



LINCOLNSHIRE WASTE PARTNERSHIP

**A MEETING OF THE LINCOLNSHIRE WASTE PARTNERSHIP
WILL BE HELD ON THURSDAY, 24 NOVEMBER 2016 AT 10.30 AM
IN COMMITTEE ROOM THREE, 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 15 September 2016
(Pages 3 - 6) | |
| 1d | Partner Updates (Verbal Report) | ALL |
| 2 | STRATEGIC ISSUES | |
| 2a | Lincolnshire Waste Partnership Audit Report
<i>(To receive a report from Internal Audit which provides the Lincolnshire Waste Partnership (LWP) with an opportunity to consider the final report of an audit which was undertaken on the present LWP and Joint Municipal Waste Management Strategy)</i>
(Pages 7 - 34) | LCC |
| 2b | Lincolnshire Waste Partnership Governance Arrangements
<i>(To receive a report by Steve Bird, City of Lincoln Council, which provides Partners with an opportunity to consider a number of options for a new governance model for the Lincolnshire Waste Partnership)</i>
(Pages 35 - 44) | CoLC |

- 2c **United Communications Strategy relating to Nappies** **LCC**
(To receive a report on behalf of the Communications Officers Group in relation to a countywide strategy on tackling contamination in recycling bins)
(Pages 45 - 48)
- 2d **Dry Recycling Collection Methodology** **NKDC**
(To receive a report by Mark Taylor, North Kesteven District Council, which provides the Partnership with an opportunity to consider new guidance from the Waste and Resources Action Programme (WRAP))
(Pages 49 - 92)
- 3 OPERATIONAL ISSUES**
- 3a **Mixed Dry Recyclables Contract** **LCC**
(To receive a report from Sean Kent, Lincolnshire County Council, which provides the Partnership with an opportunity to consider the issues in relation to the processing of mixed dry recyclables in the future)
(Pages 93 - 98)
- 3b **Revision of Joint Municipal Waste Management Strategy** **LCC**
(To receive a report by Sean Kent, Lincolnshire County Council, which provides the Partnership with an opportunity to consider a methodology to progress the development of the revision of the Joint Municipal Waste Management Strategy)
(Pages 99 - 102)

16 November 2016

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LINCOLNSHIRE WASTE PARTNERSHIP 15 SEPTEMBER 2016

PRESENT:

COUNCILLOR D COTTON (WEST LINDSEY DISTRICT COUNCIL) (CHAIRMAN)

Councillor Reginald Alan Shore (Vice-Chairman)	(Lincolnshire County Council)
Steve Willis	(Lincolnshire County Council)
Sean Kent	(Lincolnshire County Council)
District Councillor Michael Brookes	(Boston Borough Council)
District Councillor Mrs Sandra Harrison	(East Lindsey District Council)
Victoria Burgess	(East Lindsey District Council)
District Councillor Fay Smith	(City of Lincoln Council)
Steve Bird	(City of Lincoln Council)
District Councillor Richard Wright	(North Kesteven District Council)
Mark Taylor	(North Kesteven District Council)
District Councillor Roger Gambba-Jones	(South Holland District Council)
Glen Chapman	(South Holland District Council)
District Councillor Nick Craft	(South Kesteven District Council)
Keith Rowe	(South Kesteven District Council)
Ady Selby	(West Lindsey District Council)
Andy Gutherson	(Lincolnshire County Council)
Cheryl Hall	(Lincolnshire County Council)
David Hickman	(Lincolnshire County Council)
Neil McBride	(Lincolnshire County Council)
Ian Taylor	(Lincolnshire County Council)
Councillor Anthony Herbert Turner MBE JP	(Lincolnshire County Council)
Alastair Simson	(Lincolnshire County Council)
Zlati Kalvchev	(Lincolnshire County Council)
Keith Morgan	(Environment Agency)

4 PARTNERSHIP MANAGEMENT ISSUES

4a Apologies for Absence

An apology for absence was received from Mr George Bernard (Boston Borough Council).

4b Declaration of Interests

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

**LINCOLNSHIRE WASTE PARTNERSHIP
15 SEPTEMBER 2016**4c Minutes of the meeting held on 9 June 2016

It was commented that the statement which was made at the meeting on 9 June 2016 in relation to the Partnership not being able to discuss certain contracts at its meetings, owing to the current legal position with regards to those contracts, should be included within the minutes.

RESOLVED

That the minutes from the meeting held on 9 June 2016 be approved, subject to the inclusion of the above.

4d Partner Updates

There were no partner updates.

Note: A document from the Environment Agency was circulated, for information, which provided further information on the Fire Prevention Plan Guidance (Minute 1g from the meeting on 9 June 2016 refers).

5 OPERATIONAL ISSUES5a Incinerator Bottom Ash as Recycling

The Partnership was advised that a letter had been received from the Interim Chair of Hampshire's Waste Partnership, Project Integra (as detailed at Appendix A to the report) in relation to Incinerator Bottom Ash (IBA) and Recycling Rates. A letter from the Partnership supporting Project Integra's position on the inclusion of IBA in recycling rates was attached at Appendix B.

The letter sought 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 performance was based on the same practice as other EU member states;
- There should be one standardised measure of recycling rate that was 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.

RESOLVED

That the letter from the Lincolnshire Waste Partnership, as attached at Appendix B, be endorsed.

5b Update from Officer Working Group

The Partnership received an update on the work of the Officer Working Group.

Reference was made to the Lincolnshire Waste Partnership Audit, which would be discussed by the Partnership during an informal workshop on 15 September 2016. The Partnership would receive the final report from the Audit at a future meeting, for approval.

RESOLVED

That the update be noted.

6 STRATEGIC ISSUES

6a Lincolnshire Waste Partnership Audit - Draft Report

Consideration was given to a report concerning the Lincolnshire Waste Partnership Adult – Draft Report.

RESOLVED

- (1) That the report be received.
- (2) That an informal workshop be held to discuss the findings and to agree any actions and timescales.
- (3) That the final report be presented to the Lincolnshire Waste Partnership at its meeting on 24 November 2016, for approval.

The meeting closed at 10.40 am.

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LINCOLNSHIRE WASTE PARTNERSHIP

24 NOVEMBER 2016

SUBJECT :	LINCOLNSHIRE WASTE PARTNERSHIP AUDIT REPORT
REPORT BY:	ALASTAIR SIMSON, PRINCIPAL AUDITOR
CONTACT NO:	01522 553691

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 been completed. 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 findings from the report were presented at the 15th September 2016 LWP meeting. The outcomes were discussed by the audit team along with the results from the questionnaire that was provided to members of the LWP as part of the review.

This draft report (attached at Appendix A) contains an action plan which outlines the risks identified during the audit as well as findings, implications and recommendations for addressing each risk. There is now an agreed management action against each of the 12 findings, along with a proposed completion date and a responsible member of staff. There is also an overall management response regarding the audit within the report.

It is proposed that that Partnership review and agree the actions, timeframes and responsible staff member proposed, as well as the wording of the management response. This report can then be finalised and approved within the minutes of the meeting.

RECOMMENDATIONS

It is recommended that the Lincolnshire Waste Partnership:

1. Receive the updated audit report
2. Agree the actions, timeframes and management response provided
3. Agree as a final report



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

Contents

The contacts at Assurance Lincolnshire with this review are:

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Background and Scope

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.

Background and Scope

Scope

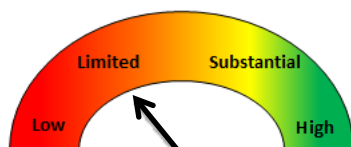
The purpose of our review was to provide independent assurance that there are strong Governance arrangements in place for the LWP, as well as ensuring that the JMWMS is an up to date and relevant document.

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

Executive Summary

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 implement 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

Management Response



This audit has been welcomed by all Partner Councils of the LWP as it has helped us all to put some clarity and evidence surrounding the environment which we are presently working within. It is clear that there is a strong will and commitment by the LWP to provide the best waste service that we can afford, for the benefit of Lincolnshire residents.

The LWP is critical to making sure that all Partner Councils continued to support and resource the collection, delivery and processing of the presented waste streams. This audit provides us all with a reality check on our collective working practices, acknowledgement that we all need to work better together and gives us a clear opportunity to move positively forward towards a more effective and efficient partnership.

It has clearly been highlighted throughout this audit report that there is need to have an up to date JMWMS that provides the strategic direction for sustainable waste management across the County. The statutory duty is on the County Council to ensure a JMWMS is in place and that it is fit for purpose to the challenges which all Partner Councils are, and will be facing. However, this is a joint strategy which cannot be successful without the knowledge and experience of all Partner Councils and this audit provides the focus and accountability to achieve this goal.

The success of the LWP is in our hands and I am sure that we all agree that by working together we can have a JMWMS and a LWP that we can all be proud of.

Action Plan

1	Risk Description	Current Rating	Target Rating
	Lack of a fit for purpose Strategy	RED	AMBER
Findings			
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.			
Implications			
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.			
Recommendation			Priority level
LWP to create and publish a new Joint Municipal Waste Management Strategy (JMWMS) that is relevant to the current needs and requirements of Lincolnshire.			High
Agreed Action		Responsibility	Implementation date
The OWG will provide the focus for developing the JMWMS and defining SMART objectives, in consideration of the strategic and operational issues which all Partner Councils are and will be facing. The LWP will be informed of progress through regular meetings and providing direction to take the identified issues and outcomes forward, to a successful JMWMS which all Partner Councils can approve.		Sean Kent, Group Manager (Environmental Services)	April 2018

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
The OWG will provide the focus for developing the JMWMS and defining SMART objectives, in consideration of the strategic and operational issues which all Partner Councils are and will be facing. The LWP will be informed of progress through regular meetings and providing direction to take the identified issues and outcomes forward, to a successful JMWMS which all Partner Councils can approve.		Sean Kent, Group Manager (Environmental Services)	April 2018

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
A LWP paper on the challenges to deliver a new JMWMS with an accompanying work programme has been produced, for the LWP's consideration of content and resourcing at its meeting on the 24 th November 2016.		Sean Kent, Group Manager (Environmental Services)	April 2018

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
A LWP paper on the challenges to deliver a new JMWMS with an accompanying work programme has been produced, for the LWP's consideration of content and resourcing at its meeting on the 24 th November 2016.		Sean Kent, Group Manager (Environmental Services)	April 2018

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
The OWG will provide the focus for developing the JMWMS and defining SMART objectives, in consideration of the strategic and operational issues which all Partner Councils are and will be facing. The LWP will be informed of progress through regular meetings and providing direction to take the identified issues and outcomes forward, to a successful JMWMS which all Partner Councils can approve.		Sean Kent, Group Manager (Environmental Services)	April 2018

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
A LWP paper on the challenges to deliver a new JMWMS with an accompanying work programme has been produced, for the LWP's consideration of content and resourcing at its meeting on the 24 th November 2016.		Sean Kent, Group Manager (Environmental Services)	April 2018

Action Plan

7	Risk Description	Current Rating	Target Rating
	Actions and requirements of the Partnership are not completed	AMBER	GREEN
Findings			
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.			
Implications			
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.			
Recommendation			Priority level
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.			High
Agreed Action		Responsibility	Implementation date
The OWG has produced a paper for the LWP consideration and approval of future governance at its meeting on the 24 th November 2016.		Steve Bird, Assistant Director of Communities and Street Scene	November 2016

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
The OWG is tasked to develop the LWP Terms of Reference for the LWP consideration and approval at its next meeting on the 2 March 2017. The LWP should undertake a yearly review to ensure the Terms of Reference and working streams are still relevant and accurate.		Sean Kent, Group Manager (Environmental Services)	March 2017 then yearly reviews to ensure the Terms of Reference are still appropriate

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
The OWG is tasked to develop the LWP Terms of Reference for the LWP consideration and approval at its next meeting on the 2 March 2017. The LWP should undertake a yearly review to ensure the Terms of Reference and working streams are still relevant and accurate.		Sean Kent, Group Manager (Environmental Services)	March 2017

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
The OWG is tasked to develop the LWP Terms of Reference for the LWP consideration and approval at its next meeting on the 2 March 2017. The LWP should undertake a yearly review to ensure the Terms of Reference and working streams are still relevant and accurate.		Sean Kent, Group Manager (Environmental Services)	March 2017

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
The OWG is tasked to develop the OWG and LWP Terms of Reference for the LWP consideration and approval at its next meeting on the 2 March 2017. The LWP should undertake a yearly review to ensure the Terms of Reference and working streams are still relevant and accurate.		Sean Kent, Group Manager (Environmental Services)	March 2017

Action Plan

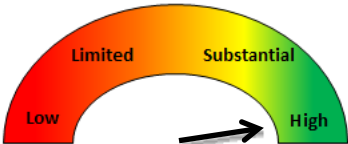
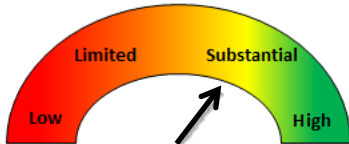
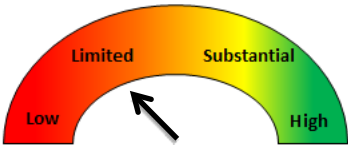
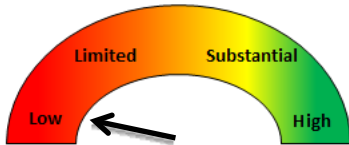
12	Risk Description	Current Rating	Target Rating
	Actions and requirements of the Partnership are not completed	AMBER	GREEN
Findings			
Following receipt of opinions from officers and Members via the LWP questionnaire, we analysed this data and have prepared a secondary report that is attached as Appendix 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.			
Implications			
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.			
Recommendation			Priority level
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.			Medium
Agreed Action		Responsibility	Implementation date
Appendix 3 should be used to influence all of the Agreed Actions and to remind all officers and members of the challenges which we are all facing, in consideration of successfully delivering a new and 'fit for purpose' JMWMS which is approved by all Partner Councils and have an efficient and effective LWP.		Sean Kent, Group Manager (Environmental Services)	April 2018

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.



LINCOLNSHIRE WASTE PARTNERSHIP

24 NOVEMBER 2016

SUBJECT :	LINCOLNSHIRE WASTE PARTNERSHIP GOVERNANCE ARRANGEMENTS
REPORT BY:	STEVE BIRD (COLC) ON BEHALF OF THE LINCOLNSHIRE WASTE OFFICER WORKING GROUP

PURPOSE OF THE REPORT

To provide guidance and a recommendation for a new governance model for the Lincolnshire Waste Partnership (LWP) based on the considered opinions of the Lincolnshire Waste Partnership Officer Working Group (LWPOWG)

EXECUTIVE SUMMARY

Lincolnshire County Council has invited engagement from partner organisations as a part of its audit into the operation of the Lincolnshire Waste Partnership.

The audit identified weaknesses in terms of :

- a) The lack of an up-to-date Waste Strategy, and any plan to replace it. (The Joint Municipal Waste Management Strategy- JMWMS)
- b) The operation of the LWP, and its role in relation to the strategy.

The LWPOWG has considered the audit work, and after being specifically tasked by the LWP to look at and consider alternative governance options, has suggested development of a new partnership model based on it developing its role around strategy, consultancy, and advocacy . The function of the partnership will be to establish a clear strategy for the management of county's waste and to assess progress against the many strands of that strategy. As well as work on high level strategy development, it will provide a sounding board for all authorities to check its own work against, so as to permit considered evaluation of wider impacts.

The officer working group has also considered a change of name for the LWP to reflect the material collected as a resource, rather than just 'waste'. The LWPOWG is suggesting Lincolnshire Waste Resources Partnership, favoured by all districts officers, but an alternative, suggested by county officers, Lincolnshire Resource Management Partnership, has also been considered.

BACKGROUND INFORMATION

Following concerns being expressed by partnership members as to the effectiveness of the LWP, LCC commissioned an internal audit report into its operation. This was based on observations by audit officers, and feedback from members and attendees of the LWP. The findings were considered at the meeting of the LWP on 15 September 2016.

The scope of the review was to provide independent assurance that there are clear 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 specifically 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 complete

The report identified some positive relationships, and in particular the benefit derived from the work of the officer working group, but it also highlighted some shortcomings in the way in which the county partnership operates at a formal level.

It identified two main issues:

- a) The lack of an up-to-date waste strategy, and any plan to replace it.
- b) The operation of the LWP and its role in relation to the strategy.

The meeting on 15 September concentrated primarily on the second issue, but noted that the role of the LWP moving forward will also impact on the approach to producing, approving and implementing a united strategy.

The LWP charged the LWPOWG with providing a report on suitable governance arrangement for the LWP, suitable for the progression of the 12 action points raised in the audit report, and to provide a recommendation.

The twelve points of the audit report are as set out in brief summary, below:

	Risk Description	Recommendation
1	Lack of Fit for Purpose Strategy-	Create and publish a new strategy that is relevant and current to the needs and requirements of Lincolnshire
2		Include SMART objectives in the strategy
3		To put in place an agreed timeline for producing a new strategy

4	No approach planned for producing a new strategy	LWP to agree who will produce the new strategy
5		LWP to agree the format and content of the new strategy
6		LWP to agree review period and methods for the new strategy
7	Actions and requirements of the partnership are not completed	LWP to review its purpose and examine its objectives. Explore and agree new working model for the LWP
8		Review the terms of Reference to reflect the agreed model.
9		LWP to identify continuous improvement through programmed self-assessments (captured within the ToR)
10		Agreed actions to be recorded in the minutes and monitored as part of a standard agenda.
11		Continuity and consistency required of the LWP minutes. Minutes to be distributed in a timely manner.
12		LWP to use the audit findings as benchmark for improvements (see link to 9)

DISCUSSIONS

Assessment of Options

On 7th October the LWPOWG met to consider the issues and to reach a consensus view on a governance model that it felt would provide a way forwards, even if it could not meet the requirements of all the respective authorities at this time. In reaching a recommendation the officers have been mindful of the current volatility of the working environment, the history of the group, and the need to bring forwards a workable solution that could be introduced quickly, so as not to hamper the progress of the outstanding waste strategy.

In considering options the group gave consideration to parameters to frame the recommendation, and therefore considered first the purpose of the partnership.

It was agreed the purpose of the partnership included :

- To focus all stakeholders on the delivery of the objectives set out in an agreed waste strategy
- Monitor performance against the objectives set out in an agreed waste strategy
- To provide a mechanism through which to assess the impacts of change on all stakeholders in the collection, control, and management of waste, be that residents, business, or other third parties, are fully considered before individual decisions are taken.
- To ensure close communication between partners, and consistent messages to Stakeholders
- To provide a framework for sharing and learning
- To establish a culture with values in support of the agreed waste strategy

Having considered the purpose, the officer working group progressed to define and consider options. Accepting that there were almost infinite possibilities they agreed on six main options as the basis of more detailed consideration. These are as set out below.

Role	Description	Guidance Comments
1 A single joint Waste Management Board	All decision making on waste collection and disposal issues made at LWP including service delivery and budgetary issues. No retained waste powers at either WDA/WCAs.	Transfer of all budgets to board control. Any decision to grant the LWP decision making powers would require decisions by all partner authorities to pool sovereignty to some degree. Would require all authorities to agree to make changes in their previous sphere of control based on majority vote of the board; these could be against what the individual authority might wish. NB. This model was rejected by six districts earlier in 2016 after workshops on the proposal and detailed consideration.
2 A single joint Waste Management Board (high level decision making powers only)	Powers to agree such as: <ul style="list-style-type: none"> • Waste Strategy • Tendering methodology for dry recycling contracts • Letting of waste disposal contracts (recycling and composting) • Identification and 	Limits would include no control over: <ul style="list-style-type: none"> • Collection methodology • Collection frequency • Capital expenditure Any decision to grant the LWP decision making powers would require decisions by all partner authorities to pool sovereignty to some degree.

	management of waste service related risks	Would require all authorities to agree to make changes in their previous sphere of control based on majority vote of the board; these could be against what the individual authority might wish.
3 Limited joint Waste Management Board (low level decision making powers only)	As above but with more limited powers e.g. <ul style="list-style-type: none"> • Agreeing common dry recycling mix • Agreeing publicity campaigns 	Any decision to grant the LWP decision making powers would require decisions by all partner authorities to pool sovereignty to some degree. Would require all authorities to agree to make changes in their previous sphere of control based on majority vote of the board; these could be against what the individual authority might wish.
4. LWRP	No decision making powers, but formalised as a joint consultative body for all strategic waste decisions before WDA/WCAs make decisions. Formal role in reviewing progress against the Waste Strategy. Advocacy on behalf of Lincolnshire.	The partnership would establish a clear strategy for the county's waste and assess progress against the many strands of that strategy. As well as work on high level strategy development, a formal role where all partners agree to refer strategic waste decisions for review before any decisions are made on implementation. Working collaboratively to share and support partners actions.
5 No change	LWP remains an information sharing forum only, considering low level and operational issues.	An option provided there is agreement that this is the purpose of LWP, however in light of the findings of the audit this cannot be a desirable option.
6 Abolish LWP	Abandon joint working involving members. Officer group to continue.	Given the strategic importance of waste services, this is a last resort option.

The officer working group considered each option in turn and officers were asked to be pragmatic about options that would permit the LWP to progress quickly to stable governance, even if this did not meet their own authority's particular aspirations at this time. Clearly development of a recommendation required a consensus view, and

practicality meant that all options required some significant scrutiny. On this premise the Officer Working Group were quickly able to dismiss options five and six as being without immediate merit, subject to all partners wishing to proceed with the aims of a partnership.

The group then considered options one and two, and mindful of the work last year, and indeed in previous years, it was acknowledged that there were significant operational and political difficulties with recommending these options at this stage.

Officers noted the work last year requested by CX and Leaders group whereby a consultant had reported on the viability of establishing a single body responsible for waste management. Officers further noted that in light of the findings it had been determined not to progress that work at this time.

Although officers noted that in LWP the County Council, NKDC, and the Chair have previously expressed support for option one, it was felt by the majority that these would not receive consensus support at this time. The history of attempts to progress any models which required any surrendering of 'sovereignty' was well recorded, and the fact that progression of these had failed, and that this showed no sign of changing in the near future, meant that the majority felt that there was little merit in using officer time to undertake more detailed work on these (repeating as it would the work of previous years).

The removal of options one and two from the debate in terms of a recommendation permitted greater detailed discussion around options three and four. Option three retains some of the inherent difficulties of a joint board, and recognising that pooling 'sovereignty' of any issues, even at a relatively low level of decision making, was a "deal breaker" for the majority of authorities, made this unviable as a proposal at this time.

Option four was then considered at greater length by virtue of the lack of suitability of the other options, including maintaining the status quo. It was also noted that at a prima facie level this option also met the critical tests of being potentially both politically acceptable to all, as it does not require any authority to accede any decision making powers, and it is also possible to implement it relatively quickly, so not risking hampering the work on the waste strategy and action plan.

Option four was then tested against the required audit outcomes as below.

	Risk Description	Audit Recommendation	Test for viability of option four
1	Lack of Fit for Purpose Strategy-	Create and publish a new strategy that is relevant and current to the needs and requirements of Lincolnshire	County Council has already identified a draft resource and timetable for leading this work.
2		Include SMART objectives in the strategy	The LWP would review the project plan and provide supportive advice/scrutiny on the suitability of the timetable and resourcing.

3	No approach planned for producing a new strategy	To put in place an agreed timeline for producing a new strategy	LWP members would have 'ownership' of the strategy, and elicit and champion the support of their own Council.
4		LWP to agree who will produce the new strategy	
5		LWP to agree the format and content of the new strategy	
6		LWP to agree review period and methods for the new strategy	
7	Actions and requirements of the partnership are not completed	LWP to review its purpose and examine its objectives. Explore and agree new working model for the LWP	Subject to agreement of the purpose set out in 4 above, a formal partnership agreement could meet these requirements.
8		Review the terms of Reference to reflect the agreed model.	See ToR section
9		LWP to identify continuous improvement through programmed self-assessments (captured within the ToR)	See Tor section. Also note that as a review body, continuous improvements in performance, so as to meet the agreed objectives of the waste strategy, would be a cornerstone of the work of the partnership.
10		Agreed actions to be recorded in the minutes and monitored as part of a standard agenda.	The ToR also include for review of the partnership itself.
11	Actions and requirements of the partnership are not completed	Continuity and consistency required of the LWP minutes. Minutes to be distributed in a timely manner.	See ToR section. As the partnership would have a monitoring role, it would be incumbent on all partners to hold others to account for their agreed actions, including with respect to the minutes.
12		LWP to use the audit findings as benchmark for improvements (see link to 9)	With a strategic focus, and an agreed waste strategy, benchmarks will be an inherent part of the work of the partnership.

Developing the recommendation

Following consideration of the key issues the Officer Working Group felt that option four had sufficient merit to make it the preferred operating model at this juncture in the partnership's development.

Officers felt it provides a clear role for the partnership, and a renewed focus around which, and against which, the performance of the partnership can be monitored.

Vital will be the prompt development of an agreeable strategy which will drive forwards the future of waste management around robust and transparent goals. The new waste strategy must include clear targets, which are SMART, in nature, and which therefore permit the partnership to monitor progress with absolute transparency.

Other issues raised by the officer group on the premise that option four be the preferred operating model, and in support of a new refreshed approach being adopted, are as below.

Special note was made of reference to North East Lincolnshire and North Lincolnshire. However, as any potential devolution deals exclude waste management presently, and district councils in the south of the county noted their links with other neighbouring councils, it was agreed that rather than specific councils be named, the partnership allow for others to join where there was felt to be mutual benefit.

Accordingly the LWPOWG recognised the below as important issues for the partnership, which it should determine with clarity as a part of any new governance arrangements.

- a) Membership of the partnership would be open to neighbouring authorities where they were prepared to share data and where it was felt there was a potential strategic benefit (see ToR).
- b) The term 'waste' be reconsidered in the context of the materials use as a resource. Thus the LWP should be renamed the Lincolnshire Waste Resources Partnership. (County Officers have proposed an alternative title of Lincolnshire Resources Management Partnership).
- c) To ensure stability of purpose within the strategy, the group would need to agree no cluster working/break-away groups other than for operations in pursuit of the agreed waste strategy aims.

Terms of Reference

Audit recommendation 8 refers to a need to revise the existing ToR, the originals having been drafted some years ago, and having only been adjusted from time to time subsequently.

Subject to the outcomes of LWP's deliberations, the ToR will need to be amended to reflect the decision.

Standard Agenda

Audit recommendation 10 refers to the need to operate to a Standard Agenda.

Subject to the outcomes of LWP's deliberations, the ToR will need to be amended to reflect the decision.

Organisational Impacts

Option four has no 'sovereignty', operational, or financial impacts in itself. It seeks to meet the requirements of the audit report, whilst providing an environment to build trust between partners. Membership of the partnership remains voluntary.

Any impacts that may arise would be as a result of closer monitoring of performance against commitments entered into within the agreed 'waste' strategy.

There is no longer a legal requirement for waste collection authorities to have a strategy for waste management, this duty falls to the waste disposal authority. Given the relationship between WCAs and WDAs it is pragmatic to develop a joint strategy where possible.

Risk Implications

- (i) Options Explored - as set out previously
- (ii) Key risks associated with the preferred approach - Progression of waste matters could be slower under this option than having decisions made by a single body. Does not provide the partnership with power to make decisions so remains reliant on partners delivering agreed objectives for their authority, in line with the strategy.

OPTIONS

It is the view of all officers that option four represents the only viable option for prompt progress at this time.

RECOMMENDATIONS

- 1) That the Lincolnshire Waste Partnership determines a governance model based on one of the options set out in the report.**

Officers have unanimously agreed that the LWP should have a renewed title that reflects the use of discarded materials as a resource.

It is the view of all district officers that the LWP be renamed the Lincolnshire Waste Resources Partnership

County Council officers have expressed a preference for the title Lincolnshire Resources Partnership.

- 2) That the Lincolnshire Waste Partnership determines if it would wish to change name, and if so, what name it would wish to adopt.**
- 3) That the Lincolnshire Waste Partnership ask the Lincolnshire Waste Partnership Officer Working Group to develop a new Partnership agreement and ToR based on the chosen option, including notes on cluster working and inclusion of neighbouring authorities.**
- 4) That the Lincolnshire Waste Partnership ask the Lincolnshire Waste Partnership Officer Working Group to develop and propose a new standard agenda for Lincolnshire Waste Partnership.**



LINCOLNSHIRE WASTE PARTNERSHIP

24 NOVEMBER 2016

SUBJECT :	UNITED COMMUNICATIONS STRATEGY RELATING TO NAPPIES
REPORT BY:	BECKY ALLEN (LCC) ON BEHALF OF THE COMMUNICATIONS OFFICER GROUP

BACKGROUND INFORMATION

With the continued increase in the contamination of recycling bins across Lincolnshire, this paper outlines a proposed approach to educating the community in respect of what can't be recycled.

The focus is on common items placed in recycling bins that can't be recycled and that are causing problems by contaminating the items that can, as opposed to trying to communicate a lengthy list of what can be recycled as the items are not the same in all Council areas.

DISCUSSIONS

Approach

It is recommended that the Lincolnshire Waste Partnership support to a two pronged campaign approach:

1. High profile and high impact phased campaign that incorporates traditional public relations activity as well as digital marketing activity.
2. Enforcement/bin audits during the campaign period

Marketing campaign

The marketing campaign would be delivered in a number of phases – each three months in length and each focusing on a different item of contamination.

It is suggested that the first three month period focuses on nappies. As this is the campaign's launch the first period must focus on an item of waste that makes people stand back and think 'do people really put those into their bin'.

The second three months would focus on food waste and for each three month period thereafter a further item would be agreed with Waste Managers.

The campaign would use high impact graphics that depict the issue faced by Councils but in a way that those committing the contamination offence can relate to. The audience will be subtly different depending on the item of contamination.

The marketing mix would include:

- Posters
- Newspapers/Radio/TV – media releases, interviews with the media and media trips to a site where the contamination goes to so they can see the issues faced.
- Social media advertising – around £300 per month would be required for a high impact campaign across Lincolnshire – would use the graphics and video content.
- Stickers (price needs confirming but relatively low cost)
- Council newsletters
- Council websites
- Refuse truck sides where available.

A hashtag would need to be agreed for social media to support the campaign and initial thoughts include - #knowyourwaste or #thedirtytruth or #binitright or #cleanerclose or #toxicbin

All printed marketing materials would carry the 'Recycle for Lincolnshire' logo but wouldn't carry Council logos. Too many logos will distract from the message and by not directly associating the campaign to local Councils may result in a more positive response from the community.

The photography to support the campaign would require a small budget allocation upfront (circa £200).

Concepts

Below are four early concepts. The selected concept would be developed further with the wording refined and graphics created. The development would also include how the concept/wording could be applied to other contaminants for campaign consistency going forward.

Softer concepts

1. **Eeny, meeny, miny, moe, into which bin does the nappy go?**

This is a nursery rhyme theme and would target families with young children in nappies with a graphic developed of a mother/father and her/his child with the mother/father saying the above and the baby giving the answer. It would look as if the baby was saying it in a way that 'everyone knows that' and she/he would be holding a dirty nappy.

2. **But, why would you recycle a nappy?**

With illustrations of the futility of how a nappy might be re-used - highlighting the general stupidity of seeking to recycle in the expectation of re-use.

3. **'You put my nappy where?'**

Baby rolling eyes at parent with support line.

4. **'Oi! Only a fool puts a dirty nappy in the recycling bin!'**

Accompanied by an image of a baby with a filthy nappy.

Enforcement/Audits

During the campaign period it is important Waste Managers audits bins and where bins are contaminated sticker them (a sticker would be developed as part of the campaign). Without this action supporting the campaign it is likely to have little impact.

It would be suggested that Waste Managers identify those areas of their Districts where contamination is the highest for the audits.

RECOMMENDATIONS

1. That the Lincolnshire Waste Partnership support the marketing approach set out in the paper and select its preferred concept from the options identified for further development work.
2. That Lincolnshire Waste Partnership support the proposal to sticker any bins identified as contaminated during the campaign.
3. That the Lincolnshire Waste Partnership recognise that marketing activity will require a budget allocation, albeit fairly small (circa £650 per campaign for general activity not including refuse truck sides), and where this will come from.

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LINCOLNSHIRE WASTE PARTNERSHIP

24 NOVEMBER 2016

SUBJECT :	DRY RECYCLING COLLECTION METHODOLOGY
REPORT BY:	MARK TAYLOR, NORTH KESTIVEN DISTRICT COUNCIL
CONTACT NO:	01529 414155

PURPOSE OF REPORT

To consider new guidance from the Waste and Resources Action Programme (WRAP)

BACKGROUND INFORMATION

WRAP has recently issued two new guidance documents relating to recycling:

1. A Framework for Greater Consistency in Household Recycling in England (Consistency Guidelines) – see Appendix 1
2. Wrap Recycling Guidelines – see Appendix 2

Both documents contain useful guidance which is worthy of consideration by the LWP.

The Consistency Guidelines set out a vision where every household in England can recycle a common set of dry recyclable materials and food waste, collected in one of three different ways. The vision also includes a move, over time, to a nationally consistent colour scheme for containers to simplify communications. It is important to note that the guidelines are not binding on local authorities and there is no current indication that they will be made binding in the future.

The guidelines identify the following commodities as being appropriate recyclables for all local authorities to collect, following consultation with the recycling industry:

- Plastic bottles
- Plastic packaging – pots, tubs and trays
- Metal packaging – cans, aerosols and foil
- Glass bottles and Jars

- Paper
- Card
- Food and drink cartons
- Food waste

The three methods of collection are described as

A. Multi-stream with separate food

- Up to 120 litres per week of residual waste (in bags or sacks);
- Collections in 3 separate containers of
 - Plastic, metals and cartons
 - Glass and card
 - Paper;
- Separate food waste collection

B. Two stream (fibres separate) with separate food

- Up to 120 litres per week of residual waste (in bags or sacks);
- Collections in 2 separate containers of
 - Plastic, metals, cartons and glass,
 - Paper and card;
- Separate food waste collection

C. Co-mingled with separate food

- Up to 120 litres per week of residual waste (in bags or sacks);
- Co-mingled collections of plastic, metals, cartons, glass, paper and card;
- Separate food waste collection

The Recycling Guidelines build on the consistency guidelines. They give more detailed guidelines and specifications for each of the 8 recyclable materials identified. They give descriptions of what is included and excluded for each material; for example metal packaging includes aluminium foil trays but excludes laminated foil packaging. It also gives guidance on cleanliness and deals with the 'tops on/tops off' controversy.

DISCUSSIONS

There are a number of issues arising from the Consistency Guidelines:

1. Dry recycling mix

It is useful to see for the first time a nationally promoted list of materials that should be accepted for dry recycling. It would be appropriate for the emerging Joint Municipal Waste Management Strategy (JMWMS) to include a commitment that LWP members accept this list as a common dry recycling mix for all Waste Collection Authorities (WCAs). It would also follow that this list (along with the associated detailed recycling guidelines) would form the materials specification for future Mixed Dry Recycling processing contracts let by the Waste Disposal Authority (WDA).

Agreeing the common mix of materials as advised by WRAP would of course remove the scope for coming to local arrangements on dry recycling which may present themselves. However adding materials in addition to the common mix may well restrict competitive tendering responses in what is a national marketplace.

2. Food Waste

All 3 of the suggested collection methodologies include for the separate collection of food waste. All the WCAs currently collect food waste in the residual waste stream.

Moving to a food waste collection service would have a number of implications

- A significant cost for WCAs;
- A significant increase in recycling performance;
- A significant reduction in the amount of residual waste for disposal, with a positive impact on the problem of waste disposal capacity through the EfW;
- An impact on the calorific value of waste burned in the EfW;
- Increased number of vehicles with potential impacts on traffic congestion (particularly in urban areas) and climate change gas emissions;
- A potentially significant reduction in WDA capital and revenue costs;
- Arising from the above a need to recognise that a decision on food waste collection would need to include consideration of the whole costs (collection and disposal) and a funding mechanism which reflected this.

This will also create a need to ensure the food waste is sustainably disposed locally. These are matters that should be explored fully during the production of the JMWMS.

3. Collection methodology

It is noteworthy that co-mingled collection is included as one of the three options (subject to consideration of TEEP). Current TEEP assessments for Lincolnshire WCAs have indicated that a change to separate collections is not necessary due to the high costs of making the change and impacts on collection quantities. The development of the JMWMS should include consideration of the arguments for a change to collection methodology in light of developing cost and contamination considerations. It may be that a change to separate collections for some materials would increase their value, reduce the high levels of contamination and reduce disposal/processing costs. However there would be significant additional collection costs (vehicles/containers/staffing). This would therefore also require consideration of the whole costs (collection and disposal) and a funding mechanism which reflected this.

4. Consistent Colour Scheme

Although given as an aim no suggestion is made as to what this consistent colour scheme should be. It would not be appropriate to consider moves towards a consistent bin colour scheme for Lincolnshire in advance of proposals for a national scheme.

Having a consistent colour scheme would have benefits in clarity of communication. Any move towards a consistent colour scheme would however be very lengthy (and/or very expensive) and during the transition the impact on communication could be to

make communication even more complex (as depending on the final colour combination each WCA could have two bin colours for each waste stream.)

The Recycling Guidelines are less contentious. It would be appropriate to use these guidelines as the basis for consistent future recycling and contamination messages across the partnership (subject to considerations of differences between WCAs for the time being.) It would be necessary to consult with the WDA's current contractor regarding this proposal.

The Framework for Greater Consistency in Household Recycling in England, was launched in September 2016.

WRAP is able to support local authorities in England to assess the business case for implementing recycling collection services in line with the Framework and to work towards implementation of collection service changes.

During 2017/18, WRAP is able to provide the following technical support:

- appraisal of collection options that would bring local authorities in line with the consistency framework for recycling;
- support with the development of business cases and identification of local opportunities and benefits;
- advice on collection system design; and
- support with commissioning and introducing new collection services.

WRAP will meet the full revenue cost of providing the technical support work. No capital funding can be provided.

There is no obligation on authorities to roll out amended services following the completion of this work.

In order to apply for this funding authorities must (jointly) complete an Expression of Interest from which will be assessed by WRAP.

RECOMMENDATIONS

Note – all references to a consistent dry recycling mix exclude, for the time being, the separate collection arrangements for glass at ELDC

- 1) That the Lincolnshire Waste Partnership accepts that a consistent dry recycling mix of materials taking account of the Consistency Guidelines should be the aim of the next JMWMS;
- 2) That the Lincolnshire Waste Partnership recommends that each constituent

Council adopts the dry recycling mix in the Consistency Guidelines (as expanded by the Recycling Guidelines) as soon as is practicable;

- 3) That the Lincolnshire Waste Partnership recommends that future tendering processes for Mixed Dry Recycling Processing be based on the dry recycling mix in the Consistency Guidelines (as expanded by the Recycling Guidelines);
- 4) That the Lincolnshire Waste Partnership recommends that, subject to discussion with contractors, the Recycling Guidelines be used as the basis for future recycling/contamination publicity and campaigns by all constituent Councils;
- 5) That the Lincolnshire Waste Partnership considers that the next JMWMS should include consideration of
 - The implications of separate food waste collections and its disposal;
 - The implications of potential changes to collection methodologies;
 - The implications of developments in relation to consistent national colour schemes for waste containers
- 6) That an expression of Interest be jointly completed in order to apply for WRAP funding to develop business cases to work towards implementing changes to collection regimes.

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A framework for

greater consistency in household recycling in England

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Foreword



Page 57
Marcus Gover

WRAP Chief Executive Officer &
Chair of the Greater Consistency
Advisory Group

Recycling has been a success story for the UK over the last 15 years and it is now an industry which employs over 100,000 people. When WRAP started, household recycling rates were less than 10% but today it is a way of life. This success is down to all those involved in supplying goods to the market, collecting waste for recycling and reprocessing it into new products.

Building on that success has been more difficult in recent years and the recycling rate in England has not grown as fast as it did in earlier years. We believe that a more consistent approach to the recyclability of goods and packaging and the way we recycle in England could help to reverse this recent trend.

By pooling the wealth of experience on recycling from local authorities with the insight from manufacturers, retailers and recyclers we have developed a framework for future recycling that offers the opportunity to increase recycling, improve the quality of recycled

materials, save money and offer a good service to householders in England.

The framework is derived from a joint vision that has been developed and reviewed by cross-sector advisory and working groups over the last year. It is not just about local authority collections but about the entire life-cycle of the goods we buy, use and dispose of. It identifies which materials it makes sense for every household in England to be able to recycle at home. It takes the best from the rich variety of collection systems we currently have and recommends a framework based on just three approaches. It offers greater consistency but still makes space for local authorities to tailor collection systems to their local needs.

It is a vision where, by 2025, packaging is designed to be recyclable (where practical and environmentally beneficial) and labelled clearly to indicate whether it can be recycled or not. It is a vision where every household in England can recycle a common set of dry recyclable materials and food waste, collected in one of three different ways.

We are not expecting this to happen overnight and we do understand the financial pressures that local authorities and businesses are facing at the moment. However, we can start moving towards the vision. Adopting a consistent group of materials to collect at the kerbside could be achieved with little overall increase in cost, and in some cases provide an opportunity for savings. Changes could follow as services come up for review. The evidence and analysis for this is in the [business case document](#). WRAP is here to help local authorities look at the business case for change locally.

We have come a long way by working together over the last year on this and I would like to thank all those who have helped for the valuable contribution that they have made.

It is only by joining together that we can now realise the benefits of the vision and I look forward to working with all those involved to do that.



Introduction

This document outlines the opportunities for greater consistency in household recycling in England, and sets out an ambitious voluntary framework for taking it forward to 2025.

Its development has been informed by an expert advisory group of leading figures from the sector. The vision is backed up by a robust evidence base and analysis that draws on the work of WRAP and other organisations and considers the views of consumers as expressed through various consumer surveys. Drawing all this together presents a compelling case for change.

The Framework has been developed within the current policy, regulatory and administrative context and action is voluntary. It takes account of current waste composition, service provision and technology, and provides flexibility to accommodate different local contexts. It will be kept under review in the light of any future changes in public and environmental policy.

Achieving the vision will involve the collective action of brands, retailers and manufacturers, local government, waste management companies and reprocessors. It is important that the responsibility for change and resulting benefits are shared fairly.

Advisory group members

Advisory Committee on Packaging
Anaerobic Digestion and Bioresources Association
Association of Directors of Environment, Economy, Planning and Transport
British Retail Consortium
Chartered Institution of Wastes Management
Department for Environment, Food and Rural Affairs
Department for Communities and Local Government
Environmental Services Association
Food and Drink Federation
Green Alliance
Local Authority Recycling Advisory Committee
Local Government Association
London Waste and Recycling Board/Resource London
National Association of Waste Disposal Officers
Recycling Association
Resource Association
WRAP

Why greater consistency?

The household recycling rate has more than quadrupled over the past decade. This is as a result of an expansion in recycling and food waste collection services by local authorities and industry investment in new sorting and processing infrastructure.

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The key benefits to be delivered



Recycling has become an everyday activity for many households. We now need to build on this progress and make the next step change in recycling performance in order to realise fully the value of materials within a more circular economy. This means making it easier for households to recycle more; making it more cost effective for councils and others to provide services; and improving the quantity and quality of materials available to industry.

Greater consistency can contribute to this and bring a number of key benefits nationally. The benefits are calculated over an eight year period 2018 to 2025 and are cumulative:

- The potential for an additional 11.6 million tonnes of materials and food waste to be collected for recycling, adding 7 percentage points to the national household waste recycling rate;
- The potential to yield up to £478 million more from the sale of recovered materials;

- The potential to yield up to 8 million tonnes of organic fertiliser to the agri-food sector, with a nutrient value of £30 million;
- The potential to generate £280 million in renewable energy sales;
- The delivery of higher quality materials for recycling due to less non-target materials in the recycling stream, more effective sorting, and cleaner materials as food waste is collected separately. This will contribute to reduced costs to local authorities. It will also mean less cost to UK reprocessors of removing contamination prior to reprocessing materials by up to £33 million;
- Councils have worked hard over recent years to deliver a better deal for local taxpayers, while public satisfaction with services has been maintained and recycling increased. The analysis indicates there is the potential for financial benefit to local government through more effective service design, increased diversion

of waste from disposal and additional revenue from the sale of recyclables. The level of benefit depends on how services rationalise around the framework proposed as individual authorities consider their current arrangements, local priorities and opportunities to make service changes. The analysis indicates that overall the vision for household collections can be achieved whilst delivering a financial benefit of up to £408 million over eight years. There is also the potential for further savings through joint working between authorities. However, delivering this level of financial benefit would be challenging, particularly at a time of increasing budget pressures, and it may be difficult for some authorities to realise the benefits modelled; and

- Improved environmental outcomes, with the potential to reduce greenhouse gas emissions by up to 5.1 million tonnes CO₂(eq).

Greater consistency explained

1. All households to be able to recycle the same core set of materials

Enabling all households to recycle a core set of materials will help address confusion, meaning that householders recycle more of the right materials on every occasion; and contamination is reduced.

The following eight material types make up around 60% of waste (residual and recyclables) collected from households:

- Plastic bottles
- Plastic packaging – pots, tubs and trays
- Metal packaging – cans, aerosols and foil
- Glass bottles and jars
- Paper
- Card
- Food and drink cartons
- Food waste

Food waste makes up 30% of the residual waste stream, and collecting it separately for recycling has environmental and financial benefits.

2. Fewer collection and sorting systems

Rationalising the range of collection approaches and how materials are presented for collection by householders offers a number of key benefits.

Extensive research and industry engagement has been undertaken to identify three collection systems. The key factors considered were cost and performance, material quality, and householder satisfaction and engagement, as well as compliance with legal requirements. There are examples of each system operating in different local contexts, and each can be tailored for both low rise (kerbside collected) and flatted properties.

A note on legal compliance: The Waste (England and Wales) Regulations 2011, as amended in 2012 requires waste collection authorities to separately collect paper, plastics, glass and metals. The collection of these materials either co-mingled or two-stream may be compliant only if it can be demonstrated that separate collection is not necessary to achieve good quality recyclables, or is not technically, environmentally or economically practical.

In each system food waste is collected weekly and separate from both residual and garden waste. Evidence shows that separate weekly collections of food waste capture significantly more food waste than mixed food and garden waste collections.

The frequency of recycling and residual waste collections, the containers provided (bins, boxes or sacks) and their capacity will depend on local circumstances and housing types. However, dry recycling capacity should be equivalent to a minimum of 120 litres per week. Evidence indicates that recycling services perform better and services are more cost effective when residual waste capacity is restricted to a maximum equivalent of 120 litres per week. Fortnightly residual waste collections are more cost effective than weekly collections.

A note on garden waste: Collection of garden waste either at kerbside or at household waste recycling centres for composting is widespread. Separate garden waste collection services are provided at the discretion of local authorities, for which a charge can be made. Householders are also encouraged to compost their garden waste at home.

3. A common container colour system

An association of colours and containers has been identified as the next step in public engagement, simplifying both national and local communications further and offering the potential to reduce procurement costs.

Adoption of a national colour scheme for containers is considered a long-term aspiration as some container types are designed to last for several years so replacement timescales vary.

A container colour scheme for residual, recycling, food and garden wastes which local authorities and others can transition to over time will be considered as part of ongoing work under the Framework.

Greater consistency explained

Each system varies in its performance against the key factors considered as outlined in the underpinning evidence and analysis.

Multi-stream with separate food:

Household plastic packaging, metals (cans, aerosols and foil) and cartons

Glass containers and card*

Paper

Food waste separate

Two-stream (fibres separate) with separate food:

Household plastic packaging, metals, glass and cartons collected as one stream

Paper and card collected as one stream

Food waste separate

Co-mingled with separate food:

All dry mixed recyclables collected as one stream (co-mingled)**

Food waste separate

Multi-stream with separate food


or


Residual waste
(up to a maximum equivalent of 120 litres weekly)

Minimum of 120 litres collected weekly



Plastics, metals and cartons



Glass and card*



Paper



Food



Plastics, metals, cartons, glass, card, paper and food

Two-stream (fibres separate) with separate food


or


Residual waste
(up to a maximum equivalent of 120 litres weekly)

Minimum equivalent of 120 litres weekly



Plastics, metals, cartons and glass


or


Paper and card



Food




Plastics, metals, cartons, glass, card and paper





Food

Co-mingled with separate food


or


Residual waste
(up to a maximum equivalent of 120 litres weekly)

Minimum equivalent of 120 litres weekly


or



Plastics, metals, cartons, glass, paper and card**



Food



Plastics, metals, cartons, glass, card and paper



Food

*Glass and card would be presented in the same box but separated into different compartments on the vehicle. In flatted properties card and paper could be collected together. Glass would be collected as a separate stream.

** The advice from reprocessors is that glass and paper are collected separately to maintain material quality.

Achieving the vision

A 5 point action plan

Greater consistency in household recycling will only be achieved through collaborative action. A number of initiatives have already been identified, and working groups set up to take these forward. Each group will begin to report on activities by spring 2017.

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1 All packaging placed on the market to be sortable and recyclable unless there are strong practical and environmental reasons for it not to be; and this packaging is to be labelled with meaningful consumer information to indicate whether it can or cannot be recycled.

ACTION: An industry-led working group will:

- Identify the opportunities to remove those elements of packaging that hinder the recycling process, taking into account practicalities and total environmental impact;

- Identify opportunities to rationalise packaging formats (in particular plastic packaging) to those that are recyclable and for which there is a steady market; and
- Encourage the implementation of proven measures to improve the sorting of packaging to enable more effective recycling.

Brands and retailers not currently using the widely recognised On Pack Recycling Label labelling scheme are strongly encouraged to adopt this labelling on all packaging placed on the UK market.

2

All householders are able to confidently and accurately place out for collection a common set of materials and food waste for recycling.

ACTION: An industry-led working group in association with Recycle Now will:

- Investigate the opportunities that greater consistency brings to inspiring householders to recycle more; and

- Consider innovative communications to provide uniform messages about more consistent services.

WRAP will:

- Consult local government and industry regarding the costs and benefits of introducing a national container colour scheme.

3

Recyclable materials to be collected and sorted cost effectively for onward reprocessing using one of three systems.

ACTION: WRAP will:

- Support six groups of local authorities to evaluate the local business case for adopting the consistency framework; and
- Develop an ongoing programme of support for local authorities considering changes to their service provision.

Local authority organisations, working with WRAP, will:

- Identify the information, evidence and tools that would be helpful to local authorities when evaluating the local business case;
- Consider standard contract documentation for collection services and joint working; and
- Identify and develop new documentation as required.

An industry-led working group will:

- Explore the implications of increasing the quantity and types of materials collected for recycling on materials sorting and reprocessing capacity.

Achieving the vision

A 5 point action plan

4

The domestic reprocessing sector to be supported through the supply of materials of the required quality and quantity. All reprocessors to turn the collected materials back into products/packaging, or in the case of food waste, energy and fertiliser.

ACTION: Industry to ensure that actions are joined up (where appropriate) with those identified in other industry action plans to improve the capture and quality of materials for recycling, including:

- Plastics Industry Recycling Action Plan; and
- Food Waste Recycling Action Plan.

ACTION: WRAP, working with industry, will:

- Establish clear guidelines on specific items that can and cannot be presented for recycling and how to present them e.g. lids on/lids off and rinsed.

5

Potential policy and regulatory barriers that might affect the delivery of greater consistency in household recycling to be identified and addressed.

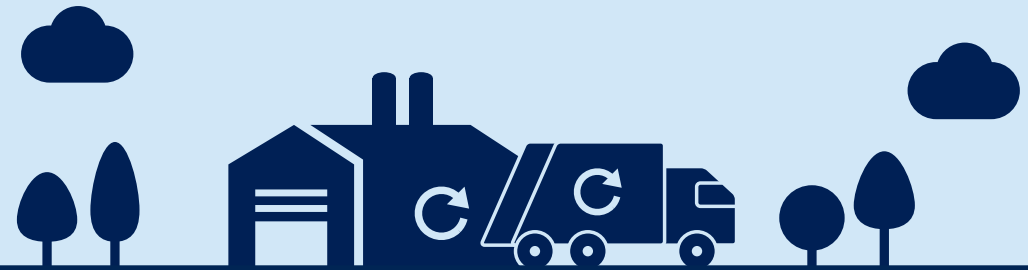
ACTION: Defra, with input from industry and local government, will:

- Map current and proposed regulations and policies that might impact upon achieving greater consistency;
- Develop a shared understanding of implications and risks and/or benefits arising from these regulations and policies; and
- Agree possible actions/options for removing barriers or enhancing benefits as necessary.

Brands, retailers and manufacturers, local authorities, waste management companies and reprocessors, either working individually or in collaboration, are asked to consider the benefits and decide how they can take action to support the vision.

Progress and the need for further work will be kept under review. It is also important that the framework is reviewed from time to time and evolves to ensure it remains progressive and future proof.

The advisory group will be responsible for this.



A framework for

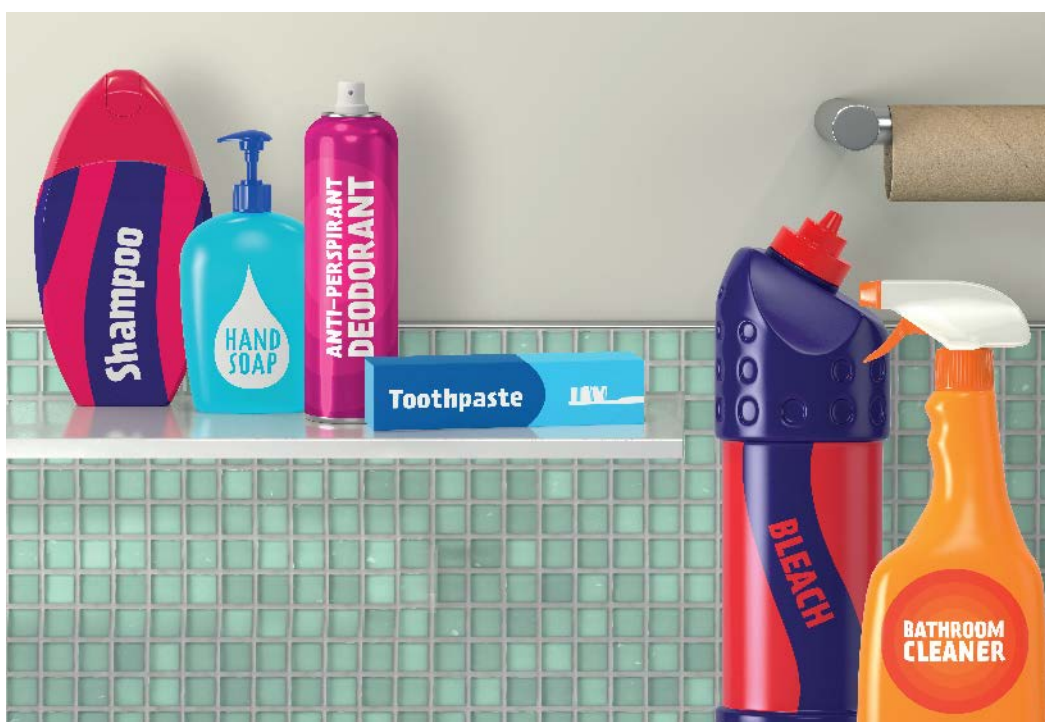
greater consistency in household recycling in England

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Recycling Guidelines

National agreement from the recycling industry on what can and cannot be collected for recycling from householders and how those materials should be presented for collection to:

- ✓ Increase consistency in household recycling across the nation
- ✓ Reduce confusion for householders
- ✓ Improve material quality
- ✓ Save money



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Acknowledgements

Without the collaborative effort from across industry it would not have been possible to produce these guidelines. Particular thanks go to:

- Alliance for Beverage Cartons and the Environment (ACE) UK;
- Alupro;
- British Glass;
- British Plastics Federation;
- Confederation of Paper Industries;
- Environmental Services Association;
- Local Authority Recycling Advisory Committee;
- Metal Packaging Manufacturers Association;
- Peter Mansfield & Associates;
- RECOUP; and
- Resource Association.



Summary

Following extensive consultation with the recycling industry a list of items that can and cannot be recycled, along with how they should be presented by householders has been compiled by WRAP. This document outlines how and why the recycling guidelines have been developed, including a summary of results from consumer testing.

The consumer testing revealed a low level of awareness amongst consumers of many items that are currently not recyclable, as well as highlighting a number of items which are often not recycled owing to a lack of knowledge or confusion. It also highlighted how detailed and complicated recycling can be to householders. In order to increase capture and reduce contamination, simple messages via targeted and strategic communications are necessary.

There are many potential benefits of the guidelines to all in the supply chain, all of whom have a role to play in taking the guidelines forward.

Background

For a number of years the WRAP Recycling Tracker survey has identified confusion amongst householders on what can/can't be recycled. The 2016 survey highlights that:

- Two thirds of households (66%) express uncertainty about how to correctly dispose of one or more items.
- Almost half (49%) of UK households dispose of one or more items in the residual bin that are collected for recycling in their area.
- Just over two-thirds (68%) of UK households add one or more items to their recycling collection that are not accepted locally.
- Only one in eight households (12%) do not put any items in the residual bin that could be recycled, nor do they put any items in the recycling that are not accepted.

The survey concludes that lack of knowledge is a key barrier to recycling. Other barriers include a lack of bin capacity and inertia.

An industry framework for greater consistency in household recycling in England was published in September 2016. It includes a joint vision that *"by 2025 packaging is designed to be recyclable (where practical and environmentally beneficial) and labelled clearly to indicate whether it can be recycled or not. Every household in England can recycle a common set of materials and food waste collected in one of three ways."* The materials are paper, card, plastic bottles, plastic pots, tubs and trays, glass and metal packaging, cartons and food waste.



Currently across the nation, as well as there being inconsistency in the materials collected for recycling e.g. plastic packaging, there is inconsistency in the specifics of those materials i.e. what type of plastic packaging. The guidelines have been developed to help bring about consistency and reduce householder confusion in recycling.

About the guidelines – what are they?

The recycling guidelines are a list of YES and NO items that can / cannot be recycled along with how to present items for recycling e.g. tops on or off. For the first time, agreement between reproprocessors, local authorities, and waste management companies has been reached at a national level on what can and cannot be accepted for recycling. The guidelines cover:

- Paper
- Card
- Mixed paper and card
- Plastic bottles
- Mixed plastic packaging
- Glass containers
- Metals containers
- Food and liquid cartons such as those made by Tetra Pak
- Food waste and
- Items which should never be included in a recycling collection.

Guidelines for textiles and small electrical items (WEEE) will be published in spring 2017.

For each of these materials WRAP has agreed with industry:

- **the specific items that can be included** in a collection and what should not (highlighting problematic contaminants that are often mistakenly included);
- **how** the materials should be presented e.g. lids on/off; and
- concise reasons to inform people **why** certain items cannot be accepted e.g. why glass cookware should not be put out for recycling, and how items should be presented e.g. why it is important to rinse containers.

The [guidelines](#) for each material can be found at the end of this document.

The guidelines have been developed based on existing technology and will be reviewed over time as innovations in sorting and treatment are realised. At present however, it is not



going to be the case that all of the guidelines will be applicable everywhere locally; it will largely depend on sorting technology, the markets for the materials and the local contracts in place.

What are the benefits of the guidelines?

Agreement of the guidelines has not been straight forward to achieve and has required compromise from key stakeholders. However, the industry as a whole recognises the potential benefits to agreeing and adhering to them including:

- opportunities for more consistent communications to householders;
- improved material quality through the reduction in non-target and dirty materials;
- increased capture of target materials;
- reduced costs to local authorities, waste management companies and reprocessors;
- increased revenue to local authorities / waste management companies through the sale of higher quality materials; and
- improved resilience to fluctuations in material markets as a result of improved material quality.

Results of consumer testing

The recycling guidelines were tested extensively to check that the language is right, the extent to which they differ from people's current recycling knowledge and behaviour and the extent to which people claim they would follow them. Key findings are:

- There is **too much information** to communicate to people at one time, even in some cases when a single material is focussed on. This is particularly the case for plastics owing to the variation in the types of packaging and where there is currently a lot of confusion for householders.
- When communicating what can and can't be recycled, pictures are useful to illustrate, but it is important to use words.
- Framing the guideline as '**new**' or '**updated**' acts as a cue for people to read the information rather than assuming they know it already.
- Across all materials excluding cartons, 66-89% of householders (depending on the material), are including items in the recycling which are not currently recyclable.



- Across all materials, excluding cartons, 89-94% of people learned something new when they read the guidelines.
- The **majority of people learned** more about things that **could not** be recycled, rather than those that can be.
- **Younger people (aged 18-34) were more likely to learn something that could be recycled** compared to older people.
- The majority of people said that they would, or already do, present the items in the **way** that they were requested to e.g. rinse, lids on. However:
 - **the higher they rate satisfaction** with their waste and recycling service overall, the more likely they are to adopt the correct behaviour; and
 - **younger people are less likely** to adopt the correct behaviour, compared to older people.
- People who have not had their recycling emptied because it contains contamination are **more likely** to believe that if the crews empty the bin then the items they have placed in it are recyclable.
- 11% of respondents did not know that they should not present recycling in a **black sack**.
- **A concise explanation** of why something is not recyclable or should be presented in a certain way is considered supplementary to most people, but critical to some people (28%).
- The consumer research provided further insight into items which are mistakenly included in the recycling. These include:
 - Laminated foil pouches e.g. baby food, coffee pouches.
 - Drinking glasses e.g. wine glass.
 - Dirty/stained paper.
 - Glass cookware e.g. pyrex.
 - Greetings cards with glitter on them.
 - Sticky papers.
 - Nail varnish bottles.



- Window glass.
- Crisp packets.
- In terms of '**serious contaminants**', 8% of people did not know that animal bedding is not collected for recycling and 6% did not know that pet litter and sanitary items such as nappies are not collected for recycling in their local areas.

How can local authorities use the guidelines?

There are two key aspects for local authorities to consider. Firstly how the guidelines compare to existing services and how they might be incorporated in the short, medium and long term. Secondly, how the guidelines can be communicated to householders.

Review and compare the guidelines to existing services

WRAP recommends that the recycling guidelines are reviewed and compared to existing materials collected for recycling. There may be **opportunities** that could be initiated relatively quickly to extend the materials /items collected e.g. adding aerosols to a metal collection. Conversations with waste management companies, materials buyers etc. would be needed in order to explore the opportunities, any obstacles and how they could be overcome. The guidelines should also be reviewed when **collection services and/or contracts are reviewed**. In both cases, it should be evaluated if the materials or specific items can be collected and sorted for recycling.

In the case of paper, glass, metals and plastics, care should be taken to ensure that these are collected separately in line with the Waste (England and Wales) Regulations 2011, as amended in 2012. The collection of these materials either co-mingled or two-stream may be compliant only if it can be demonstrated that separate collection is not necessary to achieve good quality recyclables, or is not technically, environmentally or economically practical.

Communicating the guidelines to householders

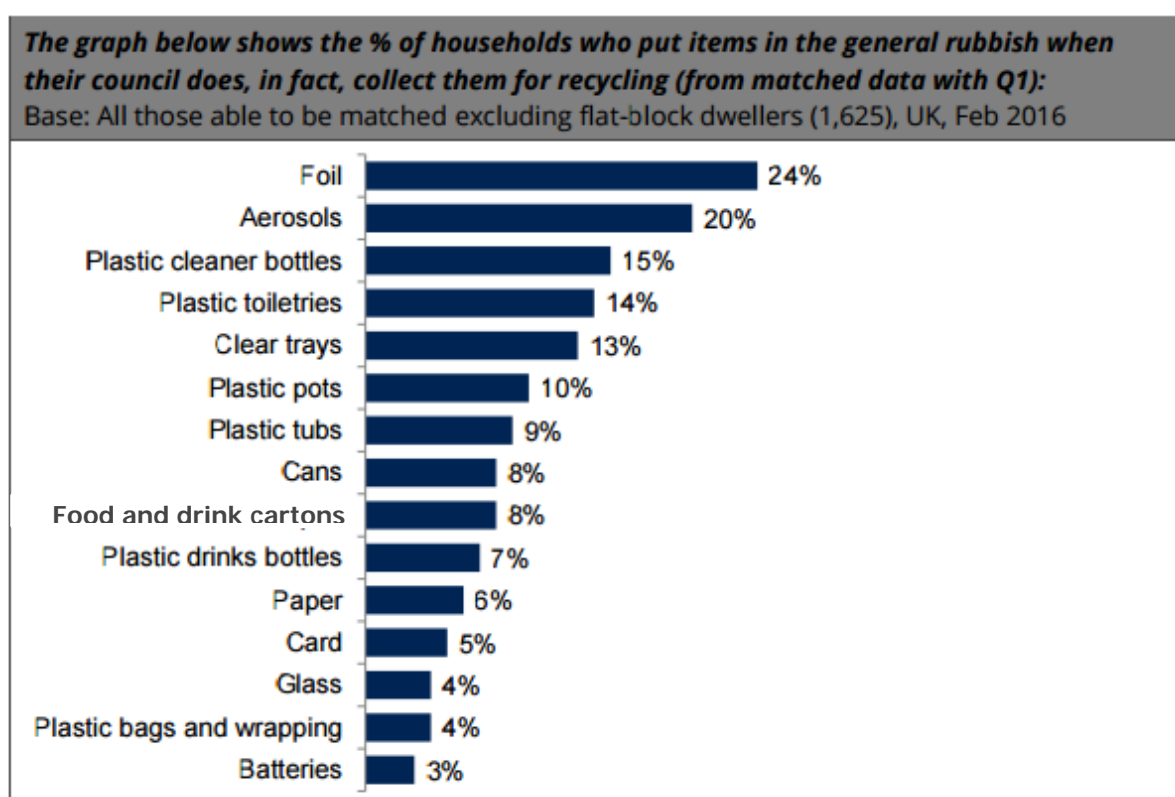
Providing too much information to householders on what they can/can't recycle will, at best, have negligible impact. The issue is that the guidelines are extensive. The strategy should therefore be for **targeted communications**, **focusing** on materials of low capture and materials that are often incorrectly placed in recycling and behaviours that will have the



most impact. These may vary at a local level, particularly in areas that experience high contamination and/or low capture. This local understanding will determine what to focus on as will the purpose of the communications for example a service change, adding new materials or tackling contamination. The consumer research has indicated that **communicating the NO list is as important**, and in some cases more important than the YES list.

The WRAP Recycling Tracker survey results provide useful insight into missed capture as outlined in the graph below. It highlights particularly high missed capture of foil and aerosols, plastic cleaning and toiletry bottles, and plastic pots, tubs and trays.

Figure 1 Potential to increase capture (UK), Recycling Tracker Survey, WRAP, 2016.



Because the guidelines are extensive it is strongly recommended that authorities **do not communicate them all at once** in a leaflet or any other print based formats as the impact will be negligible.

Take action:

In summary this is what you can do:

- Read the [Recycling Guidelines](#);
- Review the guidelines against what you currently collect for recycling.

- **Talk** to organisations in your supply chain and consider where there are differences and how they can be overcome in the short, medium and long-term.
- **Update** information on your website on what can/can't be recycled and provide explanations as to why using the words and phrases that consumers understand.
- Consider how to **target** communications to **focus** on materials with low capture, common contaminants and actions which will make a real difference:
 - Use the **Recycle Now** communications literature and advice which target specific materials. All WRAP materials are consumer tested so you can be assured of using the very best communications available; and
 - Consider how those in your **supply chain** could support communications and approach them with your ideas.
- **Talk to us** about how you can best communicate with your residents to increase recycling and improve material quality.

How else will the guidelines be used?

WRAP

The guidelines and findings are being incorporated into Recycle Now materials and are inherent to the Recycle Now strategy. Each quarter WRAP will produce [communications materials](#) focusing on recyclables which are commonly missed (The Unusual Suspects) and address key myths including common contaminants.

On Pack Recycling Label (OPRL)

The guidelines will help inform the review of the OPRL guidelines so that the labels consumers see are consistent with these guidelines.

Brands, retailers and manufacturers

Brands, retailers and manufacturers also have a role to play. They can review the guidelines considering the role they could play in informing the design of packaging that can be recycled. In addition they can consider how they could communicate with consumers to increase capture of recyclable materials and help to reduce confusion.



Waste management companies

Waste management companies could consider how they can help improve the capture of recyclable materials and screen out contamination in collection and sorting processes. Through contracts, they can also assist local authorities with the collection of target materials and communicating with householders.

Reprocessors

It is acknowledged that some reprocessors have compromised on their specific requirements recognising the wider benefits of achieving consistency in what is collected for recycling. These wider benefits should be a key consideration when dealing with waste management companies and local authorities.

Further information and support

The WRAP website is packed with information and resources to help you recycle more and improve material quality in the most cost effective way. Here are some suggested links:

- The [Framework for greater consistency in household recycling in England](#), including the actions needed to achieve it and the underpinning evidence and analysis.
- The waste and recycling collections [Blueprint for Wales](#).
- Evidence on consumer attitudes, knowledge and behaviours related to recycling: [Recycling Tracker Report](#) 2016.
- A practical guide to [tackling contamination](#).
- Guides to [effective recycling communications](#).
- Recycle Now / Recycle for Wales [communications materials](#).

If you have any difficulties, questions or comments regarding the guidelines, or would like to talk to us about using them, then please [contact us](#).



The guidelines

These guidelines should not be simply copied into existing communications literature. They should be reviewed against existing arrangements. They are separated into:

- [Paper](#) (where paper is collected separately from card).
- [Card](#) (where card is collected separately from paper).
- [Mixed paper and card](#).
- [Metal packaging](#).
- [Glass packaging](#).
- [Plastic bottles](#).
- [Mixed plastics](#) (plastic bottles and plastic pots, tubs and trays).
- [Food and drink cartons](#).
- [Food waste](#).
- [No list](#) – items which should never be included in the recycling collection and can be applied to all materials as necessary.

Guidelines for textiles and small WEEE will be published in spring 2017.



Paper

Yes please

- Newspapers and supplements.
- Magazines, brochures and catalogues.
- White paper (e.g. computer paper, letters).
- Shredded paper.
- Telephone directories.
- Leaflets and flyers.
- Envelopes
 - You can include those that have a window.

Please remember:

- Remove any plastic wrapping and free gifts from newspapers, magazines and flyers and put in the general rubbish.
- Paper is one of the most valuable recyclable materials – but only when it is clean.

No thanks

- Paper that is stained/dirty with foodstuffs, grease, paint or dirt
 - Once soiled with grease, paper cannot be recycled because the fibres cannot be separated from the oils during the recycling process.
- Hygiene/Sanitary products (i.e. nappies, wipes, sanitary towels etc.)
- Used paper towels.
- Tissues.
- Cotton wool/make up pads.
- Wet wipes.
- Sticky papers (e.g. Post-it notes, sticky labels or paper tape).
- Non-paper gift wrap (e.g. foil-based gift wrapping) or bags.
- Crisp or sweet packets/wrappers.
- Wallpaper and decoration paper.
- Brown paper
 - This should be recycled with card because it causes brown flecks in new paper, resulting in whole loads of paper being rejected.

Card

Yes please

All card from around the home, including:

- Cardboard boxes (e.g. cereal boxes, dishwasher tablet boxes).
- Corrugated cardboard.
- Online delivery boxes and cardboard envelopes
 - Remove all plastic inserts and polystyrene, as well as packing tape.
- Greetings cards without glitter
 - Tear off the glitter section, as well as any badges and batteries – the glitter cannot be removed and the recycled card has to be rejected.
- Egg boxes.
- Brown paper.

No thanks

- Card that is stained/dirty with foodstuffs, grease, paint or dirt (e.g. pizza boxes).
 - Once soiled with grease, paper and card cannot be recycled because the fibres cannot be separated from the oils during the recycling process.
- Glitter covered greetings cards.

No thanks – check for local recycling via either kerbside collections or bring bank collection points

- Food and drink cartons.

N.B these guidelines are for materials commonly collected at kerbside rather than 'on the go' therefore do not include coffee cups or sandwich boxes.

Mixed paper and card

Yes please:

Paper:

- Newspapers and supplements.
- Magazines, brochures and catalogues.
- White paper (e.g. computer paper, letters).
- Shredded paper.
- Telephone directories.
- Leaflets and flyers.
- Envelopes
 - You can include those that have a window.
- Gift wrap.
- Brown paper.

Tip: if you scrunch paper and it doesn't spring back, then it can be recycled.

All card from around the home, including:

- Cardboard boxes (e.g. cereal boxes, dishwasher table boxes).
- Corrugated cardboard (e.g. online delivery boxes, cardboard envelopes)
 - Remove all plastic inserts and polystyrene, as well as packing tape.
- Greetings cards without glitter
 - Tear off the glitter section, as well as any badges and batteries – the glitter cannot be removed and the recycled card has to be rejected.

No thanks – put these in your general rubbish:

- Paper/card that is stained/dirty with foodstuffs, grease, paint or dirt (e.g. pizza boxes).
- Once soiled with grease, paper and card cannot be recycled because the fibres cannot be separated from the oils during the recycling process.
- Glitter covered greetings cards or wrapping paper.
- Non-paper gift wrap (e.g. foil-based wrapping or bags) which springs back when you scrunch it.
- Sticky papers (e.g. post-it notes, sticky labels and paper tape).
- Wallpaper.
- Hygiene/Sanitary products (i.e. nappies, wipes, sanitary towels etc.).
- Tissues and used paper towels.
- Wet wipes.
- Cotton wool, make up pads.

No thanks – check for local recycling via either kerbside collections or bring bank collection points

- Food and drink cartons.

Please remember:

- Remove any plastic wrapping and free gifts from newspapers, magazines and flyers and put in the general rubbish.
- Paper is one of the most valuable recyclable materials – but only when it is clean.

N.B these guidelines are for materials commonly collected at kerbside rather than 'on the go' therefore do not include coffee cups or sandwich boxes.

Metal packaging

Yes please:

- Drinks cans.
- Food tins
 - Pop tin lids inside the tin.
- Biscuit/chocolate tins and their lids.
- Aerosols
 - Remove plastic caps and recycle with plastics.
- Aluminium foil (e.g. for baking, covering food)
 - Scrunch foil together to form a ball.
- Aluminium foil trays (e.g. take-away trays).
- Aluminium tubes e.g. tomato puree
 - Remove plastic caps.

Please remember:

- Empty and rinse items – left over foods or liquids can contaminate other recyclables.
- You can leave labels on: machines ensure these get removed.
- Metal lids and caps on glass containers (e.g. metal jam jar lids) can be left on. These are different metals to cans/tins/aerosols so are recycled in a different way and by putting the lids/caps back on glass jars and bottles it reduces the chance of them getting lost through the sorting process.

No thanks – put these in your general rubbish

- Laminated foil (e.g. cat food / coffee pouches that spring back when you try and scrunch them. Pouches are currently not recyclable).
- Crisp packets and sweet wrappers.

No thanks – but you can recycle these at your local recycling centre

- Metal containers for chemicals (i.e. white spirits, paints, etc.) or engine oils.
- General kitchen ware e.g. cutlery, pots and pans.
- Any other metal items e.g. kettles, irons, pipes, white goods.

Glass packaging

Yes please:

All glass packaging from around the home, including:

- Bottles of any colour (e.g. wine, beer, spirits).
- Jars (e.g. sauces, jam, baby food).
- Non-food bottles (e.g. perfume, aftershave, face creams).

Please remember:

- Empty and rinse – it doesn't need to be spotlessly clean, a quick rinse will do. Left over liquid and residue can contaminate other recyclables which may mean they are not recycled.
- Metal lids and caps can be put back on – these will be removed and recycled. These are different metals to cans/tins/aerosols so are recycled in a different way and by putting the lids/caps back on glass jars and bottles it reduces the chance of them getting lost through the sorting process.

No thanks – put these in your general rubbish:

- Glass cookware (e.g. Pyrex).
- Drinking glasses.
- Vases.
- Ceramics (e.g. crockery or earthenware).
- Nail varnish bottles
 - It is difficult to remove the varnish and the bottles are so small that they are filtered out during the recycling process.
- Microwave plates.
- Mirrors.

Why's that?

These types of glass do not melt at the same temperature as bottles and jars. If they enter the glass recycling process it can result in new containers being rejected.

No thanks – but you can check for recycling these at your local recycling centre

- Light bulbs/tubes.
- Window glass (check with your local centre first).

Plastic bottles

Yes please

All clear and coloured plastics bottles from around the home:

- Detergent and soap bottles
 - Remove any pumps from the bottle and dispose of these (they are currently not recyclable).
- Cleaning product bottles (e.g. bathroom cleaners, bleach etc.)
 - Triggers can be left on to be recycled.
- Skin care product bottles.
- Shampoo/shower gel bottles.
- Fizzy and non-fizzy drinks and water bottles.
- Milk bottles.
- Ready-to-use plant food and pesticides bottles (check the label).

Please remember:

- Empty and rinse items and replace lids/tops
 - left over foods or liquids can contaminate other recyclables and;
 - if bottles contain liquid they might not be recycled as they go through the automated sorting process (the extra weight stops the bottle being pushed into the correct recycling stream).
Liquid can also damage the machinery and contaminate other recyclables.
- Leave on labels: these will be removed in the recycling process.
- Bottles can be squashed to save space.

No thanks

- Plastic bottles containing chemicals (e.g. anti-freeze).
 - Strong chemicals that are highly poisonous are hazardous to staff and can damage the recycling equipment. Check the bottle for disposal instructions.
- Anything that is NOT a plastic bottle.
- Anything that looks like a pot, tub, tray or tube.

Mixed plastics (plastic bottles and plastic pots, tubs and trays)

Yes please:

Plastic pots, tubs and trays:

- Pots (e.g. yogurt, soup, etc.).
- TubS (e.g. margarine, ice cream, etc.).
- Trays / punnets (e.g. raw meat or ham trays; take-away trays; fruit /veg trays)
 - Remove any film lids and absorbent pads in the bottom of trays, and put these in your general rubbish.
- Chocolate and biscuit tubs and trays.
- Other clear plastic packaging.
- Brown plant pots.

Plastic bottles:

All clear and coloured plastic bottles from around the home, including:

- Day-to-day cleaning product bottles (e.g. bathroom cleaners, washing up liquid, bleach):
 - remove pumps and dispose of these (these are currently not recyclable); and
 - triggers can be left on to be recycled.
- Cosmetics bottles (e.g. shampoo, shower gel).
- Ready to use plant food and pesticide bottles (check the label).
- Drinks bottles (e.g. juice, squash, milk).

Please remember:

- **Rinse food packaging** – Left-over food residue can contaminate other recyclables. A quick rinse will do.

No thanks – put these in your general rubbish

- Crisp and sweet packets/wrappers.
- Film lids from the pots or trays.
- Carrier bags/plastic wrapping film e.g. bread bags and bubble wrap.
- Laminated pouches (e.g. cat food/coffee pouches that spring back when you try and scrunch them. Pouches are currently not recyclable).
- Plastic toys (these are currently not recyclable).
- Medicine packs (e.g. headache pills, etc.)
- Toothpaste tubes.
- Expanded polystyrene e.g. packaging inserts.
- Plastic bottles containing chemicals (e.g. anti-freeze). - Strong chemicals that are highly poisonous are hazardous to staff and can damage the recycling equipment. Check the bottle for disposal instructions.

No thanks – but you can recycle at your local recycling centre:

- Paint pots.

- **Empty** – if bottles contain liquid they might not be recycled as they go through the automated sorting process (the extra weight stops the bottle being pushed into the correct recycling stream). Liquid can also damage the machinery and contaminate other recyclables.
- Labels and bottle tops can all be left on – but plastic film must be removed and put in the general rubbish bin.
- Bottles can be squashed to save space.
- Separate any cardboard and paper from plastic packaging and recycle separately.

N.B black plastic has temporarily been omitted from this list. Black plastic is currently not recyclable, owing to the inability to sort it. However brands/retailers/manufacturers are being consulted to consider the options that would make this material sortable. A decision will be made by early 2017.

Food and drink cartons

Yes please:

- Drinks cartons (e.g. juices)
 - You can leave plastic tops on cartons and straws in drinks cartons –these will be removed and recycled.
- Food cartons (e.g. soups).

Please remember:

- Empty drinks cartons and rinse food cartons. Left-over liquid or food residue can contaminate other recyclables. A quick rinse will do.

No thanks – put these in your general rubbish:

- Laminated plastic food/drink pouches (e.g. baby food pouches, cat food pouches, coffee pouches).

Food waste

The guidelines below apply to food waste going for treatment via anaerobic digestion. They are mostly applicable to IVC too, with the exceptions highlighted below.

Yes please:

- All uneaten food and plate scrapings.
- Tea bags and coffee grounds.
- Out of date or mouldy food.
- Raw and cooked meat, including bones.
- Raw and cooked fish, including bones.
- Dairy products such as cheese.
- Eggs and egg shells.
- Rice, pasta, beans.
- Baked goods such as bread, cakes and pastries.
- Fruit and vegetables including raw and cooked vegetables and peelings.
- Cooking oil*

*N.B cooking oil is suitable for the AD process only. Ideally larger quantities would be presented separately by the householder e.g. in a lidded container

Remember:

- Remove all food from its packaging.
- You can use regular plastic bin bags to line your caddy as a special piece of machinery will remove the bags.*

*N.B. local authorities should use the wording above only where food waste is destined for reprocessing via AD and the use of plastic bags has been agreed with their food waste treatment contractor (all bags, regardless of what they are made of will be removed in order to be PAS110 compliant). **Where food is reprocessed via IVC, advice should stipulate the use of biodegradable liners.**

No thanks:

- Non-food products including nappies.
- Packaging of any kind.
- Any material that is not food waste
 - Only food is suitable for this process. If packaging and other materials are included this causes a problem.
- Liquids such as milk - these may leak, causing spillages when transporting the food waste.

No list - This is a list of 'serious contaminants' that should never be included in collections of the materials which have been listed in this document.

Do not include these items in any recycling collection:

- Sanitary products - nappies and all other sanitary products
 - When nappies are put in the recycling bin it causes whole vehicle loads (tonnes) of recycling to be rejected and instead sent for disposal.
- Medical - Needles, plasters, syringes, blood bags etc.
- Pet litter.
- Animal bedding .

These things cause problems if they are put in the recycling bin. They contaminate the good recycling resulting in none of it being recycled and are a health and safety hazard to staff. Never put them in the recycling bin.

Please remember:

Don't put your recycling in a black sack. It may be mistaken for rubbish, resulting in none of it being recycled and entire vehicle loads (tonnes) of recycling to be sent to landfill.

N.B where textiles and electrical items are not a target material, they are a problematic contaminant and householders should be instructed not to include in a recycling collection. It would be helpful to provide local information on how and where to dispose of these items. In conjunction with industry, WRAP will be developing recycling guidelines for textile and small electrical items for local authorities who offer this collection and they will be added to this guide in spring 2017.



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LINCOLNSHIRE WASTE PARTNERSHIP

24 NOVEMBER 2016

SUBJECT :	MIXED DRY RECYCLABLES CONTRACT
REPORT BY:	SEAN KENT
CONTACT NO:	01522 554848

Background Information

The existing contract (all Lots with respect to the Waste Collection Authorities (WCA) materials collected at kerbside) currently sits with a single provider of Mixed Dry Recycling (MDR) processing services – Mid UK Recycling Ltd (MUK). This contract started in April 2015 and expires on 31st March 2018.

The options available for future MDR processing services post April 2018 are:

- 1) Extend the existing arrangement with MUK (at least six months written notice is required to be given by LCC to MUK and the extension can be further periods up to a maximum of 24 months in total); or
- 2) Undertake a procurement exercise to replace the existing contract

Currently, high levels of contamination (for the purposes of the costs of contamination this includes non-target and non-recyclable materials arriving at MUK's two Materials Reclamation Facilities (MRFs) being experienced in collections across all seven WCAs (to a greater or lesser extent) are resulting in heavy costs to LCC. The high levels of contamination being experienced also adversely affect recycling rates being achieved, so it is recommended to progress the delivery of a new contract from the 1st April 2018.

LCC recently appointed WYG waste management consultants to undertake an independent waste audit of MDR collected at kerbside by South Kesteven District Council. This audit confirmed that the methods of measuring contamination by MUK are appropriate and that all partner Councils agreed to accept them.

Consequently, we have high levels of contamination and it is presently expected that there will be little interest in the market to tender for processing our presented MDR materials. At the present contamination rates, there will be continued high costs, with the potential for increased costs and thereby the council tax payers in Lincolnshire.

A worst case scenario could result whereby the procurement fails and LCC has nowhere locally to take MDR materials. The costs of this scenario may even dwarf the existing contract costs and also risks the achievement of recycling rate targets under a revised Joint Municipal Waste Management Strategy. In addition, this could result in increased carbon

emissions associated with waste management, which is the wrong direction of travel and will not contribute to carbon mitigation strategies to reduce impacts on the environment and help tackle climate change.

In such a situation there are also political risks. Should there be no outlet for processing and recycling of MDR found then, potentially, landfill may be the only available option. Members clearly would not want to explain to their residents that the recyclates being set out are not being sent for recycling because LCC has not been able to secure such an arrangement due to the processing market not wanting to accept (heavily contaminated) MDR collected in the two-tier Lincolnshire area.

When the next MDR contract is published in April, we need to be engaged in reducing the current contamination levels to more reasonable levels: the average contamination rate for input into MRFs in England is 14% (Published by WRAP in May 2016). This is the essential approach that is required in advance of starting the formal procurement process.

Early engagement with the local MRF market is also seen as essential. National operators will likely be aware of the heavy contamination issues with MDR in the Lincolnshire area because they talk to each other. We need to broach these issues by engaging with suppliers to firmly establish their views but also to explain the actions that the councils will be taking to tackle contamination to reduce it to a level where there will be interest from contractors bidding for the processing contract(s) offerings. Accordingly, financial incentivisation needs to be investigated around how this contamination can be reduced to levels which the market will find palatable.

The key focus must be to put in place actions to reduce overall levels of contamination to create future market interest in bidding for processing Lincolnshire's MDR materials and to mitigate other risks as identified above. However, a draft project plan (Gantt chart attached at Appendix A) has been put together that outlines the key steps in undertaking the MDR contract procurement using Competitive Dialogue. WYG have used this procedure more frequently recently for MDR contract procurements as these have become more complex following collapse of the commodities market and a general increase in contamination levels being experienced across the sector by many councils. The essential idea of this procedure is that it allows for engagement with the market to help shape final contract documentation that the market is happy to bid against and thereby to result in the best deal for the Council. Consequently, the timescales are subject to change due to the confirmation of the procurement method and agreement by the Partnership.

Recommendations

- 1) That the Lincolnshire Waste Partnership should acknowledge the issues as set out above and commit to working together to solve these as it is in the best interests of all parties including the council tax payers in Lincolnshire.
- 2) That a MDR working group, including an Officer Working Group representative for the District Councils, is established to address these issues and to manage the next MDR contract procurement.
- 3) The Officer Working Group is tasked to address the contamination issues by working towards joint initiatives that will reduce the high pertaining levels of contamination experienced. The Officer Working Group should feed progress reports, education press communications etc back to the MDR Working Group tasked with procuring the next MDR contract.

- 4) The Lincolnshire Waste Partnership has already considered in an earlier paper to apply the consistency of approach in the types of materials collected at kerbside as set out in the recent WRAP report "A framework for greater consistency in household recycling in England (Oct '16). This paper reinforces this approach to reduce confusion amongst residents with respect to what they should and should not put in their recycling bins and thereby help reduce contamination.
- 5) The Officer Working Group is tasked to investigate financial incentivisation regarding reducing the presented contamination.

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LINCOLNSHIRE WASTE PARTNERSHIP

24 NOVEMBER 2016

SUBJECT :	REVISION OF JOINT MUNICIPAL WASTE MANAGEMENT STRATEGY
REPORT BY:	SEAN KENT
CONTACT NO:	01522 554848

Background Information

The existing Joint Municipal Waste Management Strategy (JMWMS or 'the strategy') was published in June 2008. A key objective was to ensure that residual waste treatment supports energy recovery and other practices higher up the waste hierarchy. This was to be delivered by providing a new residual waste management facility to help reduce the amount of biodegradable waste sent to landfill. This key objective has been delivered through the Energy from Waste facility located in Lincoln.

Therefore, the existing strategy has been in place for eight years and has 10 objectives to achieve. There have been varying levels of progression on the other nine objectives, one of these key targets was the 55% recycling and composting target which has not been achieved and presently is continuing to decrease, due to a number of factors such as contamination levels.

JMWMS's should be regularly reviewed, typically every five years, and revised to ensure that the overall aim of implementing best practice in municipal waste management on a continuous basis is achieved.

Given the successful delivery of a residual waste treatment facility; progress or otherwise towards the other strategy objectives; the existing current issue of high levels of contamination being experienced for the processing of Mixed Dry Recyclables (MDR) collected across the county and impending need for a new MDR contract(s) from April 2018, it is the right time to review the strategy to identify new objectives and set out how these will be delivered.

It therefore, seems reasonable to run the review of the strategy in parallel with planned works to procure a new MDR contract – especially given the current issues and risks associated with high levels of contamination being experienced for MDR collected by the Waste Collection Authorities (WCAs). A strategy that addresses these issues (i.e. to minimise contamination) that is adopted by all LWP partners will frame an agreed collaborative approach that will inherently have a much greater chance of succeeding.

A Gantt chart is attached at Appendix A that sets out in draft the key steps needed to be

completed in undertaking the revision of the existing JMWMS. This programme will need further consideration regarding appropriate resourcing from all Councils and this will require the LWP members and officers to ensure this consideration happens within their respective Councils. Consequently, the stated timescales are subject to change, following the confirmation of resources and agreement by the Partnership.

It is proposed that the work on this review starts at the same time as work begins on moving towards procurement of a new MDR contract. These two project areas: Review of the JMWMS and MDR contract procurement should operate as individual work areas (i.e. individual meetings on the MDR contract and review of the strategy) but clearly there are synergies and they are implicitly linked – especially as the strategy should assist with ensuring quality mixed dry recyclates are being collected for processing for recycling.

Recommendation

- 1) A JMWMS working group is established, with representation from the County Council and WCA partners to start the review of the strategy and for this to run in parallel with works being undertaken on a new MDR contract.
- 2) The resourcing of the JMWMS working group should be confirmed by the Lincolnshire Waste Partnership engaging within their respective Councils and confirming an appropriate resource.
- 3) The JMWMS working group should regularly report progress to the Lincolnshire Waste Partnership.
- 4) That the strategy be informed by latest best practice guidance, such as the recent WRAP report on greater consistency in household recycling in England.

Tasks	Nov-16	Dec-16	Jan-17	Feb-17	Mar-17	Apr-17	May-17	Jun-17	Jul-17	Aug-17	Sep-17	Oct-17	Nov-17	Dec-17	Jan-18	Feb-18	Mar-18	Apr-18
Task 0 Inception meeting																		
Task 1.0 Review of Current Waste Management Arrangements																		
Task 1.1 Summary of current waste services																		
Task 1.2 Review of delivery of current waste services																		
Task 1.3 Summary report of current waste services and delivery																		
Task 2.0 Analysis of waste arisings																		
Task 2.1 Collate data on historical and current quantities of waste collected and managed																		
Task 2.2 Analysis of historical and current waste data collated																		
Task 2.3 Forecast future waste arisings																		
Task 2.4 Summary report of waste arisings																		
Task 3.0 Review of Legislation and Policy																		
Task 3.1 Review drivers of waste legislation and policy																		
Task 3.2 Review European Union legislation																		
Task 3.3 Review National legislation																		
Task 3.4 Review Local legislation																		
Task 3.5 Summary report of waste legislation and policy																		
Task 4.0 Formation of Strategy Objectives																		
Task 4.1 Plan workshops with senior officers and members																		
Task 4.2 Produce necessary materials																		
Task 4.3 Hold workshops																		
Task 4.4 Circulate notes: decisions, outcomes, actions, further work																		
Task 4.5 Summary report of outcomes of consultaion and strategy objectives																		
Task 5.0 Strategy Document																		
Task 5.1 Draft strategy document																		
Task 5.2 Consultaion on draft strategy document																		
Task 5.3 Produce second draft strategy document, incorporating consultation feedback																		
Task 5.4 Public consultation of the second draft strategy document																		
Task 5.5 Update second draft strategy document, following public consultation																		
Task 6.0 Environmental Report																		
Task 6.1 Meeting to discuss SEA																		
Task 6.2 Produce SEA Scoping Report																		
Task 6.3 SEA Scoping - Statutory Consultation Period																		
Task 6.4 Undertake SEA of the waste strategy																		
Task 6.5 Produce draft Environmental Report																		
Task 6.6 Councils' consultation of the draft Environmental Report																		
Task 6.7 Produce second draft report incorporating feedback from Councils																		
Task 6.8 Incorporate changes to Environmental Report following public consultation																		
Task 7.0 Publish Final Strategy and SEA (adopted by the LWP councils)																		

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