where we need to be heading. Organisational boundaries need to be removed that will create opportunities for a fresh look at the waste agenda.