



Appendix 3
Lincolnshire Waste Partnership:
Questionnaire Results

Introduction

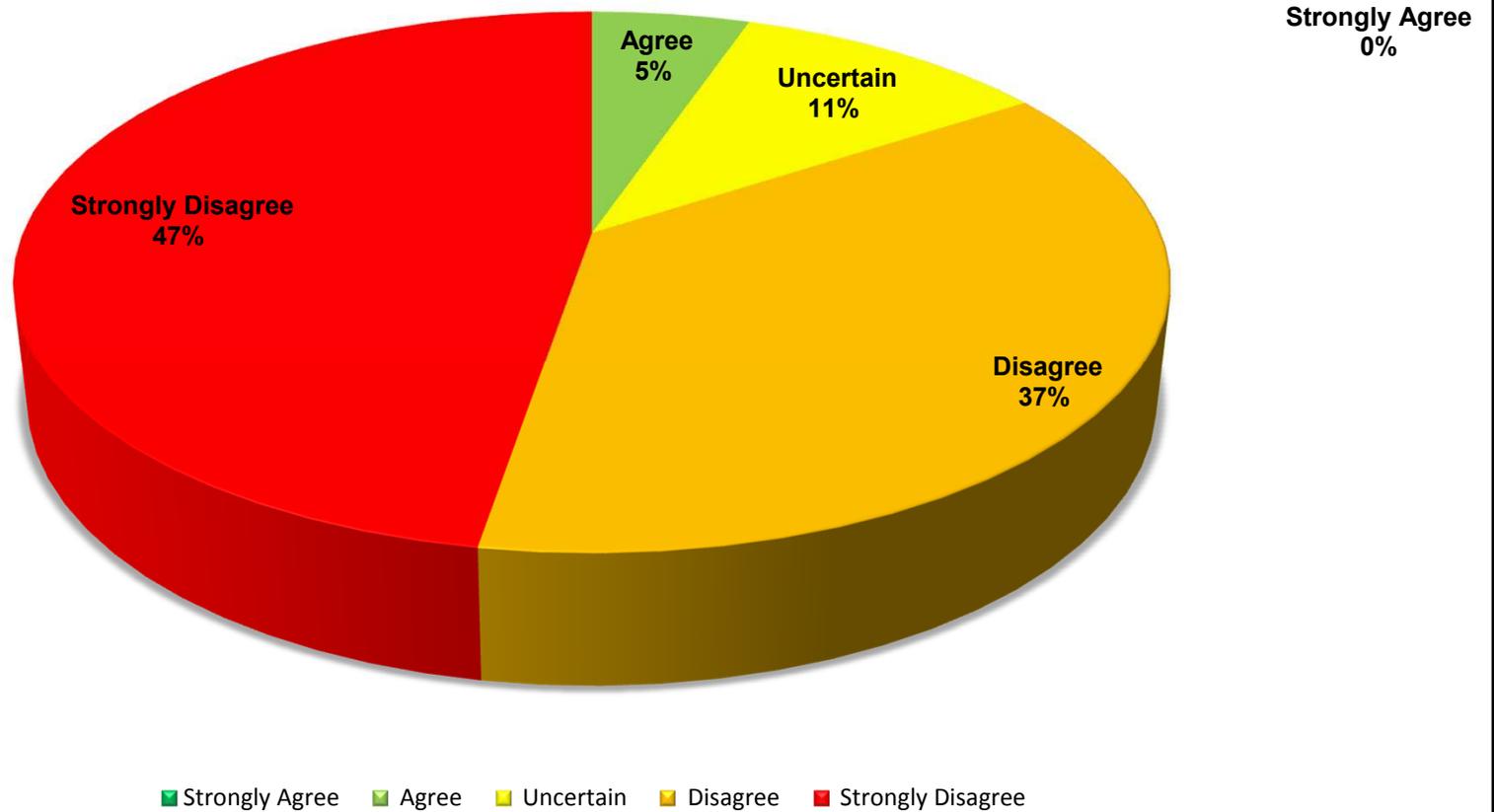
Following receipt of opinions from officers and Members via the LWP questionnaire, we analysed this data and have prepared this secondary report. The report has compiled all of the results for each of the 17 statements into pie charts to provide a visual representation of how elements of the LWP and 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



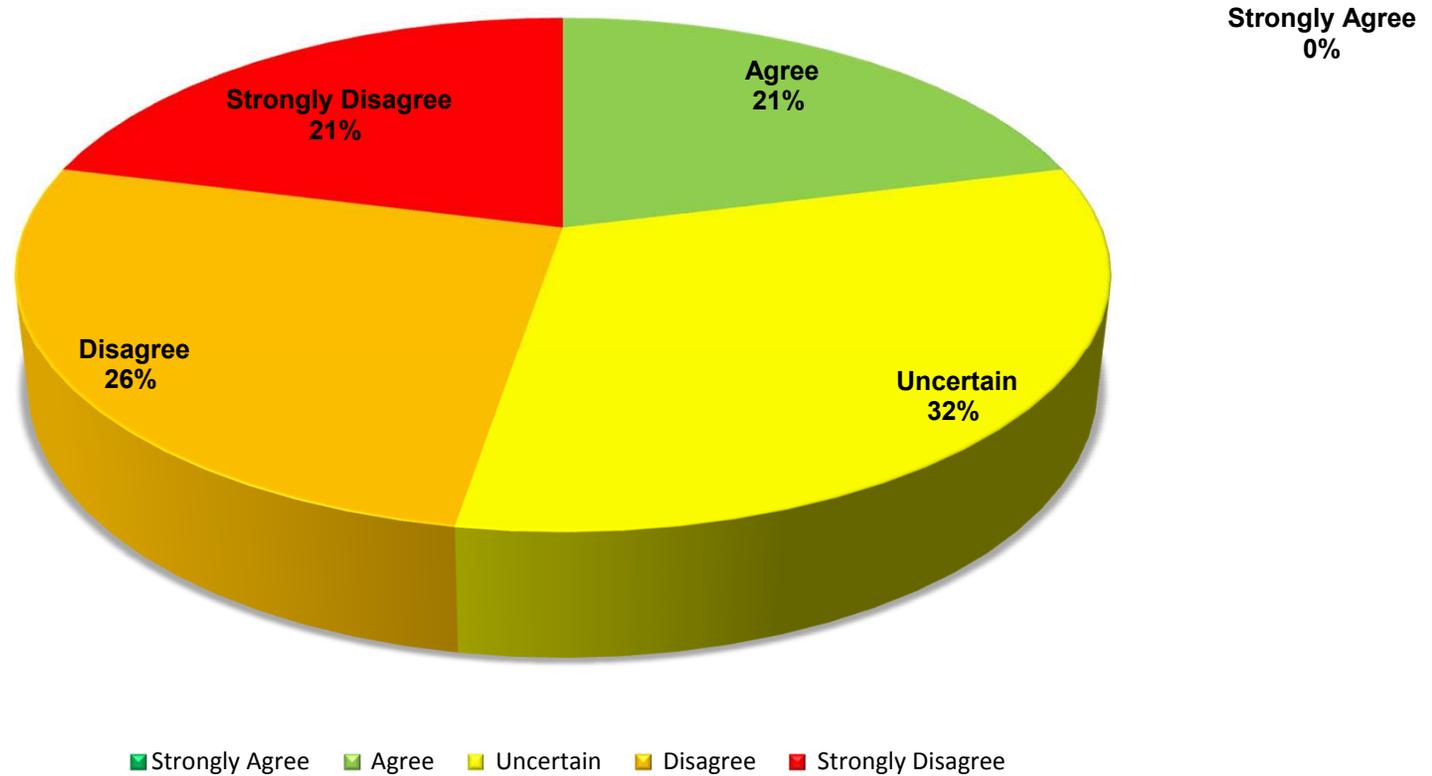
Statement 1 - The current JMWMS is still fit for purpose

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When analysing the answers the common themes identified are that the JMWMS is out of date and needs reviewing as well as that the waste landscape has changed.

The general feeling is that “The current JMWMS is out of date by a number of years.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

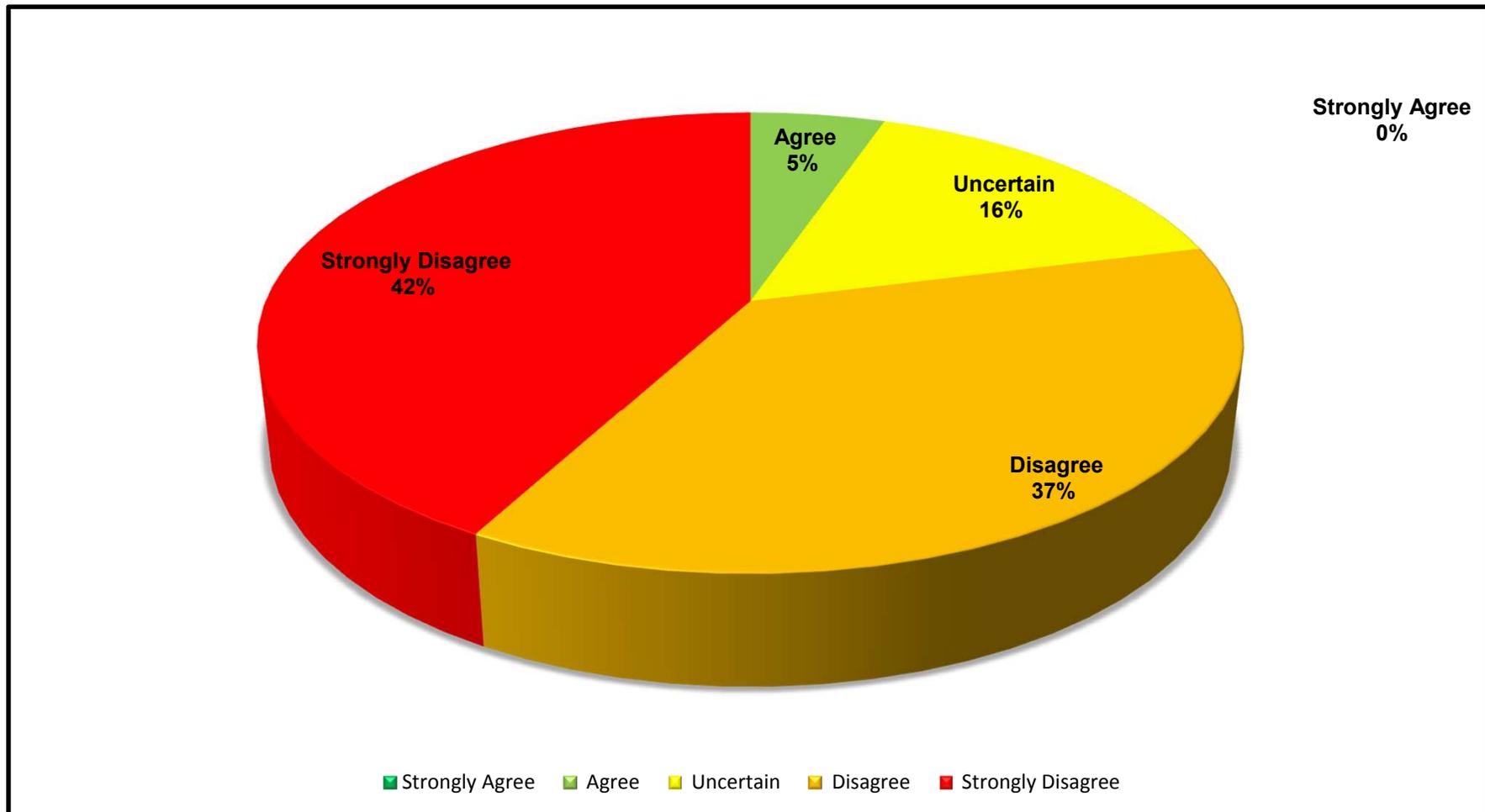


Statement 2 - The JMWMS objectives are still being delivered

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



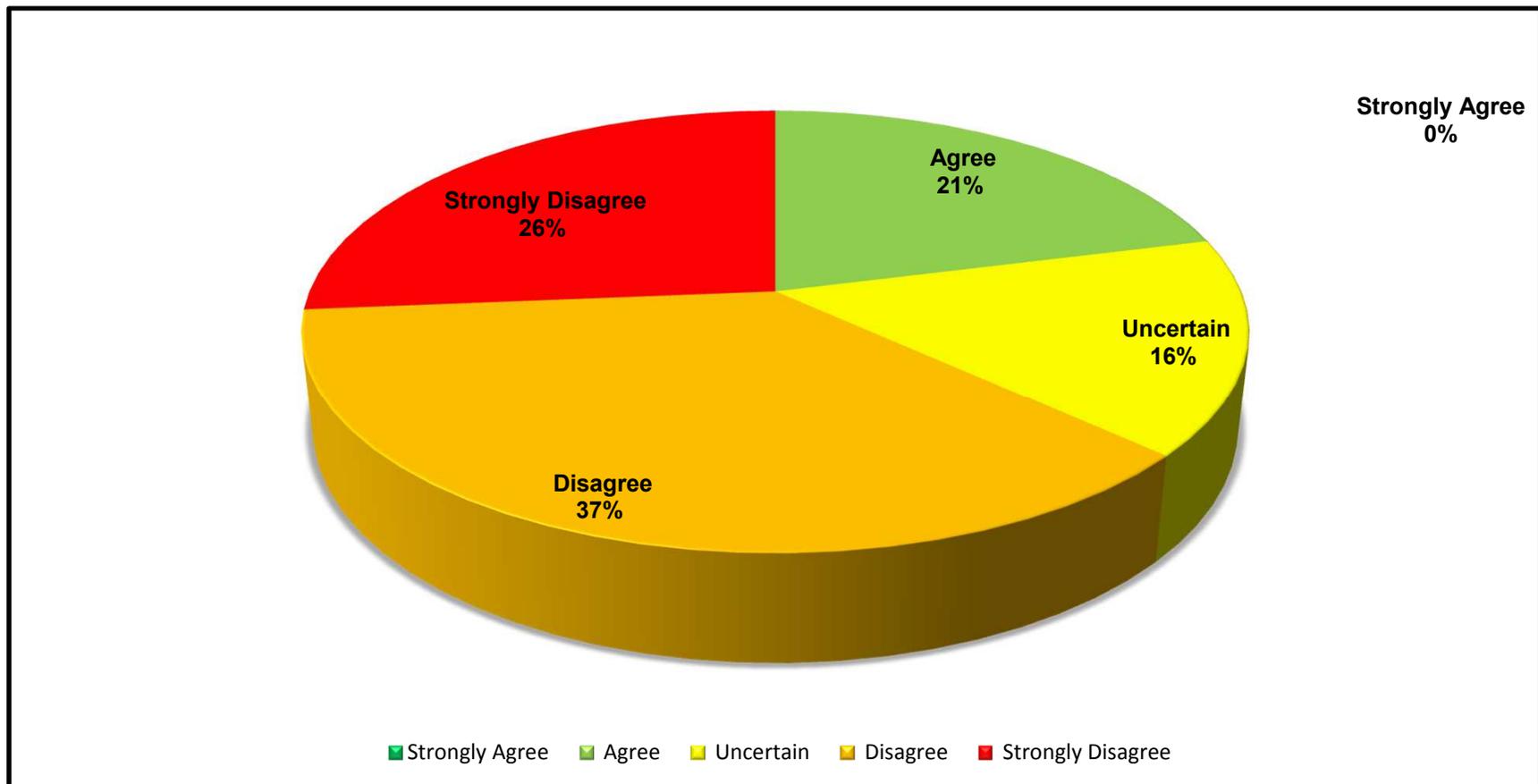
Statement 3 - There are agreed plans in place for an updated JMWMS

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



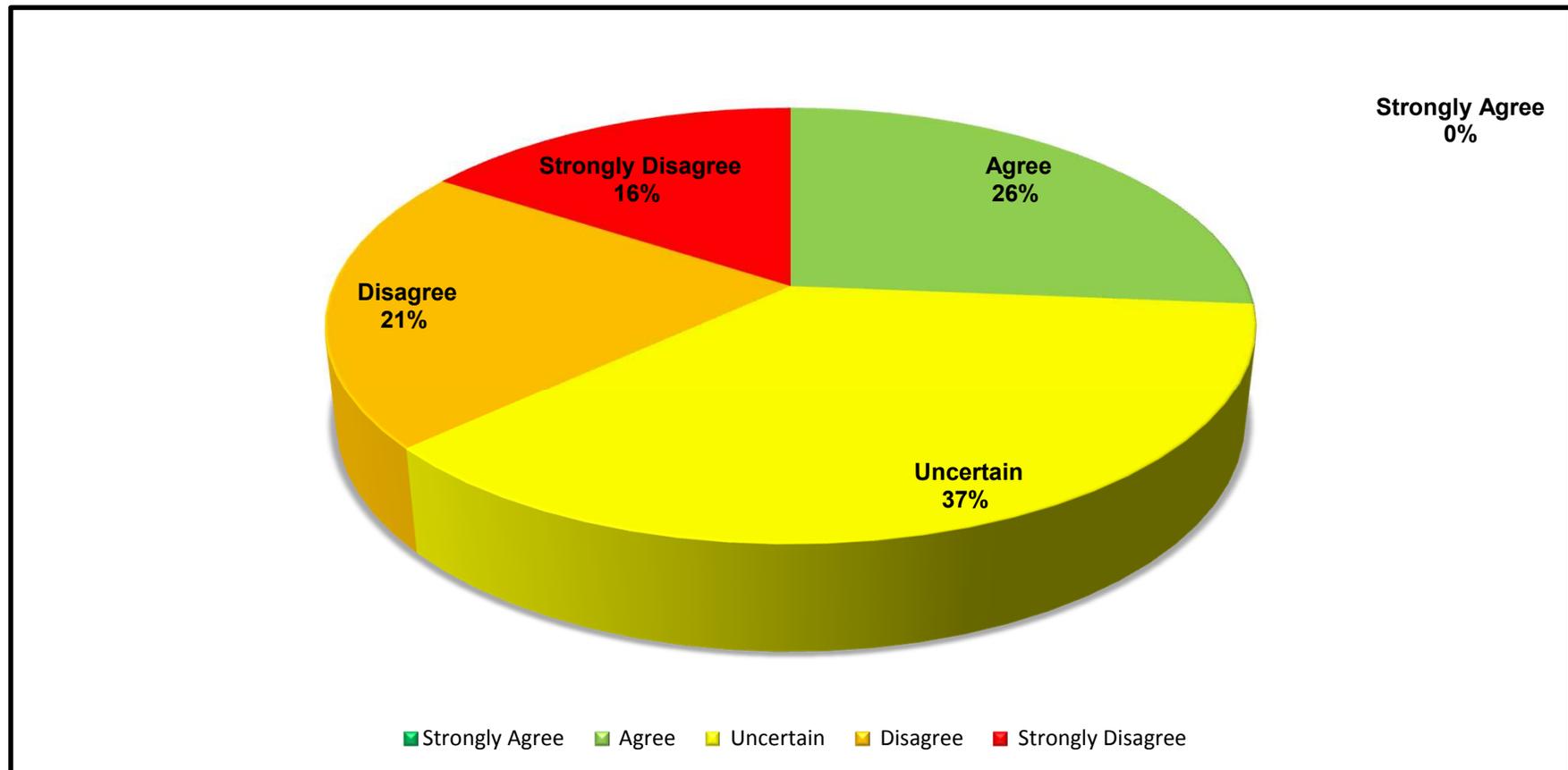
Statement 4 - There are no barriers within the LWP to getting the JMWMS updated

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

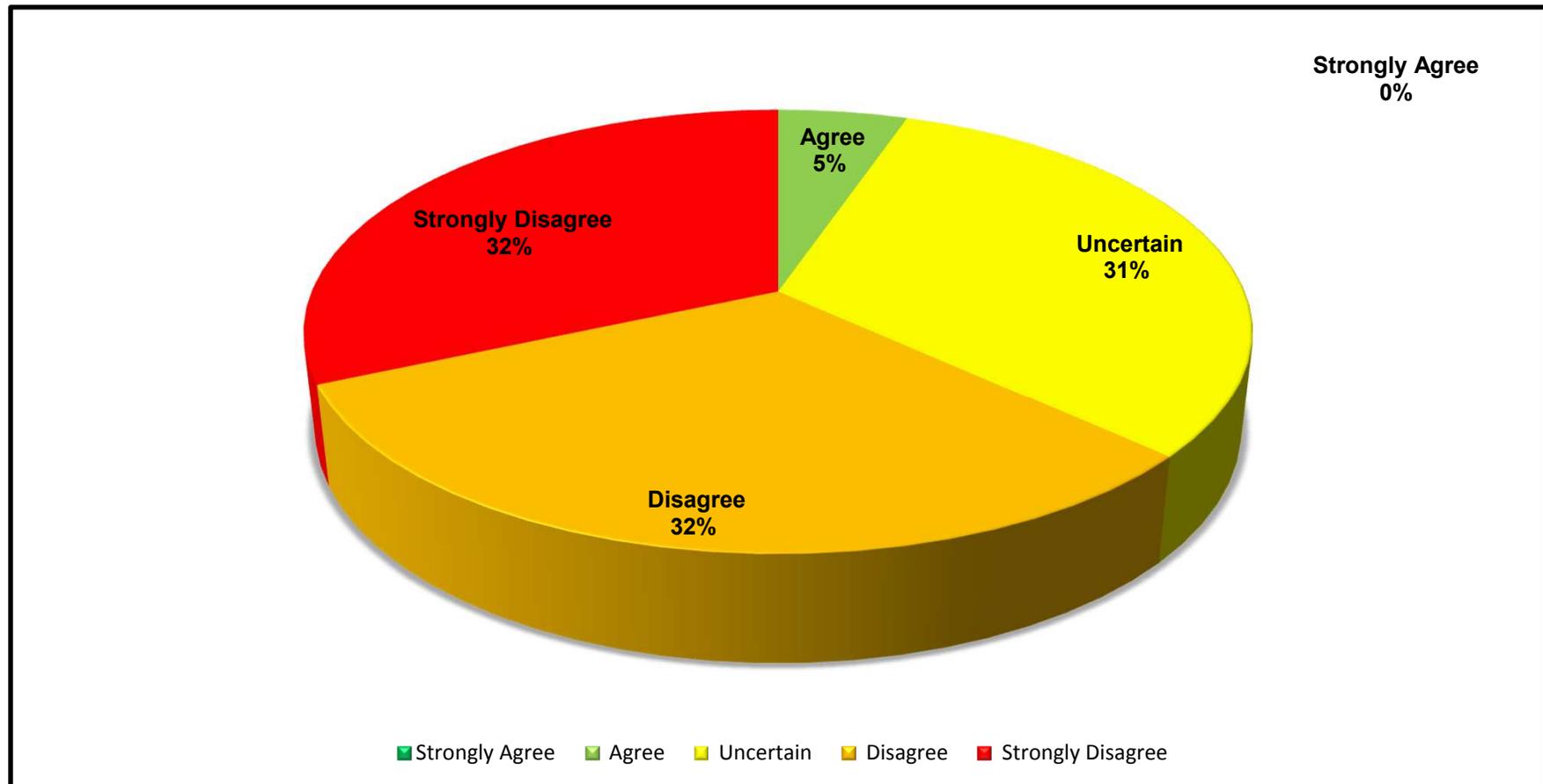


Statement 5 - There are no barriers outside of the LWP to getting the JMWMS updated

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



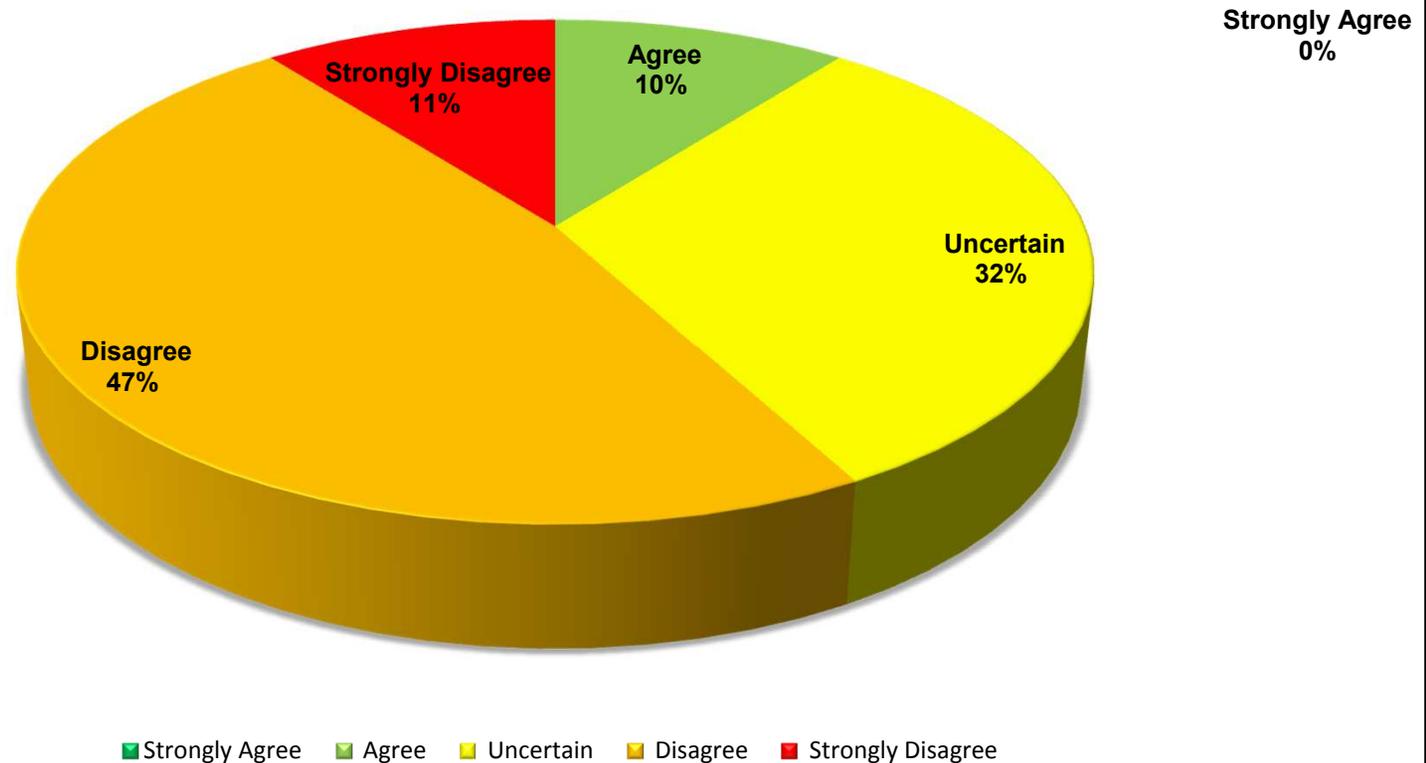
Statement 6 - The LWP is an effective partnership

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



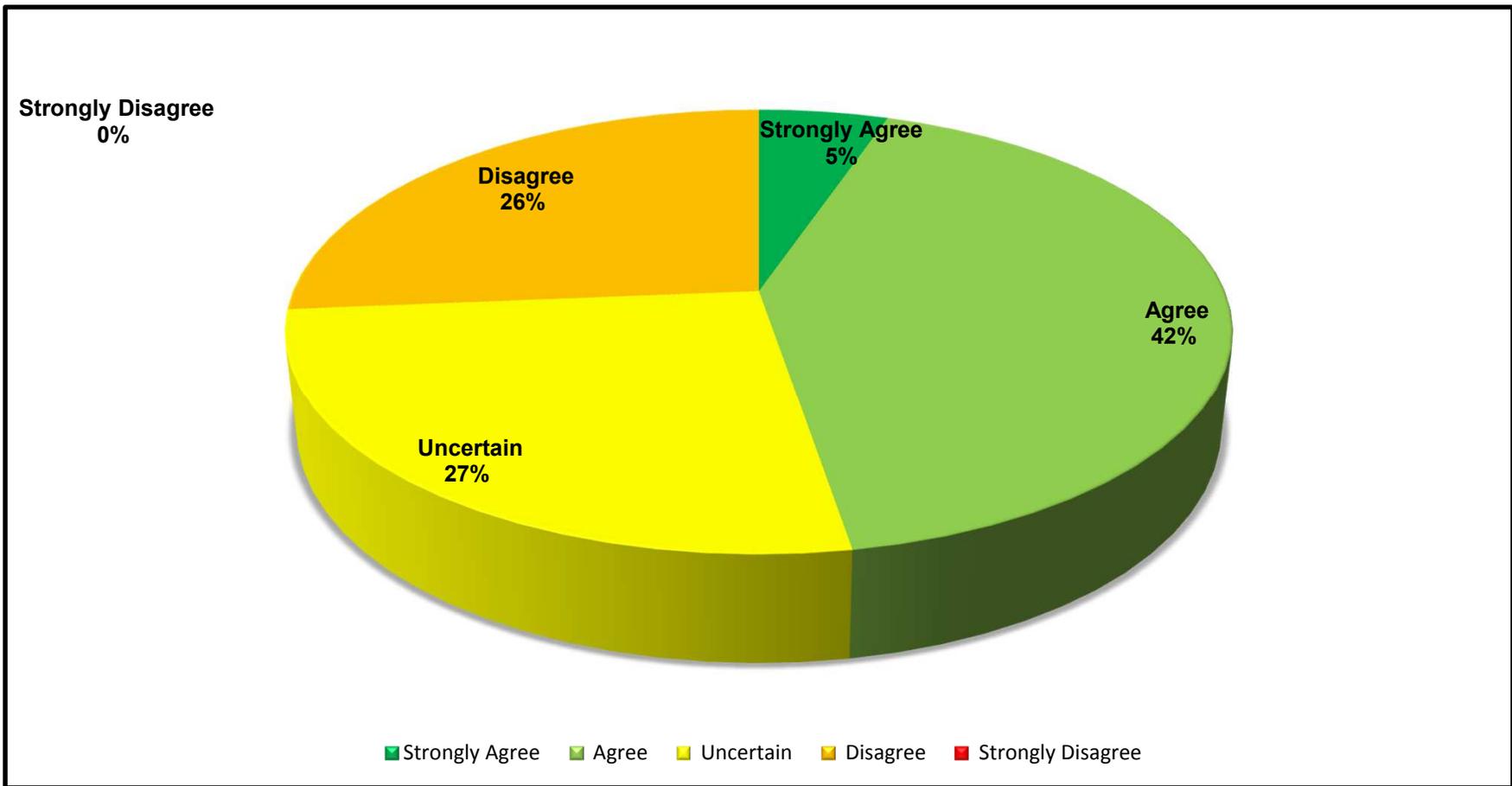
Statement 7 - LWP (members and officers) meetings are productive

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



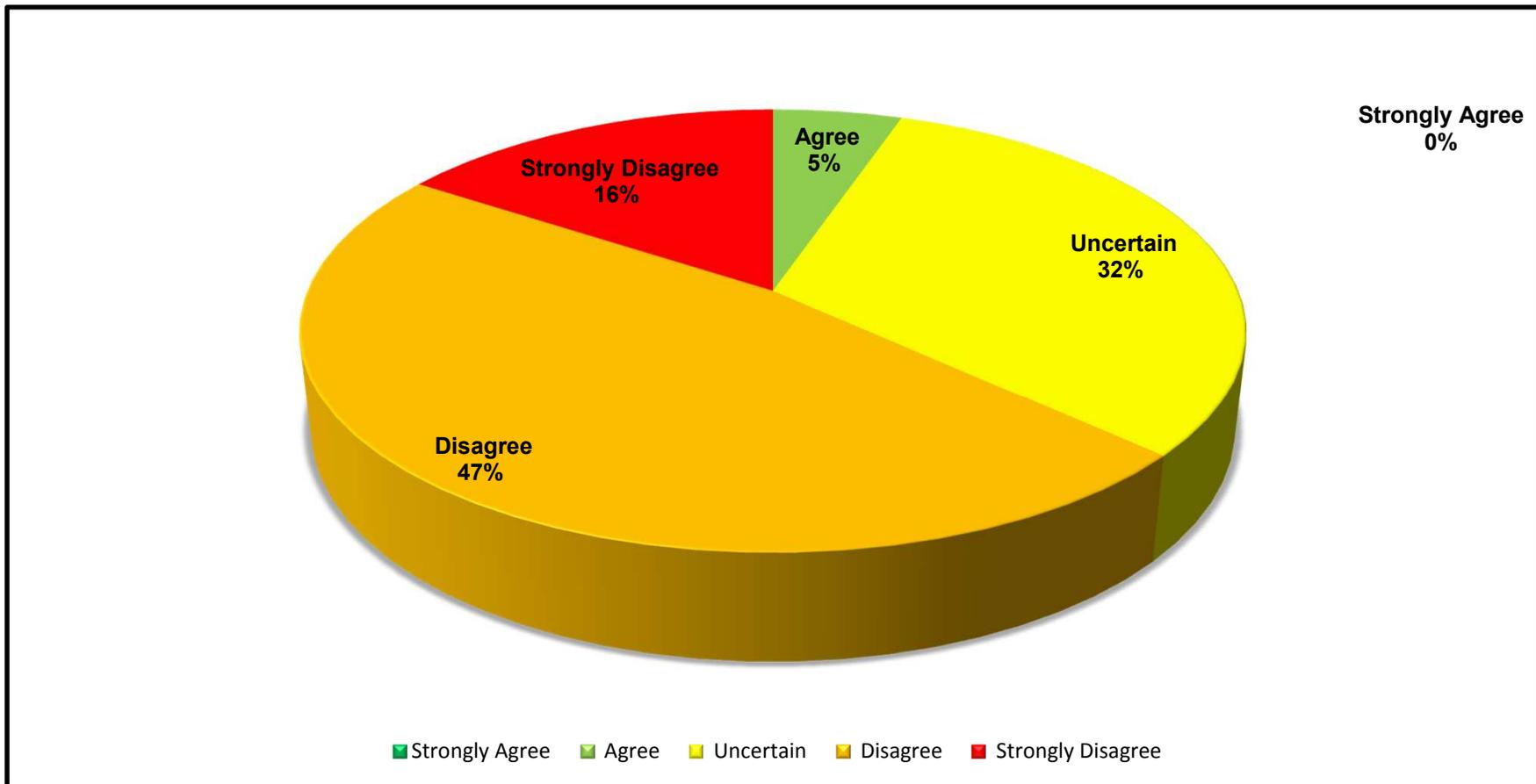
Statement 8 - LWP Officers Group meetings are productive

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

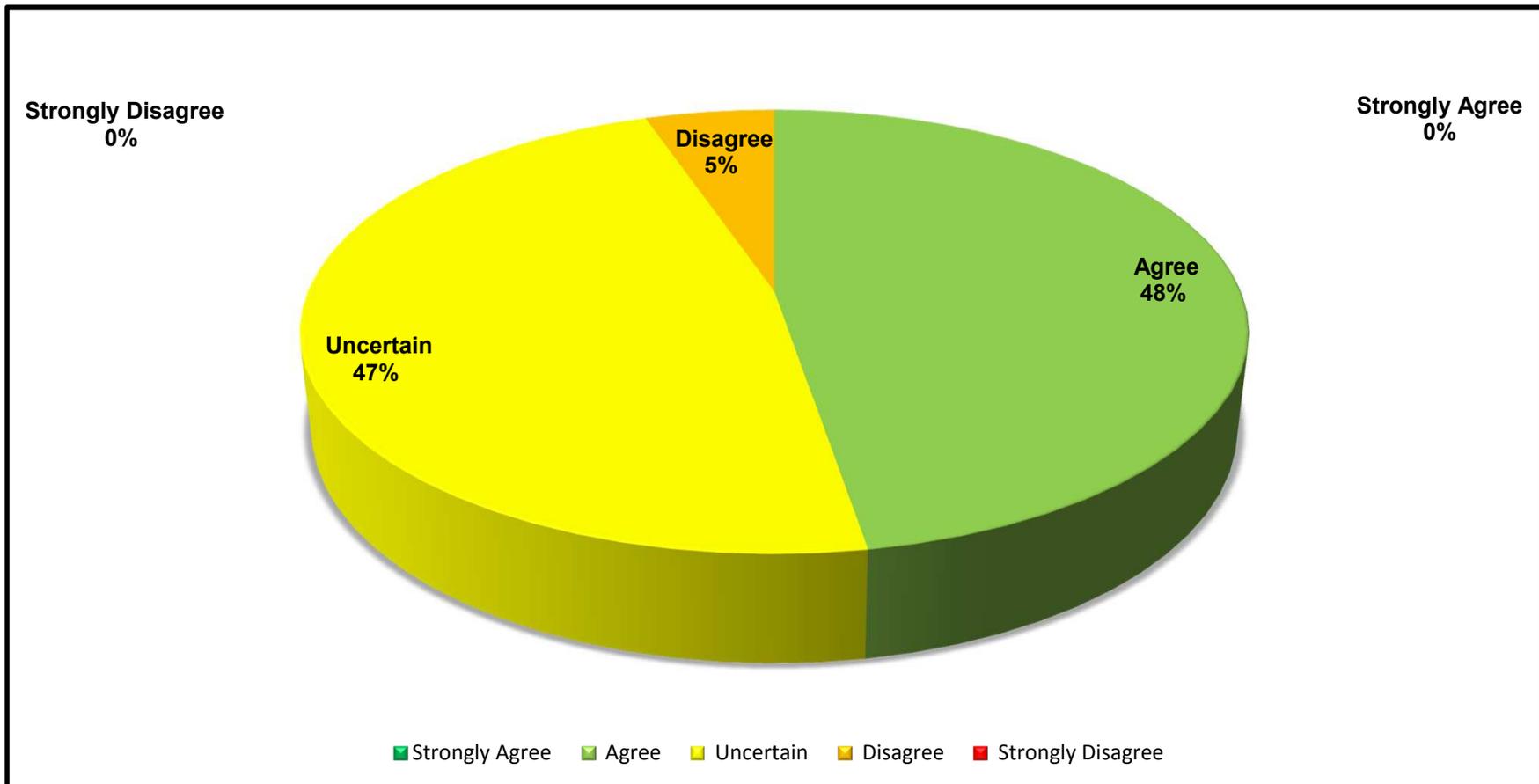


Statement 9 - The LWP is achieving its Terms of Reference

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

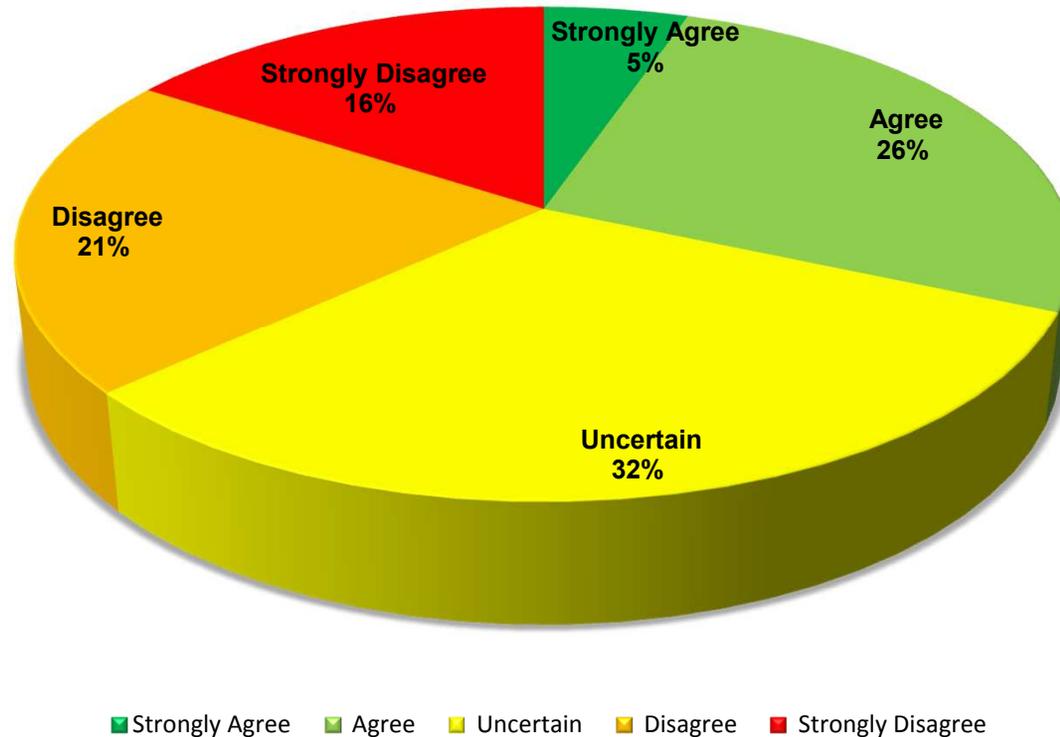


Statement 10 - My opinion is valued within the LWP

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

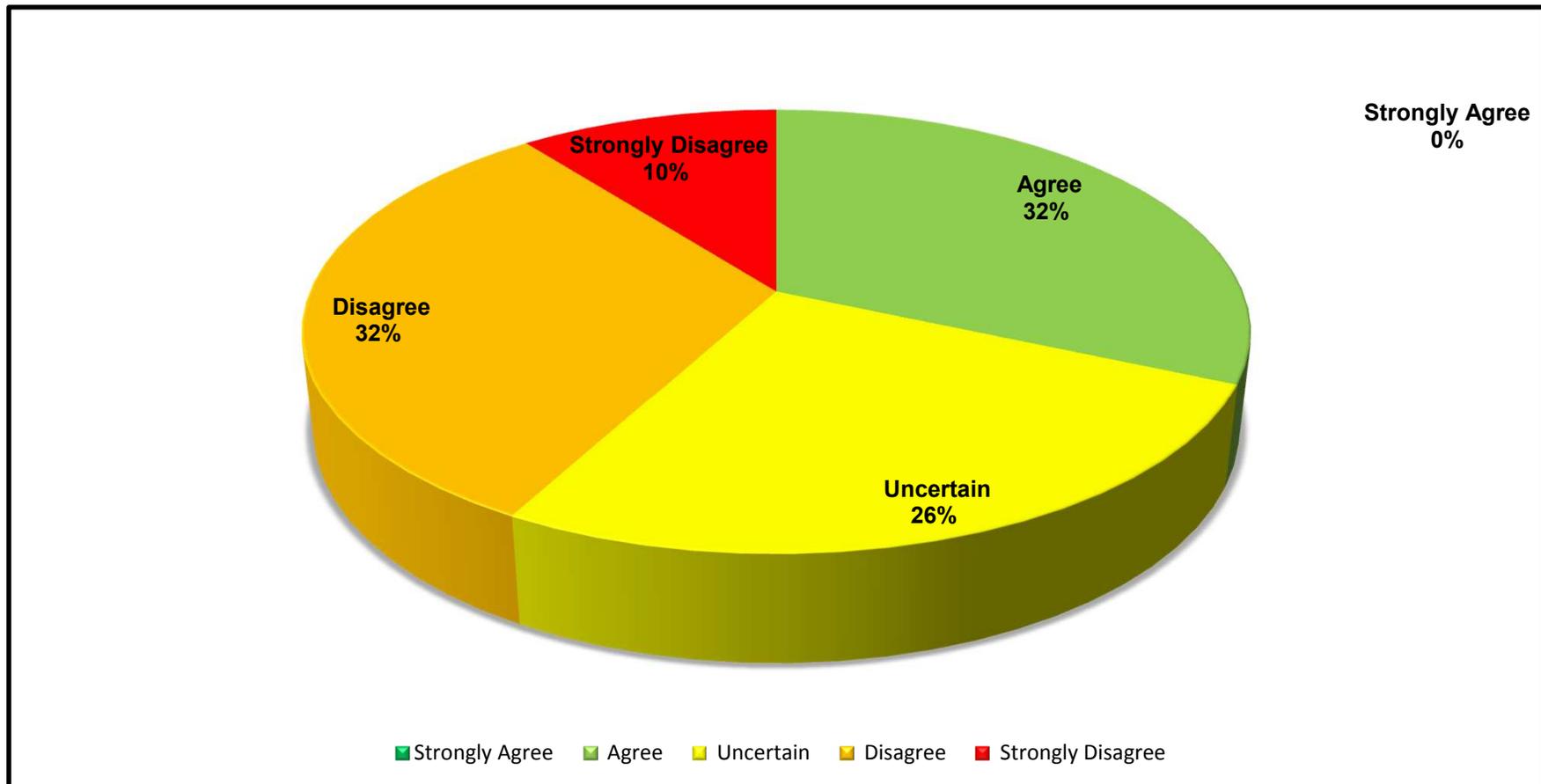


Statement 11 - There is equal engagement from all delegates within the LWP

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

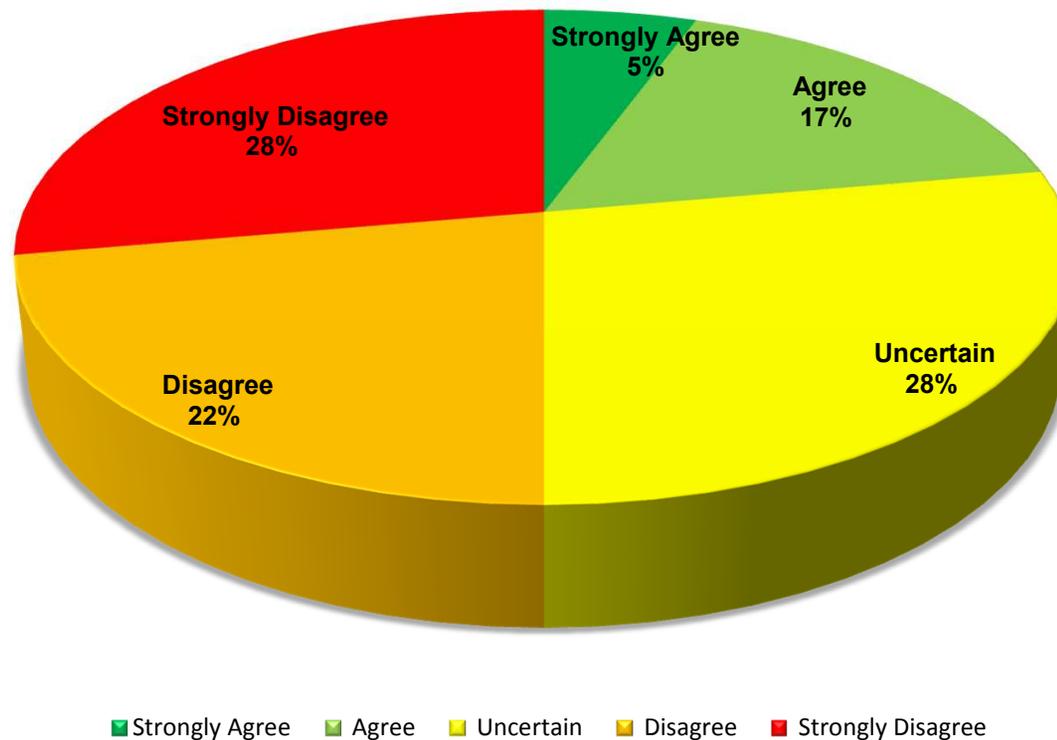


Statement 12 - All delegates complete their agreed actions fully and on time

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

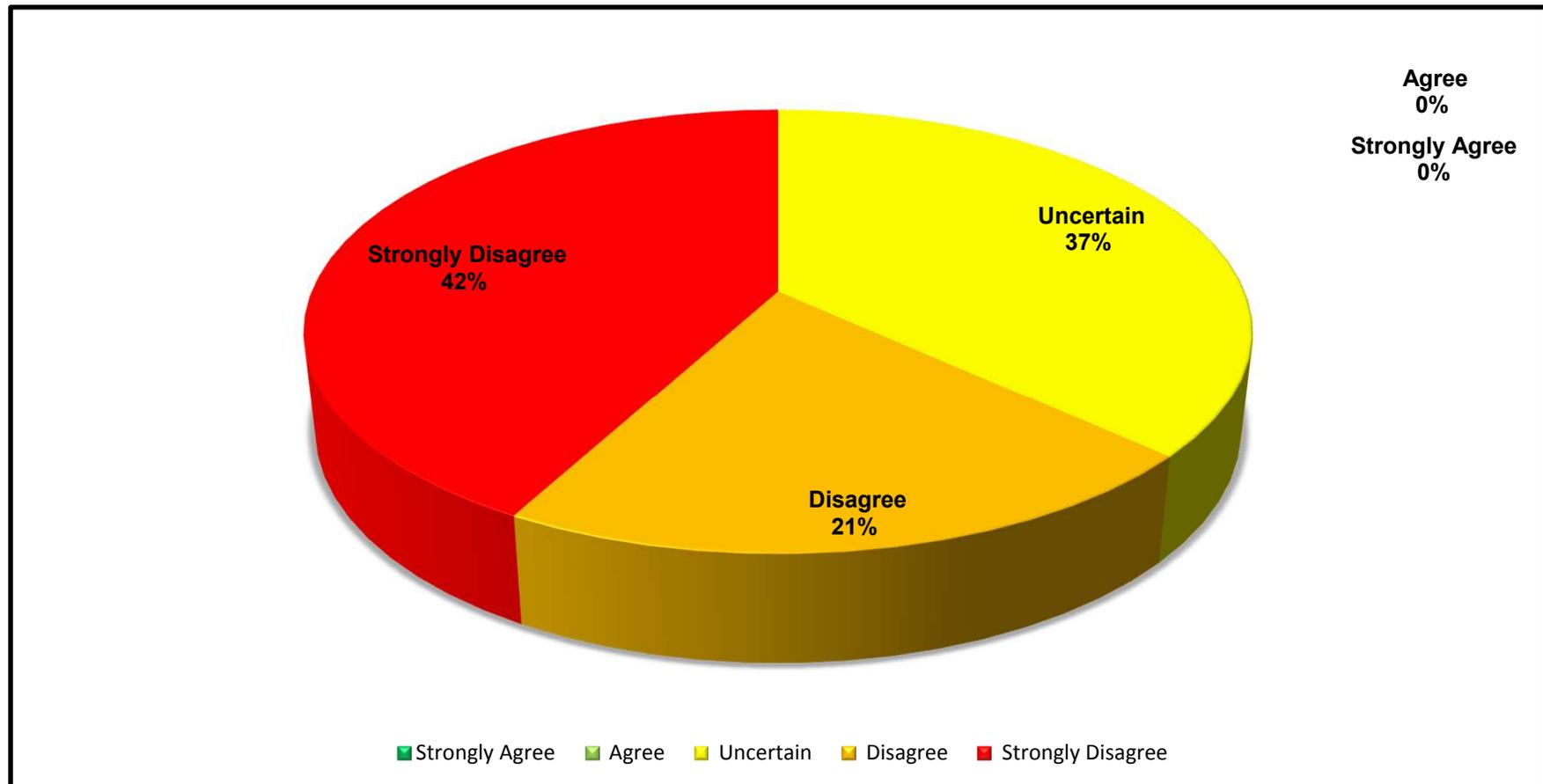


Statement 13 - The LWP has made positive changes to my district/department since its inception

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

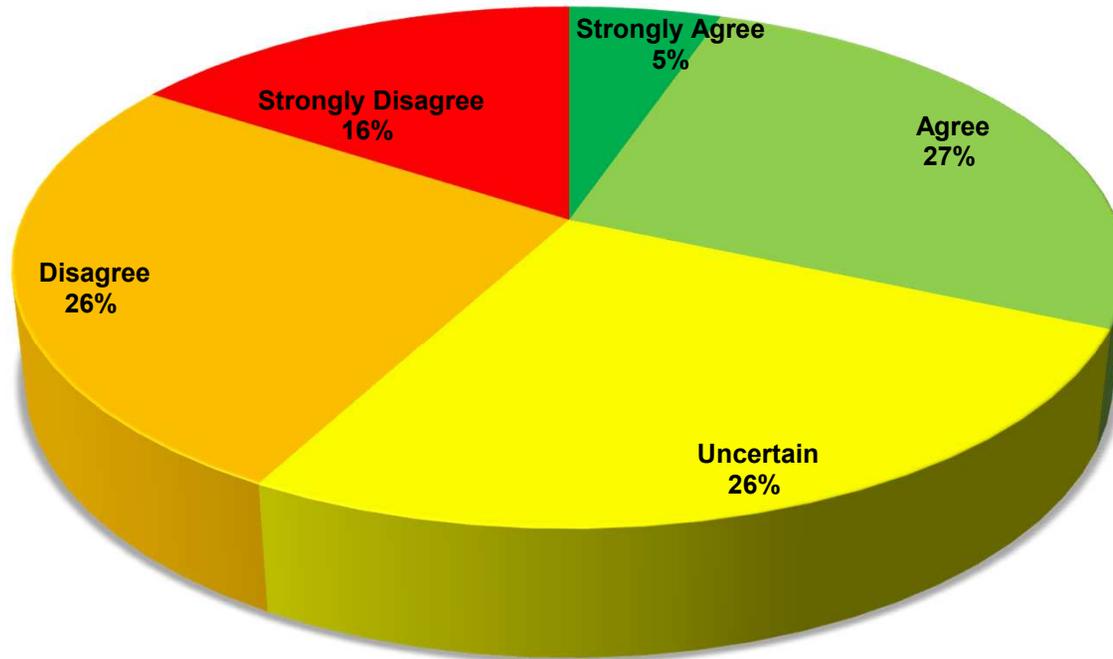


Statement 14 - The LWP is a continuously improving partnership

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



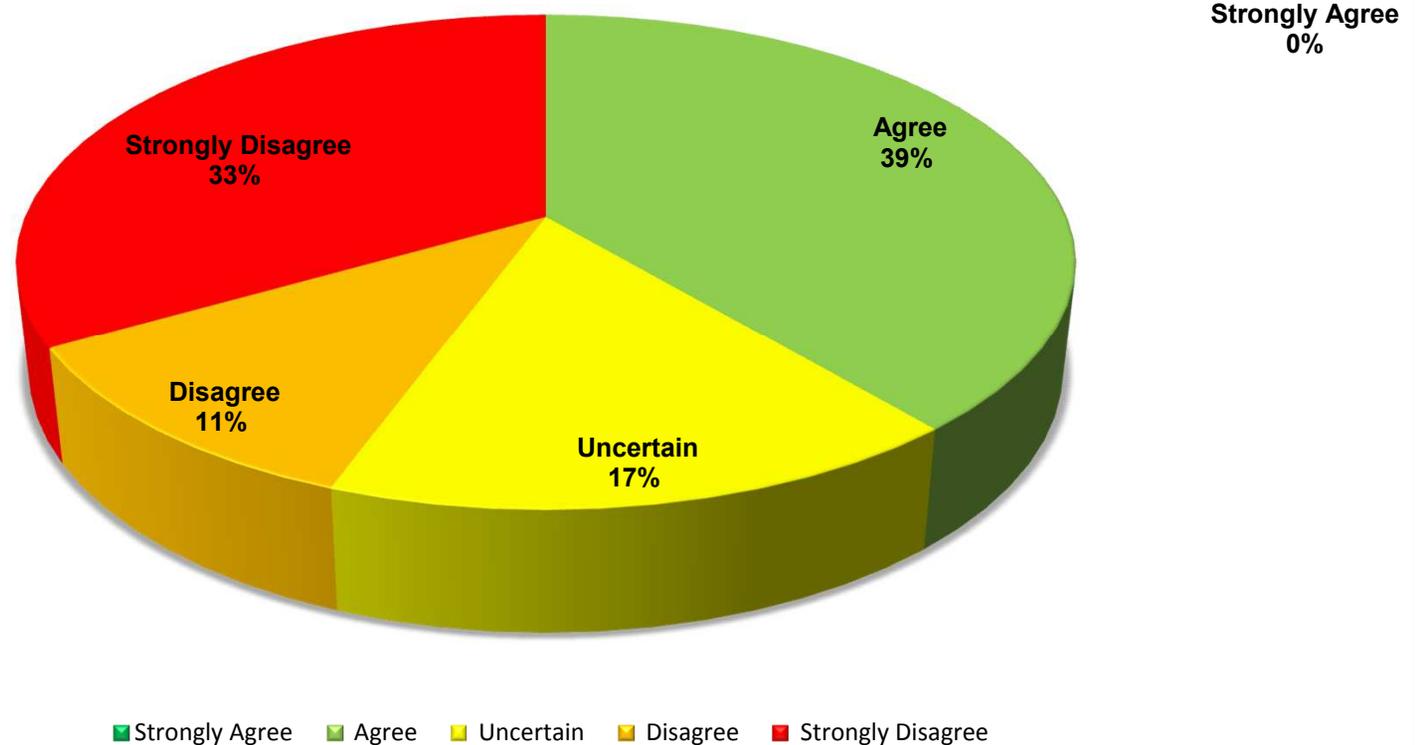
Strongly Agree Agree Uncertain Disagree Strongly Disagree

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

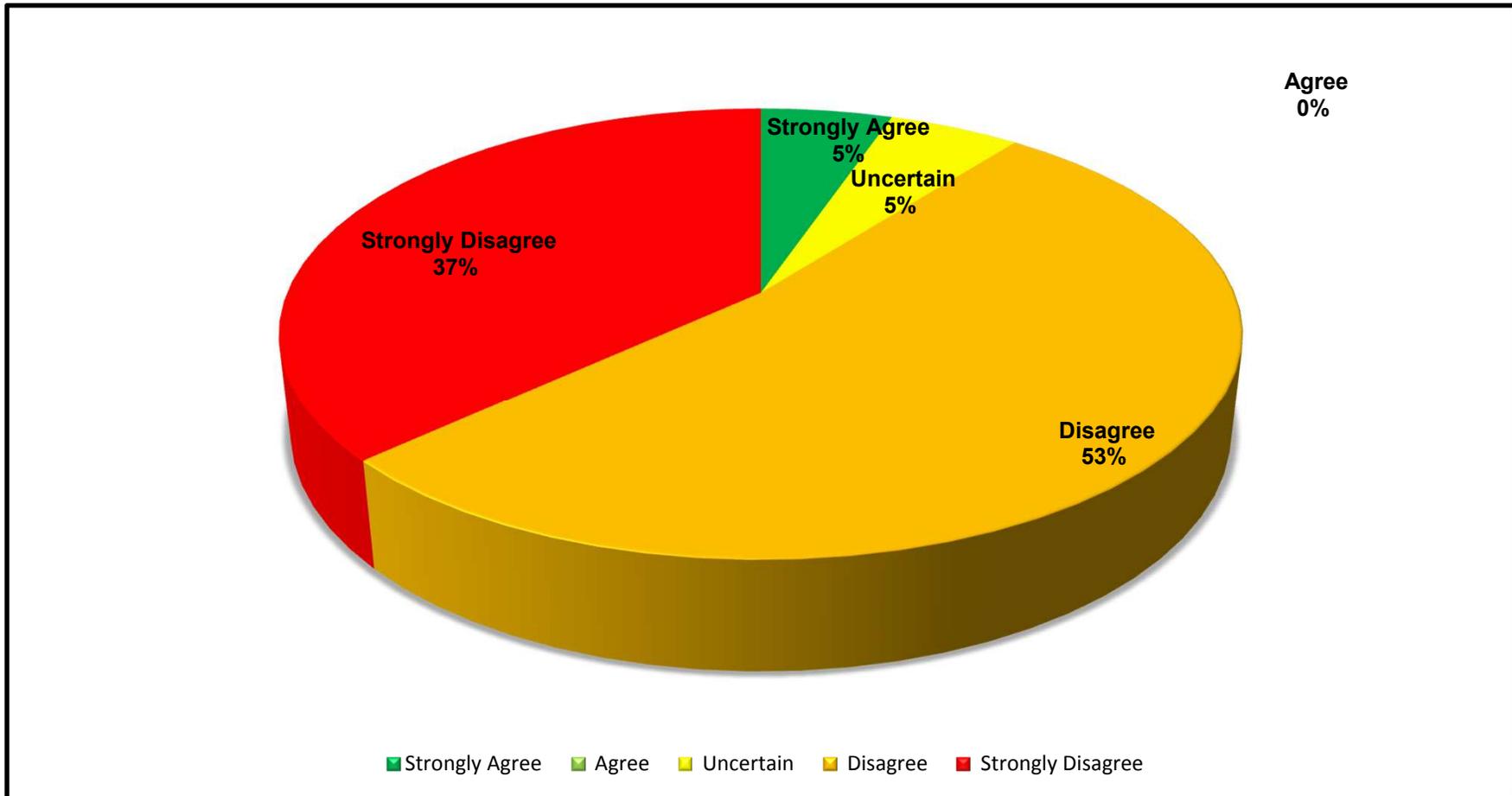


Statement 16 - The LWP's decisions are respected and actioned by Senior Management

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.