### **Public Document Pack**



County Offices Newland Lincoln LN1 1YL

29 March 2018

### **Environment and Economy Scrutiny Committee**

A meeting of the Environment and Economy Scrutiny Committee will be held on Tuesday, 10 April 2018 at 10.00 am in Committee Room One, County Offices, Newland, Lincoln LN1 1YL for the transaction of the business set out on the attached Agenda.

Yours sincerely

Richard Wills

Head of Paid Service

<u>Membership of the Environment and Economy Scrutiny Committee</u> (11 Members of the Council)

Councillors T Bridges (Chairman), B M Dobson (Vice-Chairman), B Adams, Mrs A M Austin, G E Cullen, M A Griggs, R P H Reid, S R Kirk, Mrs E J Sneath, C L Strange and Dr M E Thompson

### ENVIRONMENT AND ECONOMY SCRUTINY COMMITTEE AGENDA TUESDAY, 10 APRIL 2018

ltem	Title	Pages
1	Apologies for Absence/Replacement Councillors	
2	Declarations of Councillors' Interests	
3	Minutes of the meeting held on 27 February 2018	5 - 14
4	Announcements by the Chairman, Executive Councillors and Lead Officers	
5	Joint Municipal Waste Management Strategy (To receive a report by Matthew Michell (Senior Commissioning Officer (Waste)), which provides a summary of the background, progress to date, and forward plan for the development of a Joint Municipal Waste Management Strategy for Lincolnshire)	
6	Implementing the Outcomes of the Utility Study (To receive a report by Andy Brooks (Commissioning Manager (Regeneration Programme)), which invites the Committee to consider and comment on the outcomes of the Utility Study)	
7	Anglian Water Draft Water Resources Management Plan (To receive a report by David Hickman (Growth & Environment Commissioner), which invites the Committee to consider and comment on the Anglian Water Draft Water Resources Management Plan)	1
8	'A Green Future': Defra's twenty-five year plan to improve the environment To receive a report by David Hickman (Growth & Environment Commissioner), which invites the Committee to consider the key proposals within Defra's 25 year Plan, and guide officers in implementing them within the Council's Commissioning Strategies)	,
9	Food, Farming and the Environment: DEFRA Consultation on future farming policy (To receive a report by Vanessa Strange (Accessibility and Growth Manager), which highlights a number of key areas covered in the consultation document and provides some initial thoughts around priority issues, opportunities and challenges that are emerging)	, ,
10	Work Programme (To receive a report by Daniel Steel (Scrutiny Officer), which enables the Committee to consider and comment on the content of its work programme for the coming year to ensure that scrutiny activity is focused where it can be of greatest benefit)	)

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**Please note:** for more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting

- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details set out above.

All papers for council meetings are available on: <a href="https://www.lincolnshire.gov.uk/committeerecords">www.lincolnshire.gov.uk/committeerecords</a>



### ENVIRONMENT AND ECONOMY SCRUTINY COMMITTEE 27 FEBRUARY 2018

### PRESENT: COUNCILLOR T BRIDGES (CHAIRMAN)

Councillors B Adams, Mrs A M Austin, G E Cullen and Dr M E Thompson.

Councillor M J Storer (Executive Support Councillor for Economy and Place) was also in attendance.

Officers in attendance:-

Justin Brown (Commissioner for Economic Growth), Andy Gutherson (County Commissioner for Economy and Place), Cheryl Hall (Democratic Services Officer), David Hickman (Growth & Environment Commissioner), Linsay Hill Pritchard (Principal Commissioning Officer (Accountable Body)), Susannah Lewis (Principal Commissioning Officer (Funding)), Chris Miller (Team Leader for Countryside Services), Mary Powell (Commissioning Manager (Tourism)), Daniel Steel (Scrutiny Officer) and Simon Wright (Principal Officer (Regeneration)).

### 57 APOLOGIES FOR ABSENCE/REPLACEMENT COUNCILLORS

It was noted that the Chief Executive having received notice under the Local Government (Committee and Political Groups) Regulations 1990, had appointed Councillor T R Ashton to the Committee, place of Councillor S R Kirk, for this meeting only.

Apologies for absence were received from Councillors T R Ashton, B M Dobson (Vice-Chairman), M A Griggs, R P H Reid, S R Kirk, Mrs E J Sneath and C L Strange.

### 58 DECLARATIONS OF COUNCILLORS INTERESTS'

No declarations of interest were made at this stage in the meeting.

### 59 MINUTES OF THE MEETING HELD ON 16 JANUARY 2018

### **RESOLVED**

That the minutes of the meeting held on 16 January 2018 be confirmed and signed by the Chairman as a correct record.

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### 60 <u>ANNOUNCEMENTS BY THE CHAIRMAN, EXECUTIVE COUNCILLORS</u> AND LEAD OFFICERS

The Executive Support Councillor for Economy and Place advised that he and the Executive Councillor for Economy and Place had attended a meeting of Coastal Developers and tourism professionals in Cleethorpes. It was advised that the work which was being undertaken to transform the resort was of an impressive nature.

Further to this, it was noted that the Government had recently announced a further round of Coastal Communities Fund. The County Council would bid for this fund to be used for flexible training programmes, which could be delivered when the coastal tourism industry was quiet.

The Executive Support Councillor advised that he had spoken at a supply chain event, which had helped Lincolnshire businesses to understand what trade opportunities were associated with Triton Knoll's construction. It was noted that the event was well attended.

The Executive Support Councillor, along with the Executive Councillor for Highways, Transport and IT, had visited Rolec which had a large amount of the market for electrical sockets and adapters for electric vehicles. The Executive Councillor for Economy and Place had visited Microclean, which had a similar proportion of the market for cleaning in the NHS and the visitor economy. Both businesses had asked the County Council to assist them in making connections with other businesses so that they could grow further.

It was noted that Team Lincolnshire had recently been established, which would bring businesses together to champion growth in the county's economy. During the evening of 27 February 2018 a major *Lincolnshire in London* event was due to be held. The event would bring 100 business leaders together to discuss how they could invest in the county. It was also noted that later in the month, the Executive Councillor, the Leader of the Council and Team Lincolnshire was scheduled to attend MIPIM, the international property event in the south of France, and in early April 2018 the County Council would be hosting a developers' event at the Belton Horse Trials.

### 61 <u>ENVIRONMENT AND ECONOMY QUARTER 3 PERFORMANCE</u> <u>MEASURES (1 OCTOBER TO 31 DECEMBER 2017)</u>

Consideration was given to a report by Justin Brown (Commissioner for Economic Growth) and David Hickman (Growth and Environment Commissioner), which described progress against the indicators in the Council's Business Plan. It reported that four indicators had been met fully, there had been measured progress for three indicators and a further two indicators had not been met.

The report included the latest quarterly economic survey, which provided a summary of the local economy and therefore the context of how the work of Environment and Economy was being delivered. It was advised that the survey was conducted by the Lincolnshire Chamber of Commerce, with a questionnaire being issued to approximately 400 businesses. The results of the questionnaire were detailed at

## ENVIRONMENT AND ECONOMY SCRUTINY COMMITTEE 27 FEBRUARY 2018

Appendix A to the report. It was also advised that the businesses were all members of the Chamber of Commerce and of a similar size (measured by the number of employees).

A discussion took place regarding the level of exporting from Lincolnshire businesses, where it was advised that the Midlands Engine was reporting that 9% of Lincolnshire businesses regularly exported. However, the Greater Lincolnshire Local Enterprise Partnership believed this figure to be 13-14%. It was noted that overall the percentage of exporters across the Midlands was at 11%.

The Committee was reminded that the two indicators which had not been met related to the Joint Municipal Waste Management Strategy, which was now out of date, and was currently being fully revised. The draft revised Strategy would be considered by the Committee in due course.

It was highlighted that 54 complaints had been received, nearly all of which related to one single issue. Three of the complaints had been considered by the Ombudsman, who had determined not to progress the complaints further.

### **RESOLVED**

That the report, the comments made by the Committee and the responses of officers to the comments, be noted.

### 62 ENVIRONMENTAL SERVICES PROPERTY PORTFOLIO

A report by Chris Miller (Team Leader for Countryside Services) was considered, which focused on the Environmental Services Property Portfolio, which included information and recommendations on four main areas: closed landfill sites; picnic and transit sites; coastal access sites; and environmental sites.

The Team Leader for Countryside Services outlined the main elements of the report and the rationale for the recommendations for closed landfill sites; picnic and transit sites; coastal access sites; and environmental sites, as detailed in the report. The following points were noted: -

### Closed landfill sites

A discussion took place regarding Cow Bank, Skegness, where it was advised that the site was leased to Seagull Recycling as an environmental training centre. The roadway access to the site was not highway maintainable at public expense. The roadway was becoming more hazardous and might require investment in the near future. The cost of maintaining the roadway access would sit with the County Council, as the landowner.

The Committee supported the recommendations relating to closed landfill sites, as detailed on page 46 of the agenda pack.

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### Picnic and Transit Sites

It was advised that the Leverton Transit Site had been leased to Boston Borough Council (BBC) at no cost in 2017 and BBC now maintained these facilities.

Further to this, a Councillor queried whether the allocated budget for Leverton of £14,671, as detailed on Appendix B to the report, could be transferred to BBC to cover the cost of maintaining the facilities. In response, the Committee was advised the allocated monies had transferred from the highways department into Countryside Services prior to the lease being transferred over to BBC. This would be removed from future budgets. The duration of the lease would be confirmed with the Committee via email.

NOTE: At this stage in the proceedings, Councillor Mrs A M Austin declared an interest as a Member of Boston Borough Council.

In response to a question on Willingham Woods, it was confirmed that the County Council as the owner of the site, was responsible for the infrastructure and maintenance of the building, including the emptying of the septic tank. However, the lease holder monitored the toilet block; paid the business rates and dealt with waste collection.

The Committee supported the recommendations relating to picnic and transit sites, as detailed on pages 47 - 48 of the agenda pack. With reference to recommendation 2.5.4 (regarding the facilities at Stickney), it was requested that to consider the viability and feasibility to redevelop the site as a caravan/camping site.

### Coastal access sites

The Committee was advised that some of the Lincolnshire Coastal Country Park access sites had suffered from known anti-social behaviour and the Huttoft Car Terrace also had issues of overnight stays and the hogging of the available area by inappropriate parking by larger motor home owners.

Various management operations had been implemented with a lack of genuine success. For example, height restricting barriers had been installed which were almost immediately vandalised and removed posing a significant drain on resources and bylaws for the various sites. Ways in which this issue could be addressed was currently being explored. The loss of income for local caravan / camp sites, as a result of the Huttoft Car Terrace being used as free parking, was also highlighted as a concern.

The Committee supported the recommendations relating to coastal access sites, as detailed on pages 49 – 50 of the agenda pack.

### **Environmental sites**

The Committee supported the recommendations relating to environmental sites, as detailed on page 51 of the agenda pack.

### ENVIRONMENT AND ECONOMY SCRUTINY COMMITTEE 27 FEBRUARY 2018

#### **RESOLVED**

- (1) That the priorities for future development or, alternatively, withdrawal of services, as detailed in the report be supported.
- (2) That the comments of the Committee be submitted to the relevant Executive Councillor.

### 63 HOTEL STRATEGY

Consideration was given to a report by Mary Powell (Tourism Officer), which described the work that the County Council and the Greater Lincolnshire Local Enterprise Partnership (GLLEP) in understanding what should be done to attract more hotels to the county.

The Tourism Officer advised that the shortage of visitor accommodation in Lincolnshire had been of concern for some time. The report referred to the original Hotel Demand Study of 2008, which had subsequently led to new hotels in Lincoln (the Hilton Double Tree and the Premier Inn).

It was advised that Lincolnshire was notably missing a luxury hotel brand/spa, with only three 4 star hotels within the whole of the region: DoubleTree by Hilton in Lincoln; Belton Woods Hotel in Grantham; and Forest Pines near Brigg.

It was highlighted that high occupancy rates across Greater Lincolnshire did not necessarily encourage the sector to invest in the area. Therefore, in 2016 through funding from the Greater Lincolnshire Local Enterprise Partnership (GLLEP), it was decided to commission a refresh of the 2008 Hotel Demand Study, which would focus on identifying locations across Greater Lincolnshire that were suitable for hotel investment; examine the current supply of serviced accommodation; recommend solutions to the removal of the apparent barriers to development and provide evidence to present to potential hotel investors. The findings of the Greater Lincolnshire Hotel Study were detailed within the report to the Committee.

The Committee was provided with an opportunity to ask questions, where the following points were noted: -

- It was confirmed that the sector was interested in both the visitor and business markets, as this would ensure occupancy rates were consistently high across the week;
- It was advised that the sector deemed Lincoln to be borderline in its ability to sustain the market for some hotel brands, due to the relative weakness of the corporate market. Therefore it was difficult to compete with other locations such as York;
- It was also confirmed that the county and district tourism officers worked in collaboration. However, there was a list of nine points on page 59 of the agenda pack, which detailed how local authorities could support hotel development in Greater Lincolnshire;

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- It was noted that from May 2019 an increased number of direct trains would be introduced between Lincoln and London. It was acknowledged that rail links and the introduction of more direct trains were an important aspect in encouraging visitor and business markets to Lincolnshire;
- It was hoped that an additional 2 3 hotels would be developed across Greater Lincolnshire as a result of the study;
- A Councillor commented that there was a need for additional accommodation in Boston. In response, it was highlighted that the report had stated there was potential for a budget hotel / pub lodge within the areas of Skegness; Boston; Spalding and Sleaford;
- It was acknowledged that there were a high number of customers which was loyal to a particular hotel brand. The Committee discussed potential ways in which this could be introduced in Lincolnshire;
- It was confirmed that the Bishop Grosseteste University and Lincoln University let out its accommodation in the summer months. Further to this it was suggested that Lincolnshire's agri-tourism should be encouraged; and
- It was suggested that an action plan was developed and presented to a future meeting of Committee in two-three months.

### **RESOLVED**

- (1) That the work being undertaken to attract hotel development in Greater Lincolnshire and the associated barriers attracting development due to the county's size and population be supported.
- (2) That further discussions with developers and the ongoing work to attract hotel development in Greater Lincolnshire be endorsed.
- (3) That an action plan be produced and presented to a future meeting of the Committee in two-three months.

### 64 EUROPEAN REGIONAL DEVELOPMENT FUND (ERDF)

Consideration was given to a report by Susannah Lewis (Principal Commissioning Officer (Funding)), which proposed that the County Council would make two bids for European Regional Development Funding (ERDF).

It was noted that the County Council procedural regulations stated that all bids for external funding of more than 250,000 should be agreed by the relevant Executive Councillor. Officers had prepared the two bids for European Regional Development Fund. The comments from the Committee would be presented to the Executive Councillor.

The Committee was advised that in Greater Lincolnshire the European Structural and Investment Fund had agreed to launch three calls for activity to bring forward projects under:

Priority Axis 1 – Promoting Research and Innovation;

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Priority Axis 3 – Enhancing the Competitiveness of Small and Medium size Enterprises (SMEs); and

Priority Axis 5 – Promoting climate change adaption, risk prevention and management.

Calls had been published on 8 December 2017 with a closing date of 26 January 2018 for outline application and promoted through the Greater Lincolnshire Local Enterprise Partnership, Business Lincolnshire and various meetings, events and workshops.

Lincolnshire County Council had submitted two bids for funding: the first bid related to the extension for the Business Lincolnshire Growth Hub; and the second bid related to attracting funding towards the Saltfleet to Gibraltar Point beach nourishment scheme. The report provided detailed information on the two bids.

The Committee was also advised that the European Structural Investment Funds Committee had also reviewed the four outline applications that had been submitted in the 2017 call under Priority Axis 6 Protecting the Environment, as detailed below:

- Gainsborough Green Corridor (West Lindsey District Council);
- Witham and Slea Blue/Green Corridor (North Kesteven District Council and South Kesteven District Council);
- Growing Environmental Resilience (City of Lincoln Council); and
- Freshney Valley Chalkstreams (North East Lincolnshire Council).

It was noted that the projects had requested ERDF grant funding of £3,995,031, but there was only £2,376,000 available against Priority Axis 6. Projects had been appraised by national team colleagues and reviewed by the European Structural Investment Funds Committee. Prioritisation of projects was now being carried out by the Department for Communities and Local Government based on the European Structural Investment Funds Committee comments and 2018 national spend/output targets.

The Committee were provided with an opportunity to ask questions, where the following points were noted: -

- The County Council was leading on the bid for the Saltfleet to Gibraltar Point beach nourishment scheme from both a flood prevention and economic perspective;
- It was advised that the Chancellor of the Exchequer had confirmed that any
  project that had reached contracting stage would be honoured following the
  UKs departure from the European Union. Further to this, it was advised that it
  took on average 2 months to get through the application stage.

### **RESOLVED**

(1) That the submission of the European Union Funding Bids, as outlined in the report, be supported.

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(2) That the comments of the Committee be passed onto the Executive Councillor for Economy and Place for his consideration.

### 65 <u>GREATER LINCOLNSHIRE LOCAL ENTERPRISE PARTNERSHIP -</u> ACCOUNTABLE BODY PROGRESS REPORT

Consideration was given to a report by Linsay Hill Pritchard (Principal Commissioning Officer (Accountable Body)), which provided an update from the Accountable Body on the progress of the Single Local Growth Fund, which was operated on behalf of the Greater Lincolnshire Local Enterprise Partnership (LEP).

The reported covered three key areas of activity, as detailed below, and the Principal Commissioning Officer (Accountable Body) provided an update on each of those areas: -

- Annual Conversation it was noted that the aim of the review was to provide sufficient assurance to the Accounting Officer and ministers that LEPs fully implemented existing requirements for appropriate governance and transparency;
- Governance Following a report by the Public Affairs Committee in July 2016, the Government had requested Mary Ney to conduct a review (Mary Ney Review) into LEP governance and transparency. In January 2018 Local Enterprise Partnership Governance and Transparency: best practice guidance was published to support LEPs in meeting some of the recommendations made by the review; and
- Year-End target and Progress An update on the current spend position and proposed arrangements for formal sign off of the LEP financial report was provided to the Committee, which was detailed at pages 73 – 76 of the report.

The Committee was reminded that the growth deal spend target was £15.8 million and remained a challenge following high levels of funding released in previous years. The majority of projects were successfully delivering on the ground and with some projects complete. A full project update was provided at Appendix B to the report.

It was highlighted as part of the update on the current spend position that three projects had been identified to the LEP Investment Board as high risk in terms of milestones to the programme; Skegness Countryside Business Park (Skegness Gateway Scheme); Grantham Southern Relief Road; and Lincolnshire Lakes.

The report stated that there was a small delay on the publication of the statutory orders for the Grantham Southern Relief Road. However, the Committee was advised that statutory orders for the scheme would be published by the end of the week commencing 26 February 2018.

The report had also stated that progress with the Lincolnshire Lakes scheme had been delayed to with regard to the required land transfers which were meant to take place in November 2017. However, the Committee was advised that progress had been made and access to land had now been confirmed and would be transferred by the end of the financial year 2017/18.

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In response to a question, the Committee was advised that the Skills Capital Programme would deliver a small number of apprenticeships as part of the programme and that the Bishop Burton Scheme would deliver NVQ training. It was agreed that information on the number of apprenticeships as part of the Skills Capital Programme would be emailed to the Committee.

### **RESOLVED**

- (1) That the current progress being made on the Growth Deal Programme for Greater Lincolnshire be endorsed.
- (2) That continued support be given to the role of Lincolnshire County Council as Accountable Body of the Single Local Growth Fund.

### 66 ANGLIAN WATER'S DRAFT WATER RESOURCES MANAGEMENT PLAN

The Committee was advised that Anglian Water had not yet issued its consultation on its draft Water Resources Management Plan. The consultation was now expected to commence on 9 March until 9 June 2018. A report would be brought to the next meeting of the Committee on 10 April 2018 for consideration.

### **RESOLVED**

That the item on *Anglian Water's Draft Water Resources Management Plan* be deferred to the meeting of the Committee on 10 April 2018.

### 67 PEPPERMINT PARK - DELIVERY OF THE FOOD ENTERPRISE ZONE

Consideration was given to a report by Simon Wright (Principal Officer Regeneration), which invited the Committee to consider a report on the Peppermint Park Food Enterprise Zone (FEZ), which was due to be considered by the Executive Councillor for Economy and Place on 2 March 2018. The views of the Committee would be reported to the Executive Councillor as part of his consideration of this item.

The Principal Officer Regeneration presented the report to the Committee and in doing so advised that on 7 February 2017, the Executive had approved the development of a FEZ on land to the west of the A151 in Holbeach. The vision for the FEZ was to create a high quality business park to meet demand from food technology businesses to take space close to existing food producers in South Holland.

The Executive report, as attached at Appendix 1 to the Scrutiny Committee's report, sought approval to proceed with Phase 1 of the Scheme, which would be built on approximately 15 acres of Lincolnshire County Council owned land adjacent to the A17 and A151 to the north west of Holbeach, subject to funding being released from the New Development Capital Contingency Fund. If approved, the Council's funding would be used alongside other funding offered in principle to the project from the

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Greater Lincolnshire Local Enterprise Partnership and South Holland District Council and used to provide utility infrastructure and site service roads to Phase 1 of the FEZ.

The Committee endorsed the approach of the Council in investing in a project to develop a Centre of Excellence for Food Technology, which would offer post-graduate courses, and opening up land for development. The Committee also supported the plan to recoup a substantial amount of the initial investment through the sale of the land sell to developers and/or owner occupiers at market value.

### **RESOLVED**

- (1) That the recommendation, as detailed in the report to the Executive Councillor for Economy and Place, be supported.
- (2) That the comments of the Committee be passed onto the Executive Councillor for Economy and Place for consideration when taking the decision.

## 68 <u>ENVIRONMENT AND ECONOMY SCRUTINY COMMITTEE WORK</u> PROGRAMME

Consideration was given to a report by Daniel Steel (Scrutiny Officer), which enabled to the Committee to consider and comment on the content of its work programme for the coming year.

The Committee was reminded that the next meeting was scheduled for 10 April 2018 and the items for consideration were detailed on pages 97-98 of the agenda pack.

### RESOLVED

That the content of the work programme be approved.

The meeting closed at 12.45 pm.

## Agenda Item 5



### **Policy and Scrutiny**

# Open Report on behalf of Richard Wills, Executive Director for Environment and Economy

Report to: Environment & Economy Scrutiny Committee

Date: 10 April 2018

Subject: Joint Municipal Waste Management Strategy

### **Summary:**

This report provides a summary of the background, progress to date, and forward plan for the development of a Joint Municipal Waste Management Strategy (JMWMS) for Lincolnshire.

A number of papers are attached including the draft JMWMS and details of the public consultation which will run from 4th April to 2nd July 2018. The main JMWMS document includes, as Chapter 1, a summary of the document contents and of the process for the development of the JMWMS.

### **Actions Required:**

Members of the Environment & Economy Scrutiny Committee are invited to consider the contents of the attached draft JMWMS and associated documents, and provide feedback as part of the ongoing public consultation process.

### 1. Background

Under the Waste and Emissions Trading Act 2003, authorities in two-tier areas have a duty to have a shared waste strategy. This allows Waste Collection Authorities (WCA) and Waste Disposal Authorities (WDA) to work together in deciding how they will manage municipal waste in their area.

The Lincolnshire Waste Partnership (LWP) is a forum which brings together the County Council (as WDA) and the seven WCA's (District, Borough and City Councils) along with the Environment Agency, so it is through the LWP that the necessary Joint Municipal Waste Management Strategy (JMWMS) is produced and implemented.

Our previous JMWMS was adopted in 2008, so it is now time for a new JMWMS to reflect changes over the intervening years. The County Council has, as the overarching WDA, taken responsibility for producing the JMWMS, although it remains very much a shared document. In view of this, the JMWMS will be going through the political processes (including scrutiny and eventual adoption) at each of the eight Councils.

An initial draft JMWMS was developed through workshops held for the LWP (elected members and officers) in July 2017, and it has since gone through several revisions in the light of feedback received from across the LWP.

The JMWMS has now reached the stage where the LWP have agreed that it is ready for wider consideration, and so a 90 day period of public consultation will run from 4<sup>th</sup> April to 2<sup>nd</sup> July 2018. As part of this consultation process, scrutiny committees (or equivalent) at each LWP authority are asked to consider the Consultation Draft JMWMS and to give their feedback, hence this report.

Following the consultation period, the JMWMS will be revised as necessary and, once approved by the LWP, it will return to the County Council for consideration for final approval. Subject to approval at each stage, the current plan is as follows:

- Early September = LWP approval of revised JMWMS.
- September/October = Consideration by LCC E & E Scrutiny Committee
- October/November = Consideration by LCC Executive Committee
- December 2018 = Adoption by LCC Full Council

### 2. Conclusion

The JMWMS has now reached the stage where the LWP have agreed that it is ready for wider consideration, and so a 90 day period of public consultation will run from 4th April to 2nd July 2018. As part of this consultation process this Scrutiny Committee is asked to consider the Consultation Draft JMWMS, and to give their feedback on it, including any suggested amendments.

All comments from the consultation process will be fed back to the LWP who will then seek to agree a JMWMS which represents the consensus view of all Partners of the best way forwards for local authority waste services in Lincolnshire. That revised version will return to this committee later in 2018 for further scrutiny.

### 3. Consultation

### a) Have Risks and Impact Analysis been carried out?

Yes

### b) Risks and Impact Analysis

Equality Impact Analysis is attached. This will be updated in the light of responses to the ongoing public consultation.

### 4. Appendices

These are listed below and attached at the back of the report			
Appendix 1	Consultation Draft of Joint Municipal Waste Management Strategy for Lincolnshire		
Appendix 2	Consultation Questionnaire		
Appendix 3	Equality Impact Analysis		

### 5. Background Papers

Document title		Where the document can be viewed
Waste strategy f Lincolnshire		https://www.lincolnshire.gov.uk/recycle-for-lincolnshire/waste-strategy-for-lincolnshire/

This report was written by Matthew Michell, who can be contacted on 01522 552371 or  $\frac{matthew.michell@lincolnshire.gov.uk}{}.$ 



## **Joint Municipal Waste Management Strategy**

### for Lincolnshire



Lincolnshire Waste Partnership Tackling waste together

This draft document sets out how the organisations which form the Lincolnshire Waste Partnership (LWP) will work together to deliver waste management services which protect the environment and provide value for money.

Feedback is invited from anyone with an interest in our waste services, and will be considered in finalising the Strategy before it is adopted by each LWP authority at the end of the process.

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- 5 Where are we today?
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- 8 The next steps: Monitoring, implementing and reviewing the strategy

### **Appendices**

**Appendix A – Neighbouring Authorities** 

Appendix B - Input from across the LWP

**Appendix C – Public Consultation Results** 

Appendix D - Glossary of Terms & Abbreviations

### 1 Summary

This Joint Municipal Waste Management Strategy (JMWMS) for Lincolnshire sets out how the eight local authorities of Lincolnshire and the Environment Agency will work in partnership to protect the environment by delivering sustainable waste management services and to establish best value waste management practices.

### 1.1 This version of the Strategy

This draft version of the Strategy has been prepared and revised in discussion with the members of the Lincolnshire Waste Partnership (LWP).

Whilst this remains a draft document, open to change in response to further feedback, it is presented in this full form (rather than simply a summary or introduction) so that it is possible to understand both what the LWP are seeking to achieve and how we propose to go about doing so. This may mean that, in places, the text refers to things in the past tense to things which we are anticipating to have happened by the time the final Strategy is published.

Feedback is welcomed from anyone with an interest in our waste services, including the public, and will be considered in finalising the Strategy before it is adopted by each LWP authority at the end of the process.

### 1.2 Layout of the document

In addition to this summary, the Strategy includes the following chapters.

### 2. Introduction

Gives more detailed background information about why we need a new Strategy.

### 3. What are the key legislative drivers?

Background information which has been taken into account in shaping the Strategy.

### 4. How has the strategy been developed?

Details of the process followed to develop this Strategy.

#### 5. Where are we today?

An assessment of the Partnership's current services and future needs.

### 6. What are we aiming for?

Our vision and objectives for what we want to achieve.

### 7. How will we get there?

Sets out the types of action identified to fulfil our objectives – These will be expanded upon in further detail in a separate Action Plan to be updated annually.

#### 8. The next steps: Monitoring, implementing and reviewing the strategy

How we will check that we are fulfilling our objectives.

This document also includes a number of appendices which give further explanatory details to support the main text.

### 1.3 Where are we today? (see Chapter 5)

In order to consider what we would like to achieve and how we might do so, it is important to establish where we are starting from. Chapter 5 sets out detailed information, including:

- An analysis of the nature and performance of existing services;
- The impact of any service changes already firmly planned (if any);
- Projections of future waste quantities; and
- The impact of changes in waste quantities on overall performance if no changes, other than those already firmly planned, are introduced.

This information makes it clear that, whilst we have achieved a lot in recent years, we now face a number of challenges, such as:

- A growing population producing more waste each year;
- Funding from central government decreasing each year;
- A falling recycling rate locally and a stalled rate nationally;
- Waste going into the wrong bin A quarter of what we receive in our recycling collections is not recyclable, whilst a quarter of what we receive in our general waste collections is actually recyclable.

### 1.4 What are we aiming for? (see Chapter 6)

The Lincolnshire Waste Partnership vision for this Strategy is:

"To seek the best environmental option to provide innovative, customerfriendly waste management solutions that give value for money to Lincolnshire."

In order to work towards this vision, the Partnership has also developed and agreed a set of high-level objectives, which are key drivers for the delivery of this strategy. In line with the vision, each of these objectives is to be considered in the light of the Partnership's shared values that:

All Objectives should ensure that services provided under the Strategy represent the best possible environmental option which gives value for money for Lincolnshire residents.

The ten objectives are as follows:

Objective 1.	To improve the quality and therefore commercial value of our recycling stream.
Objective 2.	To consider moving towards a common set of recycling materials.
Objective 3.	To consider the introduction of separate food waste collections.
Objective 4.	To explore new opportunities of using all waste as a resource in accordance with the waste hierarchy.
Objective 5.	To contribute to the UK recycling target of 50% by 2020.
Objective 6.	To find the most appropriate ways to measure our environmental performance, and set appropriate targets.
Objective 7.	To seek to reduce our carbon footprint.
Objective 8.	To make an objective assessment of whether further residual waste recovery/disposal capacity is required and, if necessary, seek to secure appropriate capacity.
Objective 9.	To regularly review the LWP governance model in order to provide the best opportunity to bring closer integration and the implementation of the objectives set by the strategy.
Objective 10.	To consider appropriate innovative solutions in the delivery of our waste management services.

### 1.5 How will we get there? (see Chapters 7 & 8)

In order to achieve these objectives, this Strategy will be accompanied by a separate Action Plan detailing what will be done when and by whom. The Action Plan will be reviewed and revised annually to ensure that it remains up to date and addresses any new challenges arising during the lifetime of the Strategy.

Chapter 7 sets out some of the themes which need to be reflected in the action plan:

### Seeing the wider picture

- Developing links with other local authorities
- Engaging with the commercial sector
- Addressing any waste processing capacity gaps

### • Balancing economic and environmental benefits

- Ensuring value for money
- Caring for the environment
- Reviewing what we collect and how
- Getting our messages across
  - o To the Lincolnshire public e.g. What to put in which bin
  - To the national government We need to try to influence national strategy & policy to tie in with our own
  - o To other stakeholders Parish Councils, Environment Agency, etc.

To the commercial sector – To waste producers as well as waste businesses

We will also (as detailed in Chapter 8) need to ensure that we keep working to achieve our objectives throughout the lifetime of this Strategy. This will include:

- Monitoring the strategy Measuring our performance both in existing ways (such as recycling percentage) and in new ways which better reflect how we are doing compared to our strategic objectives.
- Implementing the strategy Ensuring that our work is:
  - Appropriately funded,
  - o Done in partnership across the members of the LWP, and
  - Properly focussed through the use of an action plan.
- **Reviewing the strategy** This will, in line with government guidance, happen at least every five years, and will also need to react to changing circumstances such as the UK's departure from the European Union.

### 1.6 What happens now?

At this stage, it is important to us that we understand what others think about what we are proposing in this Strategy. In view of that, we are now asking for views from:

- Lincolnshire residents;
- Councillors at Parish/Town, District and County level;
- Waste management businesses;
- Neighbouring local authorities; and
- Anyone else with an interest in waste management in Lincolnshire.

This consultation process will last from April to June 2018. During that time, we will be doing our best to make sure we publicise it as widely as possible but, if you know someone who might be interested, please let them know.

In line with our vision for this JMWMS, to choose the "best environmental option" and "give value for money", we believe that it would not be appropriate to print thousands of pages of paper when many people will prefer to read and respond online. Please be assured, however, that we are happy to provide paper copies for anyone who wants them.

### 1.6.1 Reading and Responding Online

For most people, the easiest way to view and to comment on the Strategy is via our dedicated page at the Recycle for Lincolnshire website:

https://www.lincolnshire.gov.uk/recycle-for-lincolnshire/waste-strategy-for-lincolnshire/In addition to the main Strategy document itself, you will also find there further information about the JMWMS

process, and a number of related documents including the draft Environmental Report for the accompanying Strategic Environmental Assessment (SEA).

Your comments are welcomed via the online survey which is also available at the same web address.

### 1.6.2 Reading and Responding In Other Ways

If you would prefer to read a paper copy of the documents, you can view them:

- By visiting the main office of any of the eight LWP Councils; or
- At your local library.

If you would like your own paper copy of any or all of the documents, you can get hold of them:

- By printing them off from our website Although please be aware that the full set of documents is quite large; or
- By post, email or telephone Please either contact any LWP Council using their usual details, or contact the County Council as follows.

Post:	Waste Strategy	
	Lincolnshire County Council	
	Lancaster House	
	36 Orchard Street	
	Lincoln	
	LN1 1XX	
Email:	wastestrategy@lincolnshire.gov.uk	
Telephone:	01522 782070	

### **1.6.3 Reviewing Your Comments**

Once all comments have been received and the consultation process has finished, from July we will consider what final changes need to be made to the Strategy, and each LWP member authority will then adopt it through its own formal processes.

Of course, that is only the first part of the story, as we'll then need to move ahead with working to achieve our objectives.

### 2 Introduction

### 2.1 Background

The Lincolnshire Waste Partnership (LWP) brings together the public bodies within Lincolnshire responsible for collection and disposal of waste, including:

- Seven Waste Collection Authorities (WCA's) Boston Borough Council, City of Lincoln Council, East Lindsey District Council, North Kesteven District Council, South Holland District Council, South Kesteven District Council and West Lindsey District Council;
- One Waste Disposal Authority (WDA) Lincolnshire County Council; and
- One Waste Regulatory Authority The Environment Agency.

This Joint Municipal Waste Management Strategy (JMWMS) provides a strategic framework through which the partners of the LWP can express their shared vision and strategic objectives for the handling of municipal waste. Furthermore, it meets the requirements of the Waste and Emissions Trading Act (2003) to have such a joint strategy.

The LWP's previous Strategy was adopted in 2008, necessitating this review. This new Strategy has been developed as a joint venture between the WDA and the WCA's, with significant commitment from all members of the LWP in order to arrive at a genuinely shared vision and future strategy.

In addition to this main Strategy document, the JMWMS process will produce:

- A Strategic Environmental Assessment (SEA), as required under the Environmental
  Assessment of Plans and Programmes Regulations 2004. The SEA provides a thorough
  environmental assessment of a number of scenarios which can deliver the objectives set by
  the strategy. In accordance with Government guidance, the SEA process, including the
  preparation of an Environmental Report, has been conducted at the same time as
  developing the Strategy; and
- An Action Plan of work to be undertaken to move towards the objectives identified in the Strategy. The intention is to produce an updated Action Plan annually for the lifetime of this Strategy.

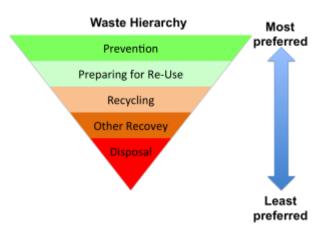
### 2.2 Scope and context

In developing this Strategy, a balance has been sought between reducing costs and "doing the right thing" environmentally. "Doing the right thing" (ideally the "best" thing) involves reference to a number of key documents.

### 2.2.1 The Waste Hierarchy

Article 4 of the revised EU Waste Framework Directive lays down a five-step hierarchy of waste management options which must be applied by Member States in this priority order. In order of preference, these options are shown below in Figure 2-1.

Figure 2-1 The Waste Hierarchy



The Waste Hierarchy helps to encourage a change in thinking so that waste is considered as a resource to be made use of, with disposal being the last resort.

Regulation 12 of the Waste (England and Wales) Regulations 2012 asserts the need for us to consider the Waste Hierarchy in choosing how to handle all our waste streams, so this directs the principles under which our Strategy must be written.

### 2.2.2 UK Policy and Legislation on Waste

This includes the following, further details of which are given in section 3.2 of this Strategy:

- Waste Management Plan for England (2013)
- 25 Year Environment Plan (January 2018)
- Resources and Waste Strategy (due during 2018)

### 2.2.3 Lincolnshire's Previous Waste Strategy (2008)

Lincolnshire's previous Waste Strategy identified 10 key objectives. Considerable progress has been made on some of these over the last decade, including:

Objective 5	To increase progressively the recovery and diversion of biodegradable waste from
	landfill, to meet and exceed the Landfill Directive diversion targets.
Objective 6	To ensure that residual waste treatment supports energy recovery and other
	practices higher up the waste hierarchy.

Through the building of the new Energy from Waste (EfW) facility in Hykeham, which began receiving waste in 2013, we now send less than 5% of our waste to landfill. This reduced our landfill tonnage so much that we achieved our 2020 Landfill Directive diversion target as soon as the EfW was in full operation, and we have continues to achieve that target in every year since then.

Our EfW facility also ensures that our residual waste is treated higher up the waste hierarchy than landfill.



Objective 7	To deliver best value for money waste management services, addressed on a
	countywide basis.

The lifetime of our 2008 Strategy has coincided with a period of unprecedented cuts to the funding which local authorities receive from national government. The LWP authorities have achieved large budget savings during this time, but have continued to provide a high level of service to the public.

Whilst our previous objectives were considered in developing this new Strategy, it is important to note that:

- Some of those objectives have already met e.g. Objective 5 as described above.
- The new Strategy needs to reflect the changing political landscape e.g. Financial austerity and "Brexit".
- Changing the focus may help to renew the impetus and impact which have been lost as the previous Strategy has aged.

### 2.3 What does the waste strategy cover?

This Strategy is intended to fulfil the duty, under the Waste and Emissions Trading Act (2003) that:

"The waste authorities for a two-tier area must... have for the area a joint strategy for the management of... waste from households, and... other waste that, because of its nature or composition, is similar to waste from households"

In preparing this Strategy, in order to ensure a holistic approach and to identify possible synergies, the process also needs to take into account links between:

- The Waste Strategy as a whole and the LWP partner authorities' strategic approach to other related matters, including (but not limited to):
  - o Other environmental matters (e.g. Natural Environment Strategy)
  - Public health
  - Economic growth (e.g. Development Plans) Particularly as this can result in waste growth.
- Our Waste Strategy and those of neighbouring local authorities, and
- Each individual Objective and all other Objectives within the Strategy.

### 3 What are the key legislative drivers?

This chapter outlines the main legal requirements for waste management that the Partnership has either already met or will need to meet as new legislation and requirements are introduced. It then considers the legislation regarding planning for any new waste management facilities and services that may be required to enable the Partnership to meet its future targets.

### 3.1 European waste policy and legislation

The European Union is currently the major source of environmental legislation and guidance in relation to the management of waste. Whilst, in the longer term, Brexit is likely to see the UK diverge from EU waste policy and legislation, the UK Government have indicated a desire to continue to comply for the foreseeable future.

A number of European Directives have been introduced which aim to increase levels of recycling and recovery, and thus reduce the amount of waste which is landfilled. A fuller list can be found in Appendix A, but the main EU drivers for the LWP's strategic thinking are:

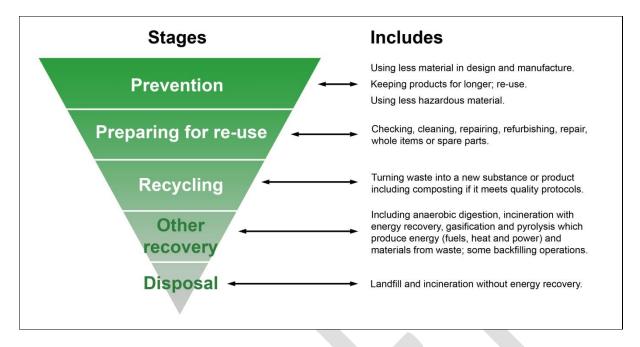
- Revised Waste Framework Directive (2008/98/EC)
- Landfill Directive (1999/31/EC)
- Circular Economy Package (upcoming)

#### 3.1.1 Waste Framework Directive

The main area of European legislation that this waste strategy has to consider is the revised Waste Framework Directive. This Directive establishes the fundamental principles for waste management in Europe, which must be reflected in National, Regional and Local Strategies. The key principles include:

- 50% recycling by 2020 The UK government is committed to meeting this target for the recycling of "waste from households". However, it should be noted that the definition of this differs from that of the former headline National Indicator 192. Indeed, different EU member states measure this in a variety of ways, and the LWP has joined others in lobbying the UK government to consider including the recycling of Incinerator Bottom Ash (IBA) which would considerably boost the LWP's reported recycling rate. Further information regarding this can be found in section 5.5 of this Strategy.
- Separate collections of recyclables Authorities are required to have separate collections of paper, metal, plastic and glass:
  - "Where necessary... to ensure that waste undergoes recovery operations... and to facilitate or improve recovery"; and
  - "if technically, environmentally and economically practicable" (or "TEEP" for short).
- The Waste Hierarchy This provides a framework of how sustainability in waste management can be increased progressively. The aim is to move up the waste hierarchy by significantly reducing reliance on landfill, ideally through waste reduction, but also through increased recycling, reuse, composting and recovery.

Figure 3-1 The Waste Hierarchy



#### 3.1.2 Landfill Directive

The Landfill Directive aims to prevent, or minimise, the negative effects on both the environment and human health caused by landfilling of wastes. It set targets for reductions in the tonnage of Biodegradable Municipal Waste sent to landfill.

The UK Government responded both by setting equivalent targets (under the Landfill Allowance Trading Scheme, LATS) for each local authority, and by increasing the cost of landfill through an escalating rate of Landfill Tax. Whilst the LWP's development, under its previous Waste Strategy, of an energy from waste facility brought us well within our LATS targets, the reduction of our Landfill Tax bill through minimised landfilling remains a key driver.

### 3.1.3 Circular Economy Package

As stated on the European Commission website<sup>1</sup>:

The European Commission has adopted an ambitious new Circular Economy Package to help European businesses and consumers to make the transition to a stronger and more circular economy where resources are used in a more sustainable way.

The proposed actions will contribute to "closing the loop" of product lifecycles through greater recycling and re-use, and bring benefits for both the environment and the economy. The plans will extract the maximum value and use from all raw materials, products and waste, fostering energy savings and reducing Green House Gas emissions.

Whilst the CEP has yet to be passed into EU law, and Brexit makes it uncertain whether it will be enforced in the UK, the current proposal is for a number of challenging targets including recycling of

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<sup>&</sup>lt;sup>1</sup> https://ec.europa.eu/commission/priorities/jobs-growth-and-investment/towards-circular-economy\_en

55% of municipal waste by 2025, 60% by 2030 and 65% by 2035. In developing our future strategy it is important to consider the implications should the UK government decide to adopt such targets.

Information on the other relevant EU legislation that the Strategy has to consider can be found in Appendix A.

### 3.2 National waste policy and legislation

Much of the UK's waste legislation transposes the above EU legislation. It is currently unclear how Brexit will affect UK legislation in the future, but the UK Government have expressed a desire initially to retain EU-related waste legislation.

Another element of uncertainty surrounds the UK Government's long-anticipated 25 Year Environment Plan which was published in January 2018. Whilst the Plan contains, as described below, some pledges on waste, the promised new Resources and Waste Strategy is anticipated to arrive after the adoption of this Lincolnshire Strategy.

### 3.2.1 Waste Management Plan for England

The 2013 Waste Management Plan for England sets out a number of strategic priorities which need to be taken into account in this Strategy for Lincolnshire. These include:

- Implementing the Waste Hierarchy.
- Measures to promote high quality recycling.
  - The Waste (England and Wales) Regulations 2011, transposing the revised EU Waste Framework Directive, require the separate collection of waste paper, metal, plastic and glass from 2015 onwards wherever separate collection is necessary to get high quality recycling, and is practicable.
  - The Waste and Resources Action Programme (WRAP), will advise local authorities and others, including on best practice in collections.
  - The introduction of Regulations relating to Material Recovery Facilities (MRFs), including mandatory sampling weights and frequencies for inputs and outputs.
- Separate collection of biowaste.
  - The Government has identified anaerobic digestion as the best technology currently available for treating food waste.

#### 3.2.2 UK 25 Year Environment Plan

The government's 25 Year Environment Plan<sup>2</sup> was published in January 2018. On the subject of waste it included, on page 29, the following commitment.

We will minimise waste, reuse materials as much as we can and manage materials at the end of their life to minimise the impact on the environment. We will do this by:

<sup>&</sup>lt;sup>2</sup> https://www.gov.uk/government/uploads/system/uploads/attachment\_data/file/673203/25-year-environment-plan.pdf

- Working towards our ambition of zero avoidable waste by 2050
- Working to a target of eliminating avoidable plastic waste by end of 2042.
- Meeting all existing waste targets including those on landfill, reuse and recycling and developing ambitious new future targets and milestones.
- Seeking to eliminate waste crime and illegal waste sites over the lifetime of this Plan, prioritising those of highest risk. Delivering a substantial reduction in litter and littering behaviour.
- Significantly reducing and where possible preventing all kinds of marine plastic pollution in particular material that came originally from land.

The Plan includes a statement (page 85) that Defra will be:

Publishing a new Resources and Waste strategy in 2018 aimed at making the UK a world leader in resource efficiency. It will set out our approach to reducing waste, promoting markets for secondary materials, incentivising producers to design better products and how we can better manage materials at the end of life by targeting environmental impacts.

It is currently anticipated that this Resources and Waste strategy will be released in October 2018. Our Strategy Action Plans for future years will need to take this new national strategy into account, particularly with regard to any specific targets which are set.

### 3.2.3 National Planning Policy

The National Planning Policy Framework (NPPF), introduced in March 2012, sets out the Government's overarching planning policies for England. This is supported by online Planning Practice Guidance. The overarching aim of the NPPF is to achieve sustainable development by ensuring economic, social and environmental gains are sought jointly and simultaneously through the planning system. At the centre of this is a presumption in favour of sustainable development. The NPPF must be taken into account in the preparation of development plan documents, and is a material consideration in planning decisions. However, whilst the NPPF includes both general policies and specific policies, the specific policies do not extend to waste. Instead, these are set out in the National Planning Policy for Waste (NPPW) (October 2014).

The NPPW sits alongside the National Waste Management Plan (December 2013) and sets out the national framework for planning for waste management. It outlines the planning system's key roles in delivering the new facilities that are essential for implementing sustainable waste management and protecting the environment and human health. The emphasis is on delivering sustainable development, driving waste up the hierarchy, seeing waste as a resource and disposal as the last option.

### 3.2.4 Other National Strategies

The UK Government has set out several other Strategies which include elements relating to waste management.

- The Industrial Strategy sets out plans:
  - For "moving towards a regenerative circular economy";
  - o To "take further measures to strengthen the markets for secondary materials"; and

- o To further develop the "Midlands Engine".
- The Clean Growth Strategy Includes, under the heading "Enhancing the Benefits and Value of Our Natural Resources", proposals to:
  - "Work towards our ambition for zero avoidable waste by 2050, maximising the value we extract from our resources, and minimising the negative environmental and carbon impacts associated with their extraction, use and disposal";
  - "Publish a new Resources and Waste Strategy";
  - "Explore new and innovative ways to manage emissions from landfill"; and
  - "Invest £99 million in innovative technology and research for agri-tech, land use, greenhouse gas removal technologies, waste and resource efficiency".

### 3.3 The Lincolnshire Minerals and Waste Local Plan (MWLP)

The County Council has produced the Lincolnshire Minerals and Waste Local Plan under its statutory duties as the Mineral and Waste Planning Authority for the County. Planning law requires that all applications for planning permission for waste development must be determined in accordance with this plan unless material considerations indicate otherwise. This plan is comprised of two parts, each forming a development plan document:

- the Core Strategy and Development Management Policies (CSDMP) document (adopted on 1
  June 2016) which sets out the key principles to guide the future extraction of minerals and
  the form of waste management development in the County up to 2031, together with the
  development management policies against which applications for those types of
  development will be assessed; and
- the site Locations document (adopted on 15 December 2017), which includes specific proposals and policies for the provision of land for mineral and waste development.

The Strategic Objectives of the plan include:

- protecting the environment and local communities from the negative impacts of waste development, reducing residual impacts and delivering improvements where possible, and ensuring new facilities include high standards of design and layout, sustainable construction methods, good working practices and environmental protection measures;
- through prioritising the movement of waste up the waste hierarchy, minimising greenhouse gas emissions by reducing reliance on landfill, maximising opportunities for the re-use and recycling of waste, facilitating new technologies to maximise the renewable energy potential of waste as a resource, and promoting the use of carbon capture technology; and
- delivering adequate capacity for managing waste more sustainably when it is needed; and ensuring waste is managed as near as possible to where it is produced.

In relation to waste, the plan is based on directing new waste facilities, including extensions, to areas in and around the County's main settlements (Lincoln, Boston, Grantham, Spalding, Bourne, Gainsborough, Louth, Skegness, Sleaford and Stamford) where the highest levels of waste are expected to be generated. The strategy does, however, recognise that some developments are likely

to be developed outside these areas, including biological treatment of waste including digestion and open-air windrow composting.

The plan identifies, through the site Locations document, locations for a range of new or extended waste management facilities to meet the predicted capacity gaps for waste arisings in the County for the period up to and including 2031. This will involve the building of waste management facilities for recycling and an energy from waste facility mainly for the management of commercial, industrial, construction and demolition waste. The plan identifies that facilities for the management of the county's Local Authority Collected Waste are already in place, with any future needs relating to replacement facilities. There is no requirement for further landfill facilities. The need for specialised thermal treatment and hazardous landfill would continue to be met by national facilities outside the county. The plan also safeguards waste management facilities from redevelopment to non-waste uses or from the encroachment of incompatible development.

The plan makes provision to meet the requirement for waste facilities through one site specifically allocated and safeguarded for waste development, and 16 areas (industrial areas) where waste uses are considered acceptable alongside other industrial and employment uses (providing flexibility and choice).

To sum up, the Lincolnshire MWLP provides the spatial context and locational criteria for new waste facilities covering all waste streams. Whilst it sets out the predicted requirement for new facilities, this is only indicative and is used to ensure that sufficient land is available for new waste facilities to meet the capacity gaps. In practise, the LMWLP has allocated far more land for future waste management than will be required in order to allow flexibility. The LWP will therefore need, particularly in considering the need for the development of new waste management facilities, to refer to the Lincolnshire MWLP.

### 3.4 Relationship with Neighbouring Authorities

The implementation of this strategy, particularly in the development of the accompanying Action Plan, will need to take into account the waste management actions and strategies of our neighbouring authorities. In view of this, we will be specifically writing to each of those authorities as part of the public consultation process, asking them for any information which they think it would be helpful for us to take into account. Their responses will be listed in Appendix A of our finalised JMWMS.

### 4 How has the strategy been developed?

### 4.1 Background

The previous Joint Municipal Waste Management Strategy for Lincolnshire was published in June 2008.

That Strategy was compiled by following Government guidance on waste management strategies and assessed in accordance with the ODPM guidance 'A Practical Guide to the Strategic Environmental Assessment Directive' (2005).

The Lincolnshire Waste Partnership has identified that a new joint waste strategy and a SEA are required.

### 4.2 Development of a new waste strategy

The development of this new strategy has also made use of the 2005 guidance from the Office of the Deputy Prime Minister (ODPM). Although this is no longer available online, it is still generally considered to be the most recent government guidance on the subject.

The guidance sets out three questions which should be answered in developing a Waste Strategy. We have addressed each of these questions as described below.

### 4.2.1 "Where are we today?"

Chapter 5 summarises the services currently provided by each of the LWP authorities. It also includes an analysis of the quantities of each waste stream and material being handled, and a forecast of future waste quantities.

### 4.2.2 "Where do we want to get to and when?"

The ODPM guidance describes this as "the objectives for how waste will be managed more sustainably in the future". Chapter 6 sets out the LWP's shared objectives, developed and agreed through a series of workshops and meetings early in the Strategy process. Chapter 6 also addresses the main challenges facing the LWP during the period covered by this Strategy.

### 4.2.3 "What do we need to do to get there?"

Chapter 7 gives an overview of the actions identified by the Partnership as being needed to achieve the objectives of this Strategy. It essentially sets out a 'route map' showing how those objectives will be achieved.

The necessary actions have been set out in more detail in an Action Plan for the first year of the life of this Strategy. This includes details of:

· who will need to do what? and

• by when?

In order to ensure that the Action Plan continues to deliver in future years, a revised version will be produced annually. This will respond to any changes in the ongoing quantity and composition of waste, as well as to any other necessary factors.

## 4.3 Strategic Environmental Assessment

The Department for Environment, Food & Rural Affairs' (Defra) "Guidance on Municipal Waste Management Strategies" states that "as a minimum the Strategy should undergo a Strategic Environmental Assessment (SEA)."

In general, SEA permits analysis of all draft Strategy provisions against a series of environmental objectives. The aim is to ensure the effects of the Strategy are positive with regard to the County's environmental features. Any significant adverse effects identified must be avoided, remedied or mitigated.

In view of this an SEA has been undertaken in parallel with the Strategy process, with both documents feeding into each other as appropriate. The SEA was completed in line with:

- Environmental Assessment of Plans and Programmes Regulations' (SI 2004/1633) 'SEA Regulations'
- Government Guidance on SEA and SA: https://www.gov.uk/guidance/strategicenvironmental-assessment-and-sustainability-appraisal

This will include several stages of consultation, initially with statutory consultees (Natural England, Historic England and the Environment Agency) and then alongside public consultation on this Waste Strategy.

## 4.4 Stakeholder Engagement

In addition to the statutory consultation for the SEA, the Defra guidance on Waste Strategies makes it clear that engaging with various stakeholders is vital to the development of an effective Strategy. Our Strategy process has involved this in a number of ways including the following.

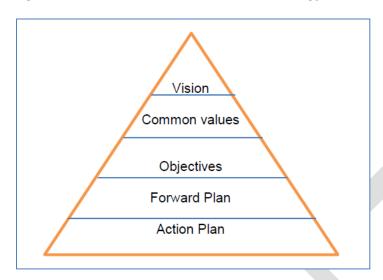
#### 4.4.1 LWP Authorities

The overall objectives and initial proposals for a way to work towards them were developed jointly by the eight authorities of the LWP. This was achieved by holding two workshop sessions in July 2017. Those sessions were facilitated by an independent chair in order to ensure that the views of all partners were captured and given an equal footing.

Full details of the workshops and their outputs can be seen in Appendix B.

Amongst other things, the workshops established an overall framework for how the format of the strategy would lead from the overarching "Vision" to specific practical actions in an "Action Plan".

Figure 4-1 Overall structure of the Waste Strategy



Further engagement with all LWP partners will continue throughout the Strategy process, including with the formal scrutiny and adoption of the documents at the end.

#### 4.4.2 Public Consultation

This version of the Strategy has been prepared as a "consultation draft" to be shared with the public and other stakeholders. This allows them to comment upon the draft versions of the Strategy and its accompanying Strategic Environmental Assessment (SEA) and Action Plan. The final version of each of those documents will reflect the feedback received from this consultation process.

Further details of the results of the consultation process will be added as Appendix C in the final Strategy.

# 5 Where are we today?

Before deciding what we want to achieve in the future, and of how we are going to do so, it is essential that we have a proper understanding of our current services and of what waste we are likely to need to deal with during the period covered by this Strategy.

This chapter provides a summary of the necessary baseline information including:

- An analysis of the nature and performance of existing services;
- The impact of any service changes already firmly planned (if any);
- Projections of future waste quantities; and
- The impact of changes in waste quantities on overall performance if no changes, other than those already firmly planned, are introduced.

## 5.1 Demographics

Within the East Midlands Region, Lincolnshire is the largest County covering 592,075 hectares, and the fourth largest in England covering 5% of England.

The following information on the population of Lincolnshire all comes from the Lincolnshire Research Observatory website<sup>3</sup>.

As at the 2011 Census:

- Lincolnshire is a large and sparsely populated county. In England 18% of the population live in rural areas, that is in towns of less than 10,000 people, in villages, hamlets or isolated dwellings. In Lincolnshire the figure is 48%.
- Lincolnshire is home to 306,971 households. The average household is made up of 2.32 persons, similar to the figure of 2.27 for England as a whole.
- Lincolnshire has an ageing population with nearly 21% of its population being over 65 years of age compared to the England figure of just over 16%, with East Lindsey having the highest proportion at 26%.

The population of Lincolnshire grew by over 10% between 2001 and 2011, which is faster than the figure for England of just under 8%. As can be seen in Table 5-1, however, estimates indicate that Lincolnshire's population only grew by a further 4.3% between 2011 and 2016, just below the national rate for England. Most of our WCA's saw growth between 4.6% and 5.1% (i.e. above the national average) during that same period, but it should be noted that population growth in East Lindsey was significantly lower.

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<sup>&</sup>lt;sup>3</sup> http://www.research-lincs.org.uk/Population.aspx

**Table 5-1 Population estimates** 

Area	2011 Census	2016 Mid Year Estimate	Growth
Boston BC	64,637	67,600	4.6%
City of Lincoln	93,541	97,800	4.6%
East Lindsey DC	136,401	138,400	1.5%
North Kesteven	107,766	113,300	5.1%
DC			
South Holland DC	88,270	92,400	4.7%
South Kesteven	133,788	140,200	4.8%
DC			
West Lindsey DC	89,250	93,700	5.0%
Lincolnshire	713,653	743,400	4.2%
England	53,012,456	55,268,100	4.3%

Forecasts are that population growth for Lincolnshire going forwards (12% higher in 2039 than in 2016) will continue to be a little lower than the average for England. It should be noted, however, that this official estimate doesn't take into account specific housing developments, and the expectation is that the population will grow by more than this. Either way, these extra people are likely to produce a significant amount of additional waste which the LWP will need to collect and dispose of.

## 5.2 Waste arisings

#### 5.2.1 UK arisings summary

Defra's report "UK Statistics on Waste"<sup>4</sup> (published December 2016) included the following key points regarding the national situation:

- UK generation of commercial and industrial (C&I) waste was 27.7 million tonnes. This has fallen from 32.8 million tonnes in 2012.
- The UK generated 202.8 million tonnes of total waste in 2014. Over half of this (59.4 per cent) was generated by construction, demolition and excavation, with households responsible for a further 13.7 per cent.

Clearly, household waste is only a relatively small proportion of overall waste, and needs to be considered the light of the wider picture.

## 5.2.2 Current Local Authority Collected Waste (LACW)

As a predominantly rural county, the largest waste stream in Lincolnshire comes from agricultural services which, according to the Waste Needs Assessment produce for the Lincolnshire Minerals and

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<sup>4</sup> https://www.gov.uk/government/statistics/uk-waste-data

Waste Local Plan (Site Locations Document)<sup>5</sup>, represents some half of the total waste stream. In comparison, LACW represents around 10% of the total waste arisings in the county.

It should be noted that whilst the County Council is required to consider all waste streams in the development of its Minerals and Waste Local Plan, agricultural waste is largely dealt with at source rather than requiring the County Council's attention in its role as Waste Planning Authority. Furthermore, the Waste and Emissions Trading Act 2003<sup>6</sup> states in Section 32(1), in defining the duty to have a Joint Municipal Waste Management Strategy, that this Strategy should only cover the management of:

- (a) waste from households, and
- (b) other waste that, because of its nature or composition, is similar to waste from households.

Thus, in being prepared by the local authorities of the Lincolnshire Waste Partnership this Strategy, by definition, focuses on Local Authority Collected Waste (LACW), which can include waste from the following sources (as defined in the Controlled Waste Regulations):

- Waste from households This makes up the vast majority of LACW;
- Other "household waste" e.g. From schools and hospitals;
- Some waste from commercial premises (such as shops, offices and restaurants); and
- **Some** waste from construction and demolition (C&D) activities.

Table 5-2 shows the breakdown of LACW across Lincolnshire, with 355,849 tonnes arising in 2016/17 of which around 97% is household waste.

Table 5-2 Summary of Local Authority Collected Waste (LACW) in Lincolnshire 2016/17

Sources: Collection (purple) = County Council Waste Data Management System; Disposal (orange) = Wastedataflow<sup>7</sup>

Waste Stream	2016/17 (Tonnes)	% of Total Waste Stream
Local Authority Collected Waste	368,777	
Waste collected at kerbside by WCA's	281,456	76.3% of LACW
Other waste collected by WCA's <sup>i</sup>	17,158	4.7% of LACW
Waste collected at HWRC's	69,511	18.8% of LACW
Other LACW <sup>ii</sup>	652	0.2% of LACW
Total Household Waste collectediii	355,191	96.3% of LACW
Total Household Waste disposed of iii	355,403	
Household Waste reused, recycled or composted	165,228	46.5% <sup>iv</sup> of <b>Household Waste</b> Disposal
Household Waste sent for energy recovery	175,350	49.3% of <b>Household Waste</b> Disposal
Household Waste landfilled	14,825	4.2% of <b>Household Waste</b> Disposal

*i – Includes street sweepings, litter, bring banks, trade waste, etc.* 

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ii – Largely consists of waste from charities for which the WDA provides disposal.

iii – Totals collected and disposed of differ due to changes in stock levels at Waste Transfer Stations.

iv – Differs slightly from our official recycling rate of 46.7% due to a small difference in calculation method.

<sup>&</sup>lt;sup>5</sup> http://uk.sitestat.com/lincolnshire/lincolnshire/s?Home.residents.environment-and-planning.planning-and-development.minerals-and-waste.site-locations-

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<sup>&</sup>lt;sup>6</sup> http://www.legislation.gov.uk/ukpga/2003/33/contents

<sup>&</sup>lt;sup>7</sup> http://www.wastedataflow.org/

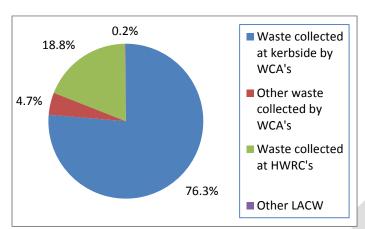
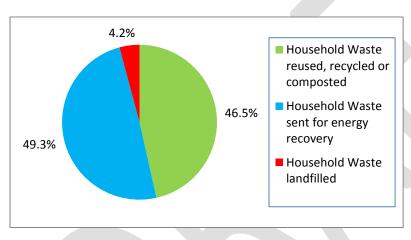


Figure 5-1 Sources of LACW in 2016/17

Figure 5-2 Destinations of Household Waste in 2016/17



## 5.2.3 Waste growth

As was reported in the LWP's previous Waste Strategy, between 2000/01 and 2006/07 the total tonnage of Local Authority Collected Waste (LACW) in Lincolnshire rose from 322,715 to 365,537, an increase of over 13%. Table 5-3 below, however, shows that between 2007/08 and 2015/16 there was little overall change in either total LACW or in Household Waste, although there appears to have been a significant rise in 2016/17. It should also be noted that there can be significant variation between successive years.

Table 5-3 Waste growth trends in Lincolnshire between 2007 and 2017

Source: Wastedataflow<sup>8</sup>

	Municipal Waste		Household	
Year	(Tonnes)	% Change	Waste	% Change
2007/08	352,123		338,676	
2008/09	359,798	2.18%	348,280	2.84%
2009/10	349,784	-2.78%	336,893	-3.27%

<sup>8</sup> http://www.wastedataflow.org/

	Municipal Waste		Household	
Year	(Tonnes)	% Change	Waste	% Change
2010/11	355,209	1.55%	341,886	1.48%
2011/12	349,736	-1.54%	336,073	-1.70%
2012/13	345,232	-1.29%	335,028	-0.31%
2013/14	346,795	0.45%	335,216	0.06%
2014/15	354,503	2.22%	342,132	2.06%
2015/16	355,849	0.38%	343,574	0.42%
2016/17	366,947 <sup>i</sup>	3.12%	353,819 <sup>ii</sup>	2.98%
Overall C	hange (since 07/08)	4.21%		4.47%

i – The definition of Municipal Waste differs slightly from LACW, so this total is different to that in Table 5-2. ii – This is the official total, but it is unclear why this differs from the total in Table 5-2 which is the sum of the weights sent to each disposal method.

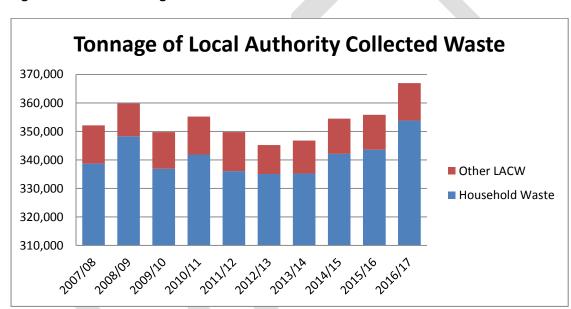


Figure 5-3 Annual Tonnage of LACW in Lincolnshire

Whilst, as has already been said, the total tonnage has been very erratic from year to year, there are some conclusions which can be drawn:

- Total tonnage fell for several years to 2012/13, possibly due to the economic downturn making the public less likely to throw things away.
- There has been an upturn in recent years, possibly as the economy picks up again.

In view of the most recent upward trend, and ongoing population growth, it is considered prudent to forecast that LACW arisings will continue to grow. This is in line with the forecasts in the Waste Needs Assessment that accompanies the Lincolnshire Minerals and Waste Local Plan<sup>9</sup> which suggests that LACW tonnages will grow as shown in Table 5-4.

<sup>&</sup>lt;sup>9</sup> http://uk.sitestat.com/lincolnshire/lincolnshire/s?Home.residents.environment-and-planning.planning-and-development.minerals-and-waste.site-locations-

The forecasts consist of a two part assumption:

- 1) That the population will grow by 0.66% per annum; and
- 2) That each person will produce more waste each year.

Whilst the second part may seem a pessimistic assumption, in 2016/17 the average Lincolnshire household did indeed produce 0.5% more household waste than in the previous year.

Table 5-4 LACW growth scenario from Lincolnshire Minerals and Waste Local Plan

	2016 to 2020	2021 to 2031
Population growth	0.66% per annum	0.66% per annum
Waste per head growth	0.5% per annum	0.25% per annum
Total Growth	1.16% per annum	0.91% per annum

These increases are small for any given year, but would represent an increase of over 15%, or around 50,000 tonnes of extra household waste <u>each year</u> by 2031.

## 5.3 Waste composition

In order to assess the effectiveness of our current waste management services, it is crucial to identify the total quantities collected of each type of waste. Whilst this is relatively simple for separately-collected waste types (e.g. paper in bring banks), the full picture can only be seen by assessing the composition of streams of mixed waste including all of those listed below in Table 5-5.

Ideally, the composition of each of these streams should be identified through detailed analysis of representative samples of real waste which has been collected. However, to do this for all streams would be impractical, so their composition has been measured as follows.

Table 5-5 Method of assessing composition of each mixed waste stream

Waste stream	Composition assessed by
Kerbside-collected mixed dry recyclables	Regular sampling and analysis in line with Materials Recycling Facility (MRF) Code of Practice
Kerbside-collected residual/general waste	One-off sampling and analysis undertaken in September 2017
HWRC-collected residual/general waste	Use of Defra-compiled national average figures for HWRC residual waste (most recent available is for 2010/11)
Other streams of mixed waste (e.g. flytipping)	Use of Defra-compiled national average figures for the most appropriate category listed (most recent available is for 2010/11)
Separately-collected (e.g. paper in bring banks)	Composition is known as there is usually only one type of waste in each collection

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## 5.3.1 Kerbside-collected mixed dry recyclables (MDR)

The composition of this waste stream is well known as the Materials Recycling Facility (MRF) Code of Practice requires our MRF contractor to undertake regular sampling and analysis of the material both going into and coming out of their sorting processes.

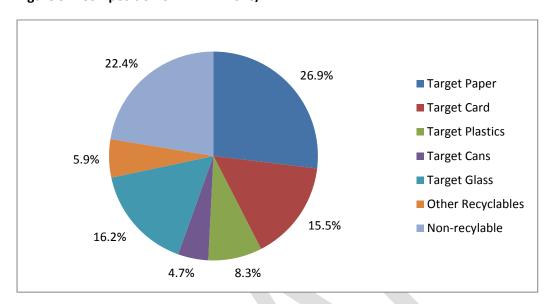


Figure 5-4 Composition of MDR in 2016/17

Figure 5-4 summarises the sampling data for 2016/17 and shows that of the total tonnage collected:

- Around 72% was "target" recyclables This is what the LWP has asked the public to put into the kerbside recycling collections.
- Around 6% was other recyclables Whilst not on the specified list, our current MRF contractor is able to recycle these as well. However, this may not be recyclable at all MRF's.
- Over 22% was not recyclable This should not be in these collections, and needs addressing through this Strategy.

## 5.3.2 Kerbside-collected residual/general waste

Since this one waste stream makes up around 40% of the total waste collected by the LWP, a sampling exercise was undertaken in September 2017 to establish what materials are contained in it. This involved using socio-economic data to identify an individual round in each WCA area which represented, as closely as possible, that Council's area as a whole. A random sample of waste from each of those seven rounds was then analysed.

Figure 5-5 shows the data for the County as a whole. The percentages were calculated by multiplying the figures for each WCA by the total tonnage they collected in 2016/17 since those collecting a higher tonnage collect a higher proportion of the overall waste stream.

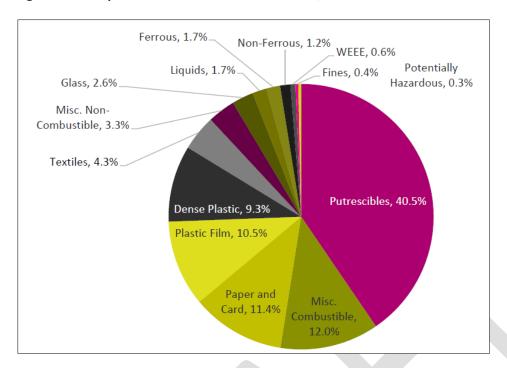


Figure 5-5 Composition of Residual Waste in 2016/17

More detailed headlines from the sampling exercise were that the overall composition includes:

- Around 15% home-compostable food e.g. Vegetable peelings;
- Around 13% other food e.g. cooked food, meat and dairy products; and
- Nearly 20% materials which the LWP already collect at kerbside either for recycling or composting.

## 5.3.3 Overall composition

Combining data from all these individual waste streams, Table 5-6 summarises the calculated overall composition of the waste collected by each of the main methods during 2016/17. Table 5-6 also shows the overall composition of all LACW in 2016/17, calculated by adding all the mixed-stream totals to the quantities of each waste type collected separately (e.g. from bring banks). For consistency, the waste type groups listed are those used in the 2017 kerbside residual waste sampling exercise.

Table 5-6 Tonnage of each waste type collected by each method in 2016/17

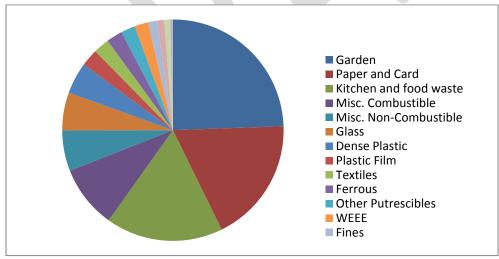
	Kerbside	Household	Other	TOTAL	% of Local
	Collections <sup>i</sup>	Waste	Local	Local	Authority
		Recycling	Authority	Authority	Collected
		Centres	Collected	Collected	Waste
			Waste	Waste	
Card	17,214	2,025	616	19,855	5.4%
Paper	34,022	1,105	899	36,026	9.8%
Plastic Film	17,911	642	335	18,889	5.1%
Dense Plastic	22,174	3,339	476	25,990	7.0%
Textiles	7,202	1,774	619	9,595	2.6%

	Kerbside	Household	Other	TOTAL	% of Local
	Collections <sup>i</sup>	Waste	Local	Local	Authority
		Recycling	Authority	Authority	Collected
		Centres	Collected	Collected	Waste
			Waste	Waste	
Glass	16,003	803	3,227	20,033	5.4%
Ferrous	5,323	2,603	177	8,102	2.2%
Non-Ferrous	3,583	1,074	139	4,796	1.3%
Misc. Combustible	19,730	17,847	785	38,362	10.4%
WEEE	1,025	5,084	115	6,223	1.7%
Potentially Hazardous	521	1,520	118	2,159	0.6%
Misc. Non-Combustible	5,556	12,850	4,999	23,404	6.3%
Kitchen and Food Waste	46,489	506	1,039	48,035	13.0%
Garden Waste	67,356	17,812	1,954	87,123	23.6%
Other Putrescibles	13,913	319	155	14,386	3.9%
Fines	591	195	2,018	2,804	0.8%
Liquids	2,859	0	731	3,590	1.0%
TOTALS	281,472	69,498	18,402	369,372	

*i* – Includes collections of residual, recyclables and garden waste.

Figure 5-6 shows the overall composition of LACW from 2016/17 with the waste types ordered from highest to lowest percentage.

Figure 5-6 Overall composition of LACW in 2016/17



Points to note regarding all the above data include that:

- Between them, kerbside collections and HWRC's account for around 95% of our LACW, so the composition of other streams hasn't been examined in detail.
- The largest waste type which is <u>not</u> currently collected for recycling or composting is kitchen and food waste. Details of what proportion of each waste type (including what is collected mixed in with general waste) is currently recycled or composted is shown in section 5.5.

## **5.4 Current Waste Management**

The current waste management infrastructure needs to be reviewed to provide a baseline on which to develop the Waste Strategy. This review focuses on:

- Waste collection services
- Waste transfer and logistics
- Recycling and composting arrangements
- Treatment and disposal of residual waste
- Existing contracts for all of the above
- Service performance measures
- Current waste management costs

#### **5.4.1 Waste Collection Services**

Within Lincolnshire it is the district, borough and city councils (as WCAs) that have the responsibility to collect waste from households, and the County Council (the WDA) that has the responsibility to dispose of it, as well as to operate HWRCs.

## Kerbside collections - collections by/for WCAs

Table 5-7 below provides a summary of the current kerbside collection services offered by each WCA.

All authorities that are using wheelie bins for their residual waste collection have a "no side waste policy" in place. This means that, apart from specific exceptions (e.g. just after Christmas), residents are not allowed to place other wastes (e.g. sacks) alongside their wheelie bins. South Holland operates a sack collection system and will collect side waste.

It should be noted that, as part of Defra's consistency agenda, WRAP are seeking to establish whether a national standard set of bin colours would help to make things clearer for the public and thus increase recycling rates<sup>10</sup>. In view of this, any consideration of a more standardised approach for Lincolnshire should take account of the feedback from that work.

<sup>&</sup>lt;sup>10</sup> https://www.letsrecycle.com/news/latest-news/wrap-consults-on-national-colour-scheme-for-bins/

## Table 5-7 Kerbside collection services offered by each Waste Collection Authority (WCA)

The following indicates the service provided to the <u>majority</u> of households by each WCA. Colour shading shows the colour of bin provided for each service.

Unless otherwise stated, collections are provided using a wheelie bin and fortnightly/alternate weekly collections (AWC).

Waste Collection Authority	Residual Waste	Mixed Dry Recyclables	Green Waste
Boston Borough Council	AWC in 240 litre bins	AWC in 240 litre bins	AWC in 240 litre bins
			Charged service
			No service in Winter
City of Lincoln Council i	AWC in 240 litre bins	AWC in 240 litre bins	AWC in 240 litre bins
			Charged service
East Lindsey District Council	AWC in 180 litre bins	AWC in 240 litre bins	AWC in 240 litre bins
	(240 litre for larger families)		Charged service
			Reduced service in Winter
North Kesteven District Council ii	AWC in 240 litre bins	AWC in 240 litre bins <sup>iii</sup>	AWC in 240 litre bins
			Charged service
South Holland District Council	Weekly collection in sacks	Weekly collection in sacks	AWC in 240 litre bins
			Charged service
			Two year pilot for 2016/17 & 17/18
South Kesteven District Council	AWC in 240 litre bins	AWC in 240 litre bins	AWC in 240 litre bins
			Charged service
West Lindsey District Council	AWC in 180 litre bins	AWC in 240 litre bins	AWC in 240 litre bins
	(240 litre for larger families)		No charge
			No service in Winter

i – City of Lincoln have alternative arrangements for higher-density inner city areas, using 140 litre bins, communal bins or sacks as appropriate, some of which (mainly residual waste) are collected weekly.

ii – North Kesteven – Since 2009 new builds receive, as standard, a 180 litre bin for residual waste and a 360 litre bin for mixed dry recyclables.

iii – Black wheelie bin with green lid

**Table 5-8 Current Collection Contract Arrangements** 

WCA	How collections are provided	
Boston BC	Service provided in-house	
City of Lincoln	Contract with Biffa	
East Lindsey DC	Service provided in-house	
North Kesteven DC	Service provided in-house	
South Holland DC	Service provided in-house	
South Kesteven DC	Service provided in-house	
West Lindsey DC	Service provided in-house	

Every household in every WCA area receives a residual waste collection. Table 5-9 summarises the number of households in each WCA area that are currently provided with kerbside recycling and green waste collections.

Table 5-9 Households receiving recycling/green waste kerbside collection in 2016/17

	Boston	East	Lincoln	North	South	South	West
	DOSTOIL	Lindsey	LITICOTT	Kesteven	Holland	Kesteven	Lindsey
Dwelling Stock	29,050	67,660	44,710	49,660	39,760	62,460	42,350
Number of HH – dry recyclables	29,050	67,150	44,710	49,660	39,760	62,460	42,350
Number of HH – green waste <sup>i</sup>	11,634	33,000	16,661	30,894	3,155	28,565	39,350

i – Green waste collection numbers are lower because they tend to be a charged-for, opt-in service.

#### Bring banks for recyclables - collections by/for WCAs

Many of our WCAs currently operate a network of bring banks placed in various locations to receive recyclable material. The County Council either arranges and pays for the recycling of this material, or pays Recycling Credits to each WCA for it.

#### Bulky household waste – collections by/for WCAs

Bulky waste falls outside the scope of the regular WCA kerbside collection service as these items are generally too large or too difficult to be handled by the normal means. The WCAs across the Partnership offer bulky waste collection on demand for item such as furniture, mattresses and large household appliances. Each district has its own policy on charging for these collections.

## Commercial waste – collections by/for WCAs

Currently Boston Borough Council and West Lindsey District Council operate collections of commercial waste from business premises, and other WCAs are considering doing so. The Strategy, through its ongoing Action Plans, needs to consider whether it would be appropriate to have a common policy.

## Street cleansing - collections by/for WCAs

Each WCA provides a regular service across their area. Busy places, such as shopping precincts and high streets usually have permanent cleaning staff or daily cleansing regimes. General waste such as litter is handled in the same way as other residual waste, but road grit from street sweepers is kept separate as the County Council has separate arrangements in place for the recycling of it.

#### Abandoned and end of life vehicles – collections by/for WCAs

Abandoned vehicles that are on public land are removed in accordance with the relevant legislation and are dealt by each district within its area.

## Fly tipped waste – collections by/for WCAs

Fly tipping is a serious national problem. As well as being unsightly, it can lead to serious pollution of the environment and harm to human health, and is costly to remove and dispose of correctly.

## Clinical waste – collections by/for WDA

The Controlled Waste Regulations 2012 define this type of waste:

"clinical waste" means waste from a healthcare activity (including veterinary healthcare) that—

- (a) contains viable micro-organisms or their toxins which are known or reliably believed to cause disease in humans or other living organisms,
- (b) contains or is contaminated with a medicine that contains a biologically active pharmaceutical agent, or
- (c) is a sharp, or a body fluid or other biological material (including human and animal tissue) containing or contaminated with a dangerous substance within the meaning of Council Directive 67/548/EEC on the approximation of laws, regulations and administrative provisions relating to the classification, packaging and labelling of dangerous substances(b),

and waste of a similar nature from a non-healthcare activity.

In some cases, the County Council arranges for both the collection and disposal of this waste. In other cases, the WCA's collect clinical waste and sharps.

#### Household Waste Recycling Centres – collections by/for WDA

The County Council operates 11 HWRCs across the county to which residents can bring their household waste. Tables 5-10 and 5-11 below summarises respectively:

- Table 5-10 The location of and contractual arrangements for each HWRC; and
- Table 5-11 The facilities provided at each HWRC.

## **Table 5-10 HWRC Contractual and Operational Arrangements**

Unless stated otherwise, opening hours are standardised as 09:00hrs to 16:00hrs Friday, Saturday, Sunday and Monday (closed Tuesday, Wednesday and Thursday).

Location	Site Ownership	Operated by	Opening hours
Lincoln HWRC	County Council	Carl Drury Ltd.	09:00hrs to 16:00hrs
Great Northern Terrace			7 days a week
LN5 8LG			
Spalding HWRC	County Council	Carl Drury Ltd.	Summer
West Marsh Rd			(1st April to 31st October)
PE11 2BB			08:00hrs to 16:00hrs 7 days a
			week.
			Winter
			(1st November to 31st March)
			08:00hrs to 16:00hrs Friday,
			Saturday, Sunday and Monday.
Gainsborough HWRC	County Council	Carl Drury Ltd.	Standard
Long Wood Road, Corringham			(09:00hrs to 16:00hrs Friday,
Road Ind Est, Gainsborough,			Saturday, Sunday and Monday)
DN21 1QB			
The Rasens HWRC	County Council	Carl Drury Ltd.	Standard
Gallamore Lane Industrial			
Estate, Gallamore Lane,			
Middle Rasen, LN8 3HA			
Bourne HWRC	County Council	Recycle It Wright Ltd.	Standard
South Fen Road			
PE10 0DN			
Grantham HWRC	County Council	Recycle It Wright Ltd.	Standard
Mowbeck Way			
NG31 7AS			
Sleaford HWRC	County Council	Recycle It Wright Ltd.	Standard
Pride Parkway			
NG34 8GL			
Louth HWRC	County Council	Sid Dennis & Sons Ltd.	Standard
Bolingbroke Road			
LN11 0WA			
Skegness HWRC	County Council	Sid Dennis & Sons Ltd.	Standard
Warth Lane			
PE25 2JS			
Boston HWRC	FCC Environment	FCC Environment	Standard
Slippery Gowt Lane			
PE21 7AA			
Kirkby on Bain HWRC	FCC Environment	FCC Environment	Standard
Tattershall Road			
LN10 6YN			

Table 5-11 - Materials accepted at Household Waste Recycling Centres as of April 2017

HWRC Site	Residual waste	Green	Wood	Rigid plastics	Plastic Bottles	Paper	Cardboard	Mattresses	WEEE	Books & CDs	Textiles	Household Chemicals	Glass bottles/jars	Cooking Oil	Mineral Oil	Lead Acid Batteries	Household batteries	Plasterboard	Soil	Rubble	Pressurised Cylinders	Scrap Metal	Re-use
Bourne	х	х	х	х	i	Х	х	Х	х	х	х	х	Х	х	Х	х	х	Х	х	х	Х	х	х
Boston	х	х	х	х	х	Х	х	Х	х	х	х	x	Х	х	х	x	х	х	х	х	х	х	х
Gainsborough	Х	Х	Х	Х	i	Х	Х	Х	Х	Х	Х	х	Х	Х	Х	ii	х	Х	х	х	х	Х	х
Grantham	х	Х	Х	х	Х	Х	Х	Х	Х	Х	Х	х	Х	Х	Х	х	х	Х	Х	Х	х	Х	Х
Kirkby on Bain	Х	Х	Х	Х	Х	Х	Х	Х	Х	Х	Х	х	Х	Х	Х	х	х	Х	х	х	х	Х	х
Lincoln	Х	х	х	х	х	х	х	х	х	х	х	X	х	х	х	х	х	х	х	х	х	х	х
Louth	Х	Х	Х	Х	Х	Х	Х	Х	Х	Х	Х	х	Х	Х	Х	х	х	Х	х	х	х	Х	х
Rasens	Х	х	х	х	х	х	х	Х	х	х	x	х	х	х	х	х	х	х	х	х	х	х	х
Skegness	Х	Х	Х	Х	Х	Х	Х	Х	х	Х	х	х	Х	х	Х	х	х	Х	х	х	х	Х	х
Sleaford	х	Х	х	х	i	Х	х	Х	Х	Х	х	х	Х	Х	Х	х	Х	Х	х	х	Х	Х	Х
Spalding	х	х	х	х	х	Х	х	Х	х	Х	Х	х	Х	х	х	х	Х	х	х	Х	Х	Х	х

An "x" indicates that the stated waste stream is collected separately at the stated HWRC. Where there is no "x", the below applies:

- i) Plastic Bottles are still accepted at this HWRC, but must be placed in the residual waste bin.
- ii) Lead acid batteries are no longer accepted at Gainsborough due to repeated security issues. Residents are recommended to contact a scrap dealer.

## **5.4.2 Waste Transfer and Logistics**

Some waste streams are delivered directly to an appropriate treatment or disposal site. For the majority of waste streams, LCC provides a number of Waste Transfer Stations (WTSs) to receive waste both from WCA collections and from HWRCs, enabling the waste to be bulked up for transportation to centralised destinations.

Some WCAs use more than one WTS depending on where waste is collected and/or what type of waste it is. Likewise, many of these WTSs receive waste from more than one WCA or HWRC.

#### WTSs operated by Lincolnshire County Council

LCC directly operates a network of five WTSs around the County. Table 5-12 shows the location of these WTSs, as well as the 2016/17 tonnage of each type of waste received at each site.

LCC lets contracts for the transportation of waste from each WTS to the appropriate destinations.

Table 5-12 Location and 2016/17 tonnage throughput for LCC WTSs

Location	Residual	Mixed Dry	Road Grit	Other	TOTAL
	Waste	Recyclables	(Tonnes)	(Tonnes)	(Tonnes)
	(Tonnes)	(Tonnes)			
<b>Boston WTS</b>	42,219	7,630	1,279		51,129
Slippery Gowt Lane					
PE21 7AA					
Gainsborough WTS	15,537	8,060	1,926		25,524
Marshall Lane					
DN21 1GD					
<b>Grantham WTS</b>	28,029	13,052	1,147		42,229
Occupation Road					
NG32 2BP					
Louth WTS	31,828	11,708	2,048	Glass = 628Te	46,213
Bolingbroke Road				Mattresses = 1Te	
LN11 OWA					
Sleaford WTS	14,406	5,851	910	Mattresses = 40Te	21,208
Pride Parkway					
NG34 8GL					

## Other WTSs used by the Lincolnshire Waste Partnership

Arrangements are in place for the use of several other WTSs owned and operated by third parties. Details are shown in Table 5-13.

Table 5-13 Location and 2016/17 tonnage throughput for third party WTSs

Location	Operator	Arranged	Mixed Dry Recyclables	Green Waste
		by	(Tonnes)	(Tonnes)
Hykeham	Mid UK	Lincs CC	14,000	
Market Deeping	MidUK	Lincs CC	13,000	
Boston	Mick George	Boston BC		5,000

## 5.4.3 Recycling and composting arrangements

#### Green waste

There is generally no need for the use of WTSs for green waste as, both from kerbside collections and from HWRCs, it is sent directly to a network of composting facilities across the county under contracts operated by the County Council. In 2016/17 77,768 tonnes of green waste was sent to these facilities, which are identified in Table 5-14.

**Table 5-14 Current Composting Facilities** 

Composting operator	Location
MEC Recycling	Lincoln
Material Change	Crowland
Mid UK Recycling	Caythorpe
Mid UK Recycling	Honey Pot Lane
Land Network (Sturgate)	Gainsborough
Land Network (South Elkington)	Louth
Land Network (Strubby)	Strubby

## Mixed dry recycling

All the WCAs operate a kerbside collection of mixed dry recyclables (MDR) which includes a wide range of materials. Historically each WCA has accepted a different mix of materials but, in the 2008 Waste Strategy, the Partnership identified that it would like to move towards a more standardised recyclable stream where possible. The benefits of such standardised collections include:

- Making the service easier to understand and thus, in line with our strategic vision, more "customer friendly"; and
- Acting in line with the government's "consistency" agenda which seeks to reduce the number of different recycling systems in place across the UK.

In November 2016 the LWP agreed to publicise a consistent mix, and Figure 5-7 shows that mix. Such publicity will need to be undertaken as part of a wider communications campaign to ensure that the public are aware of the part they can play in improving the LWP's waste management performance and benefitting the environment.

Figure 5-7 Publicity for consistent mix agreed in November 2016



The County Council has a contract for the processing of this MDR at MidUK Recycling's Materials Recycling Facilities (MRF's) located in the County. Once collected, each WCA delivers their MDR either to one or more of the WTS's provided by the County Council, or directly to MidUK.

#### Other dry recycling

Separately-collected recyclables from WCA bring banks and from HWRC's go to a number of different destinations under a variety of different arrangements.

#### 5.4.4 Treatment and disposal of residual waste

The LWP's 2008 Waste Strategy included two Objectives which focussed on residual waste:

Objective 5 – To increase progressively the recovery and diversion of biodegradable waste from landfill, to meet and exceed the Landfill Directive diversion targets.

Objective 6 – To ensure that residual waste treatment supports energy recovery and other practices higher up the waste hierarchy.

In line with these objectives we have, during the lifetime of that Strategy, moved almost entirely from sending residual waste to landfill to using the new Energy from Waste facility at Hykeham. Indeed, we have done this so successfully that the majority of landfill sites in Lincolnshire either have already closed or are likely to close in the near future. Further information regarding this is shown in Table 5-15.

Table 5-15 Residual Waste Contracts 2017

Site Type	Site	Operator	2016/17 Input by LWP (Tonnes)	Contract Details
Energy from Waste	Hykeham	FCC Environment	158,999 <sup>i</sup>	Ends 2039
Landfill	Colsterworth	FCC Environment	6,452	Closing early 2019?
Landfill	Kirkby on Bain	FCC Environment	6,990 <sup>ii</sup>	Closing 2021?
Landfill	Leadenham	FCC Environment	0	Site mothballed Reopening until 2023?
Landfill	Whisby	FCC Environment	0	Site mothballed Reopening from 2023?

i –Includes 1,000 tonnes which would normally have gone to Hykeham EfW but was diverted to Greatmoor EfW.

ii – Includes around 1,500 tonnes of rubble from HWRCs.

Given the limited future availability of landfill, the high cost of landfill tax, and that landfill sits at the bottom of the Waste Hierarchy, it seems sensible that the LWP aspires in the long term to send zero waste to landfill.

This aspiration, and the fact that the Hykeham EfW does not have the capacity to process the forecasted quantities of residual waste, have come together in one of our key objectives:

Objective 8.	To make an objective assessment of whether further residual waste
	recovery/disposal capacity is required and, if necessary, seek to secure appropriate
	capacity.

## **5.5 Service performance measures**

Whilst the statutory reporting of National Indicators was removed in 2011, the percentage of household waste sent for reuse, recycling or composting (former NI 192) remains a generally accepted headline measure of the performance of local authority waste and recycling services.

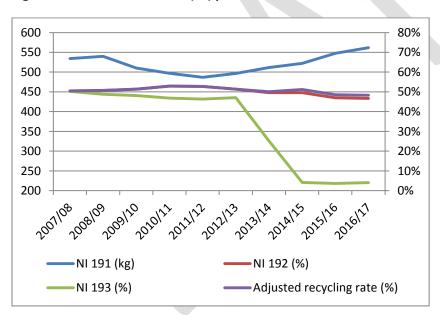
Table 5-16, and the accompanying Figure 5-8, show the County Council's (and thus the LWP's) overall performance against all three of the waste-related former National Indicators:

- NI 191 = Residual Household Waste per Household
- NI 192 = Percentage Household Waste sent for Reuse, Recycling or Composting
- NI 193 = Percentage of Municipal Waste Sent To Landfill

Table 5-16 National Indicator (NI) performance since 2007/08

	2007/08	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
NI191: Residual Household Waste kg per Household	534.13	496.83	486.70	496.70	511.43	522.04	547.64	561.87
NI192: Percentage HH waste sent for Reuse, Recycling or Composting	50.5%	52.9%	52.8%	51.3%	49.6%	49.6%	47.0%	46.7%
NI193: Percentage of Municipal Waste Sent To Landfill	50.2%	46.8%	46.4%	47.1%	25.2%	4.1%	3.6%	4.0%

Figure 5-8 National Indicator (NI) performance since 2007/08



In addition to the three National Indicators, Figure 5-8 also shows an additional measure for recycling performance. Defra have recently announced that the overall UK recycling rate (as reported to the EU) will be measured in a different way. In line with practice in a number of other EU nations, the national rate will include metals recycled from Incinerator Bottom Ash (IBA) such as that generated at our EfW facility. Since this is the basis on which the UK's performance will be measured against the EU target of 50% recycling by 2020, it seems appropriate to record the LWP's performance on the same basis in addition to the official NI192 rate.

Table 5-17 shows this higher recycling percentage alongside our official performance. It should be noted that our recycling rate on that basis would have been around 1.5% higher each year since our EfW facility opened in 2013.

Table 5-17 Increased recycling performance by inclusion of metals recycled from EfW ash

	2007/08	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
NI192: Percentage HH waste sent for Reuse, Recycling or Composting	50.5%	52.9%	52.8%	51.3%	49.6%	49.6%	47.0%	46.7%
Adjusted recycling rate (including metals from EfW ash)	50.5%	52.9%	52.8%	51.3%	50.0%	51.2%	48.5%	48.3%

## 5.5.1 Quantity of residual waste (NI191)

Following the introduction of our 2008 Strategy, the weight of residual (non-recycled) waste produced by each household fell significantly. Indeed, the 486.7kg per household which we achieved in 2011/12 was equivalent to 225.8kg per head, which was well on target for achieving our 2008 Waste Strategy Objective of 225kg per head by 2020.

Unfortunately this downward trend ended at that point and we have seen a steady increase to a level even higher than in 2008. Although the fall and subsequent rise may partly be a result of the global economic downturn (people buy less and thus throw away less when times are financially difficult) and the subsequent recovery, this is a trend that needs reversing.

Table 5-18 Residual and total waste vs recycling rate in 2016/17

	Residual household waste per household (NI191)	Total household waste collected <u>per</u> person (BV84)	Household waste reused, recycled or composted (NI192)
Boston BC	597kg	415kg	37.6%
City of Lincoln	525kg	379kg	36.2%
East Lindsey DC	462kg	415kg	45.4%
North Kesteven DC	511kg	421kg	46.1%
South Holland DC	561kg	341kg	28.3%
South Kesteven DC	495kg	392kg	43.2%
West Lindsey DC	497kg	443kg	48.9%
LWP Total (WCA's + HWRC's) <sup>i</sup>	562kg	478kg	46.7%

i – The LWP total weight is higher than that for the individual WCA's as each WCA figure doesn't include waste collected from their residents at County Council HWRC's.

It is interesting to note that the two WCA's with the lowest overall recycling rate also have the lowest total waste per person.

#### 5.5.2 Recycling performance (NI192)

It is clear from the above data that the LWP's headline recycling rate has been in slow decline since a peak of 52.9% in 2010/11. This fall in recycling has been accompanied by an increase in the quantity of residual waste to be disposed of.

Table 5-19 shows the recycling and composting performance of each Waste Collection Authority and across the HWRC network during 2016/17.

Table 5-19 Recycling and composting performance in 2016/17

	Household waste reused, recycled or composted (NI192)	Household waste recycled (BV82a)	Household waste composted (BV82b)
Boston BC	37.6%	19.7%	17.9%
City of Lincoln	36.2%	19.3%	16.8%
East Lindsey DC	45.4%	21.2%	24.2%
North Kesteven DC	46.1%	20.6%	25.5%
South Holland DC	28.3%	24.4%	4.0%
South Kesteven DC	43.2%	24.2%	19.1%
West Lindsey DC	48.9%	20.1%	28.8%
LWP Total (WCA's + HWRC's) <sup>i</sup>	46.7%	24.4%	22.3%

i – The overall LWP recycling performance is higher than that for most of the individual WCA's as each WCA figure doesn't include waste recycled by their residents at County Council HWRC's.

Whilst the Government no longer sets targets for individual authorities, it should be noted that the UK is currently committed to meeting the EU target of 50% recycling by 2020. However, there are uncertainties over this as:

- The impact of Brexit is as yet unclear, although it would currently appear that the UK will retain this overall target in some form; and
- Four different calculation methods are available to EU members, and none of these matches
  exactly with the UK's former NI 192. At least one of the alternatives could significantly
  improve the headline recycling rate for the LWP.

## 5.5.3 Landfilling performance (NI193)

The main success story during the period of the previous Waste Strategy has been in the way in which we dispose of residual waste, with the percentage of Municipal Waste sent to landfill (NI 193) falling from over 50% in 2007/08 to well under 5% in 2016/17. This has been driven by:

- The LWP's commitment to move waste further up the EU Waste Hierarchy; and
- The need to reduce the County Council's annual spend on Landfill Tax.

This success has been achieved through two major initiatives:

- 1) The opening of the new Energy from Waste facility in Hykeham. This now diverts over 150,000 tonnes per annum from landfill, and thus moves it up the Waste Hierarchy from "disposal" to "recovery". The facility has recently received Planning Permission to increase capacity to 170,00 tonnes per annum.
- 2) The introduction of a contract for the recycling of road grit. This diverts around 4,000 tonnes per annum from "disposal" to "recycling".

## 5.5.4 Recycling capture rate for each waste type

One way to identify areas in which recycling performance can be improved is to consider the proportion of the total quantity collected of each material (as listed in section 5.3.3, Table 5-6) which is captured for recycling. This is shown below in table 5-20.

Table 5-20 Recycling capture rate for each waste stream

	TOTAL Local	Tonnage	Percentage
	Authority	Reused,	Reused,
	Collected	Recyled or	Recyled or
	Waste	Composted	Composted
Card	19,855	14,388	72.5%
Paper	36,026	20,263	56.2%
Plastic Film	18,889	612	3.2%
Dense Plastic	25,990	7,840	30.2%
Textiles	9,595	1,073	11.2%
Glass	20,033	14,779	73.8%
Ferrous	8,102	4,884	60.3%
Non-Ferrous	4,796	2,501	52.1%
Misc. Combustible	38,362	11,821	30.8%
WEEE	6,223	4,836	77.7%
Potentially Hazardous	2,159	1,080	50.0%
Misc. Non-Combustible	23,404	15,850	67.7%
Food	48,035	3	<0.1%
Garden	87,123	78,153	89.7%
Other Putrescibles	14,386	0	<0.1%
Fines	2,804	0	<0.1%
Liquids	3,590	0	<0.1%
TOTALS	369,372	178,084	

The capture rate for WEEE (electricals), card, glass and garden wasteexceeds 70%. A further two streams exceed 60% recycling: ferrous metals and "misc. non-combustible" (which includes soil and rubble from HWRC's).

At the other end of the spectrum, for those streams marked in red, the capture rate is less than 20%. Whilst some of these streams are, by definition, unlikely to be recyclable (e.g. fines are particles of waste which are too small to be identified), other streams show room for considerable improvement – e.g. food waste and textiles.

## 5.5.5 Other ways to measure environmental performance

It is important to note that, in developing this Strategy, a key task has been to reassess whether the former National Indicators represent the best way to measure the performance of the LWP. This review will be included in the Action Plan to accompany this Strategy document, and reflects the need to measure our success in meeting the objectives chosen by the Partnership.

## **5.6 Current waste management costs**

In addition to measuring environmental performance, it is essential to measure how well we are meeting the challenges of diminishing budgets.

To enable comparison with historical costs, the costs of waste management in 2015/16 outlined in Table 5-21 are the totals of those formerly reported by each LWP authority as part of the Best Value Performance Indicator regime – BV86 for WCAs and BV87 for WDAs. The table also shows the equivalent 2006/07 cost per household which was included in the 2008 Strategy.

Table 5-21 Costs of waste collection and disposal for 2015/16

		ollection Costs cross all LWP W	CA's)	Disposal Costs				
	Number of Households	Overall cost of collection	£/ HH	Municipal Waste (Tonnes)	Overall cost of disposal	£/ tonne		
2006/07	308,931	£15,718,152	£50.88	365,537	£17,270,000	£47.25		
2015/16	332,903	£14,786,293	£44.42	355,849	£19,286,000	£54.20		

Despite increases in costs due to inflation and other factors, such as fuel tax, we have managed to achieve sufficient efficiency savings to reduce the overall cost of waste collection.

Disposal costs have risen a little overall, but considerable savings have been achieved compared to where we might have been, particularly had we continued to send large quantities of waste to landfill, for which Landfill Tax has increased significantly from £21 per tonne in 2006/07 to over £80 in 2015/16.

# 6 What are we aiming for?

The Partnership has made significant strides forwards during the lifetime of the previous Strategy, particularly in the development of an energy from waste facility to divert non-recycled waste away from landfill. This chapter identifies the challenges faced by the Partnership, currently and over the next few years, and the proposed approach to meeting these challenges.

## **6.1 Strategic objectives**

In preparing this JMWMS, the LWP held two workshops to identify their overarching vision and objectives. Details of the process are included in Appendix B.

As a result, and as identified at the beginning of this document, the Partnership has the vision:

"To seek the best environmental option to provide innovative, customer-friendly waste management solutions that give value for money to Lincolnshire."

In order to work towards this vision, the Partnership also developed and agreed a set of high-level objectives, which are key drivers for the delivery of this strategy. In line with the vision, each of these objectives is to be considered in the light of the Partnership's shared values that:

All Objectives should ensure that services provided under the JMWMS represent the best possible environmental option which gives value for money for Lincolnshire residents.

The ten objectives are as follows:

Objective 1.	To improve the quality and therefore commercial value of our recycling stream.							
Objective 2.	To consider moving towards a common set of recycling materials.							
Objective 3.	To consider the introduction of separate food waste collections.							
Objective 4.	To explore new opportunities of using all waste as a resource in accordance with the waste hierarchy.							
Objective 5.	To contribute to the UK recycling target of 50% by 2020.							
Objective 6.	To find the most appropriate ways to measure our environmental performance, and set appropriate targets.							
Objective 7.	To seek to reduce our carbon footprint.							
Objective 8.	To make an objective assessment of whether further residual waste recovery/disposal capacity is required and, if necessary, seek to secure appropriate capacity.							
Objective 9.	To regularly review the LWP governance model in order to provide the best opportunity to bring closer integration and the implementation of the objectives set by the strategy.							
Objective 10.	To consider appropriate innovative solutions in the delivery of our waste management services.							

## 6.2 The challenges we face

Whilst the move from landfill to energy from waste as the main route for disposal of non-recycled waste has largely overcome the largest challenge identified in our previous Strategy, a number of key issues remain.

The landscape is uncertain as it is unclear what direction the Government's waste strategy and policy will take as the UK leaves the European Union, but it seems clear that we will need to address falling recycling rates and increasing waste arisings.

#### 6.2.1 Falling recycling rates in Lincolnshire

As indicated in Chapter 5, the Lincolnshire County Council recycling rate (which covers the LWP as a whole) has fallen in recent years from a peak of 52.9% in 2010/11 to 46.7% in 2016/17.

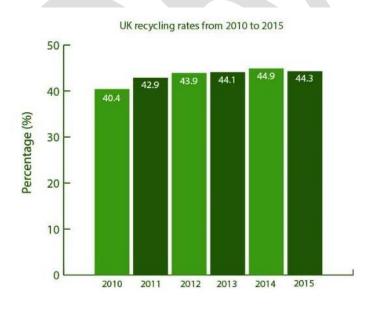
Whilst the overall tonnage collected from kerbside recycling bins has remained relatively stable, we have seen a rise in the percentage of that material which is **not** recyclable. In 2016/17 nearly a quarter couldn't be recycled, including some recyclables which had been damaged by those non-recyclable wastes – e.g. Paper made wet and dirty by food waste.

## 6.2.2 The national and international picture

In December 2016, Defra announced<sup>11</sup> that recycling of waste from UK households had fallen. The combined recycling and composting rate for waste from households stood at 44.3% in 2015 – falling down from the 44.9% rate recorded in 2014.

As shown in Figure 6-1, this fall followed a number of years of growth.

Figure 6-1 Defra data on recycling from UK households



https://www.letsrecycle.com/news/latest-news/defra-reports-falling-uk-recycling-rate/

This issue is made more complex by uncertainty over what recycling rate we should be seeking to achieve. Our current national target is the EU target of 50% recycling of waste from households by 2020. Beyond that, the EU recycling target for 2030 will be set in their Circular Economy Package, but the debate is still ongoing as to whether this will be 65% or 70%.

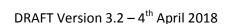
Following the UK decision to exit the EU, the UK Government seem inclined to retain existing EU-related legislation, but it is unclear whether the 2030 target, at whatever percentage, will apply to the UK. Furthermore, a UK-wide target is not currently binding on individual local authorities.

#### 6.2.3 Growth in waste arisings

As described in Chapter 5, each year usually sees growth in the tonnage of waste for which the LWP is responsible. There are two reasons for this increase:

- Population growth Lincolnshire's population grew by more than 4% between 2011 and 2016. See section 5.1 for further details.
- Weight of waste per person Whilst this stabilised somewhat during the economic downturn, there is concern that this will now resume its historical upwards trend.

This is a particular concern given that our Energy from Waste facility is already operating at full capacity and, without a new processing route, any additional residual waste would have to be sent to landfill.



# 7 How will we get there?

In order to deliver the aims and objectives to which the Partnership aspires (see earlier chapters), it is essential that work undertaken by each partner organisation is focussed on actions which will further the objectives as set out in this Strategy.

This work will be summarised in an Action Plan which has been under development alongside the preparation of this main Strategy document. This Strategy summarises the Partnership's shared vision, meaning that the initial Action Plan can be finalised. Once adopted, the Action Plan will then need to be reviewed on a regular basis (see Chapter 8) to ensure that it remains up to date for the lifetime of the Strategy.

In the meantime, this chapter summarises the key themes which will shape our work together over the next few years. In order to ensure that we are focussing our efforts in the right direction, this chapter concludes with a table showing the links identified between each theme and each of our strategic objectives.

## 7.1 Seeing the wider picture

It is crucial that each LWP partner authority is proactive in seeking to consider their actions in as broad a context as possible. This will feature a number of diverse elements including those shown below.

## 7.1.1 Developing links with other local authorities

Any local authority is stronger when it learns from and, where appropriate, seeks to work with other Councils. We will do this by:

- Strengthening relationships within the LWP
- Working with and learning from authorities outside the LWP

#### 7.1.2 Engaging with the commercial sector

Particularly in a time of reducing council budgets, it is important that we engage with businesses working in the waste sector in order to:

- Seek new opportunities which we could use to improve our services or save money
- Seek ways in which we could benefit by being more commercially-minded
- Be more aware of the potential value of the waste which we collect
- · Help to fill any processing capacity gaps

## 7.1.3 Addressing any waste processing capacity gaps

We have already identified some waste streams where we believe that there is insufficient capacity at local facilities. The largest and most pressing of these is that forecasts indicate that our growing population are likely by 2037 to produce 54,000 tonnes per annum of residual waste above and beyond the capacity of our existing EfW facility.

In order to mitigate against this, particularly in the light of expected growth in Lincolnshire's population, we need to ensure that we:

- Make good forecasts of how much of each waste type we are likely to have
- Promote the development of infrastructure for new and existing waste streams

## 7.2 Balancing economic and environmental benefits

It is essential that every attempt is made to provide services which give value for money to the people of Lincolnshire, particularly due to the need for prudence with the public purse and ongoing annual reductions to Council budgets. However, it is also important where possible to maximise the positive environmental impacts of how we handle our waste.

The importance of both of these aspects is reflected in their inclusion in the Vision which the Partnership has agreed for this Strategy:

"To seek the best environmental option to provide innovative, customer-friendly waste management solutions that give value for money to Lincolnshire."

## 7.2.1 Ensuring value for money

Providing the best overall value for money for the council-taxpayers of Lincolnshire may mean finding innovative ways to fairly distribute costs and savings incurred by different authorities as part of any service change.

## 7.2.2 Caring for the environment

This will be undertaken in a number of ways, including:

- Following the Waste Hierarchy This is enshrined in UK Law
- Improving the environmental impact of existing services e.g. use of heat from the Energy from Waste facility
- Reducing our carbon footprint
- Adopting and promoting "circular economy" thinking
- Considering the use of new and innovative technology

## 7.3 Reviewing what we collect and how

A key element of the implementation of this Strategy will be how we respond to the WRAP-sponsored work to assess the various options for how each of the LWP's Waste Collection Authorites operate their collection services. The decision-making process will need to feature a variety of elements such as:

- Evaluating the business case Do the finances stack up?
- · Focusing on streams with the most economic and/or environmental value
- Identifying barriers and how to overcome them e.g. startup costs of service changes
- Considering the introduction of new collections e.g. food waste
- Considering the disposal both of the new collections and of other streams affected by the removal of some material

## 7.4 Getting our messages across

It is essential that we communicate well so that we, as Councils, are not acting in isolation. This means developing plans for how we will get our message across:

- To the Lincolnshire public e.g. What to put in which bin
- To the national Government We need to try to influence national strategy & policy to tie in with our own
- To other stakeholders Parish Councils, Environment Agency, etc
- To the commercial sector To waste producers as well as waste businesses

Table 7-1 Linking themes with strategic objectives

Theme/Project	Obj.1	Obj.2	Obj.3	Obj.4	Obj.5	Obj.6	Obj.7	Obj.8	Obj.9	Obj.10
Seeing the wider picture										
Developing links with other local authorities – Strengthening relationships within the LWP		Υ							Υ	
Developing links with other local authorities – Working with and learning from authorities outside the LWP						Υ		Υ	Υ	Υ
Engaging with the commercial sector – Seek ways in which we could benefit by being more commercially-minded				Υ						Y
Engaging with the commercial sector – Be more aware of the potential value of the waste which we collect		Υ		Υ						
Engaging with the commercial sector – Help to fill any processing capacity gaps			Υ	Υ				Υ		
Addressing any waste processing capacity gaps – Make good forecasts of how much of each waste type we are likely to have			Υ					Υ		
Addressing any waste processing capacity gaps – Promote the development of infrastructure for new waste streams	Υ		Υ	Υ			Υ	Υ		
Balancing economic and environmental benefits										
Ensuring value for money	Υ		Υ	Υ						Υ
Caring for the environment – Following the Waste Hierarchy				Υ			Υ			
Caring for the environment – Improving the environmental impact of existing services	Υ			Υ	Υ	Υ	Υ			
Caring for the environment – Reducing our carbon footprint							Υ			
Caring for the environment – Adopting and promoting "circular economy" thinking				Υ						Υ
Reviewing what we collect and how										
Evaluating the business case			Υ	Υ						
Focusing on streams with the most economic and/or environmental value		Υ		Υ						
Identifying barriers and how to overcome them		Υ	Υ		Υ					Υ
Considering the introduction of new collections				Υ	Υ		Υ			
Getting our messages across										
To the Lincolnshire public					Υ					
To the national government					Υ	Υ				
To other stakeholders – Parish Councils, Environment Agency, etc			Υ		Υ	Υ				
To the commercial sector – To waste producers as well as waste businesses		Υ	Υ	Υ	Υ			Υ		Υ

# 8 The next steps: Monitoring, implementing and reviewing the strategy

To help identify the best option for managing our waste in the future, we have begun to:

- · Assess options for our waste collections; and
- Consider the disposal implications of those collection options.

However there are further considerations required to ensure the strategy can be implemented successfully to meet our shared strategic objectives.

## 8.1 Monitoring the strategy

In order to know how well we are meeting our strategic objectives, it is important to establish and report on appropriate measures.

The key measures which are currently reported to the Partnership include:

- Percentage of household waste sent for reuse, recycling or composting (formerly a National Indicator, NI 192) – This is particularly important as it reflects our contribution to the national recycling target.
- Total tonnage of residual (non-recycled) waste This is important as it reflects how well we
  are doing in implementing the waste hierarchy, both by recycling and through waste
  minimisation.

As a result of our new strategic objectives, and in line with Objective 6, new measures will need to be considered in order to monitor things such as our combined carbon footprint. The development of a new suite of measures will be included in the Action Plan to accompany this Strategy, and will help us to pursue our Vision of finding "the best possible environmental option".

In developing new measures, such as carbon emissions, it is important not to lose sight of the big picture, such as:

- Advances we have made over the last few years e.g. Compare performance not just with current services but also with where we would be if we landfilled everything.
- Side benefits of our services e.g. Use of the energy generated at the EfW facility.

## 8.2 Implementing the strategy

#### 8.2.1 Funding and support

Due to council budgets reducing, and the need to adopt more sustainable waste management practices, further pressure will be placed on service budgets. While the Partnership has begun to identify ways in which our combined services might be improved, these will need to be considered

pragmatically in the light of the available budget. The Partnership will also need to actively seek any funding opportunities, whether from Government or otherwise, which can help us to afford to undertake work in support of the Objectives identified in this Strategy.

## 8.2.2 Partnership working

To ensure the Partnership authorities of Lincolnshire continue to improve services and develop efficiencies it is essential that they work together to deliver the strategy. Working together enables the collection and disposal requirements to be coordinated to ensure that future collection service provision is provided with adequate treatment and disposal infrastructure.

In accordance with Objective 9, we are committed:

To regularly review the LWP governance model in order to provide the best opportunity to bring closer integration and the implementation of the objectives set by the strategy.

## 8.2.3 Implementing the strategy

The Partnership has made a commitment to implement this strategy and has recognised that significant changes are required over the next 10 years. To deliver these changes an action plan is being prepared by the Partnership which will break down the actions and tasks required to meet Lincolnshire's objectives as set out in the Strategy.

The delivery of tasks within the action plan will need to be monitored and reviewed annually to ensure the Partnership will deliver the targets it sets itself through this Strategy. Where significant changes occur, the action plan will be updated accordingly.

The action plan will establish how the Strategy will be delivered, considering what will be required by the Partnership in terms of:

- Action required to deliver waste minimisation and further increase recycling and composting;
- Future changes or improvements to collection services (residual waste, dry recycling, garden waste and potential food waste); and
- Investments required to deliver future residual waste treatment facility and additional recycling infrastructures.

## 8.3 Reviewing the strategy

This Strategy will need to be regularly reviewed in order to ensure that our shared objectives remain appropriate, and to change them if necessary. This will, in line with government guidance, happen at least every five years, meaning that an initial review will happen by 2023 at the latest.

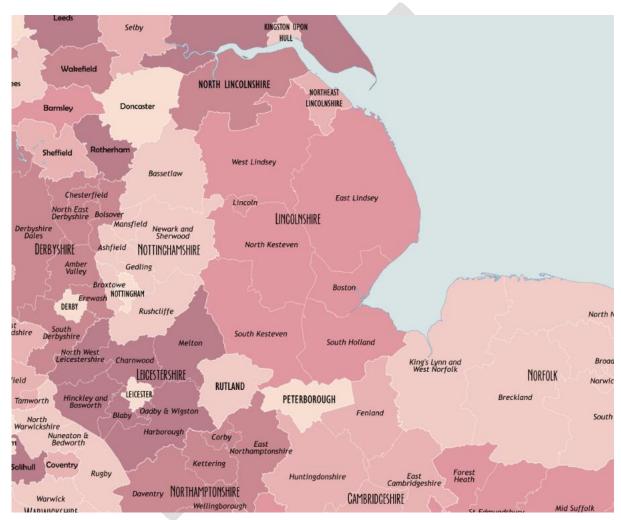
This will be particularly important in the light of any changes to the landscape in which we find ourselves, including:

- The UK's departure from the European Union, and any changes in UK waste legislation and policy which arise from that; and
- The level of funding provided to each Authority by the UK Government.

# Appendix A – Neighbouring Authorities

As referred to in Section 3.4 of this JMWMS, the implementation of this strategy, particularly in the development of the accompanying Action Plan, will need to take into account the waste management actions and strategies of our neighbouring authorities.

In view of this, we will be specifically writing to each of those authorities as part of the public engagement process, asking them for any information which they think it would be helpful for us to take into account. Their responses will be listed in this Appendix A of our finalised JMWMS.



For ease of reference, our neighbours will be listed here in anticlockwise order, starting from the North-East coast with North East Lincolnshire Council.

# Appendix B – Input from across the LWP

As a joint Strategy, shared by all LWP partner authorities, an important part of the process has been to capture everyone's views at various stages. Partner input has been sought and received throughout the process, but the main specific opportunities provided have included:

- Vision and Objectives These were agreed at a pair of workshops held in July 2017. Full details are shown in the attached report.
- Action Plan This is being developed through the regular LWP meetings and in particular by the LWP's Officer Working Group.
- Final draft Partner comments will be welcomed as part of the main public consultation process.
- Sign-off Each LWP authority will put the documents through their own scrutiny arrangements, culminating in the official adoption of the Strategy.



# Lincolnshire Waste Partnership Joint Municipal Waste Management Strategy Workshops

Report for Lincolnshire Waste Partnership Lincolnshire Waste Partnership JMWMS

#### **Customer:**

#### **Lincolnshire Waste Partnership**

#### Customer reference:

ED10614

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#### Approved By:

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#### Date:

03 August 2017

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# The Lincolnshire Waste Partnership – Joint Municipal Waste Management Strategy Workshops

#### Introduction

As the Lincolnshire Waste Partnership's (LWP)'s only Waste Disposal Authority (WDA), Lincolnshire County Council (LCC) has taken responsibility for the project management of the review of its current Joint Municipal Waste Management Strategy (JMWMS).

In order to ensure that that the JMWMS is jointly owned by all the authorities in the LWP, the WDA arranged two workshop sessions, to which each LWP member authority was invited. These were designed to encourage input from across the LWP in formulating the Visions and Objectives of the Strategy through the capture of a balance of views from across the LWP member authorities.

The Workshops were held at the Hykeham Energy from Waste Visitor Centre.

The first Workshop, on 6th July 2017, was titled "What do we want to achieve?" and aimed to reach agreement on the Vision and broad brush Objectives for the JMWMS.

The second Workshop, on 20th July 2017, was titled "How do we achieve it?" and aimed to develop a framework for the action plan.

The Workshops were Chaired and facilitated by Ricardo Energy & Environment, to provide an independent voice, with the aim of ensuring all attendees were able to voice their opinions, concerns, experience and ambitions. A key aim of the workshops was to ensure that the JMWMS is equally informed by input from all eight LWP authorities.

Over twenty delegates from the eight authorities (Boston Borough Council, City of Lincoln Council, East Lindsey District Council, North Kesteven District Council, South Holland District Council, South Kesteven District Council, West Lindsey District Council, and Lincolnshire County Council) attended each workshop to contribute to the discussion and put forward their views. A list of the attendees at each workshop can be found at Appendix 1.

#### Workshop Methodology

Each workshop commenced with a briefing from the Chair outlining the overarching process of developing the Strategy, and consideration of legislative and political constraints, opportunities and other influencing factors impacting on the Strategy. Attendees were then invited to contribute to discussions regarding challenges and opportunities and their priorities for the Partnership.

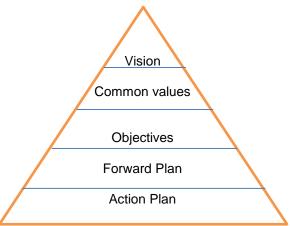
To facilitate discussion, a Scoping Paper had been prepared, setting out the broad Objectives as identified by the County Council. Additionally, information had been compiled to summarise the aims of the current (2008) Strategy, and performance indicators demonstrating performance across the original ambitions.

The Agenda for each Workshop was designed to provide enough time for a thorough analysis of the Scoping Paper, with the option of changing, adding, revising, removing or redesigning each of these elements.

The workshops utilised a combination of group discussions, break-out sessions and summary deliberations to scope the issues, challenges and opportunities, whilst identifying the key priorities for the LWP.

### **Summary of Outcomes**

During the discussions, a general structure of elements of the Strategy began to form: this is illustrated below:



Discussions regarding each of these elements are set out in the following sections.

#### 1. Vision

At the second workshop, the Vision for the Strategy agreed in Workshop 1 was re-presented to the group and agreed:

Vision for the Lincolnshire Joint Municipal Waste Management strategy

"To seek the best environmental option to provide innovative, customer-friendly waste management solutions that give value for money to Lincolnshire."

#### 2. Objectives

At the second workshop, attendees considered the revised Strategic Objectives. All comments, considerations, concerns and criticisms from Workshop 1 had been recorded, and these were used to thoroughly revise the Objectives in line with the Workshop's overall feedback and input. Subsequently, these revised Objectives had been circulated by e-mail for further feedback. Comments were generally positive, but further comments were received, and these had been incorporated into a third iteration of each Objective where necessary. Some Objectives had been combined or removed, as they were considered actions.

Attendees at the second workshop analysed, considered and amended each Objective, until agreement was reached on the final iteration of each one. A summary of the evolution of the Objectives, from Scoping Paper to final iteration, can be found at Appendix 2.

Throughout the review of the list of Objectives, it became clear that two over-riding elements were being repeated, and were in danger of making the Objectives unnecessarily wordy and repetitive. It was thus agreed that these two over-riding values should be applied when considering any of the other Objectives.

A hierarchy was thus agreed whereby the LWP will have its vision, underneath which are the elements which describe the values which inform each of the Objectives.

All Objectives should ensure that services provided under the JMWMS represent the best possible environmental option which gives value for money for Lincolnshire residents.

The agreed Objectives will thus all be subject to these overarching approaches, which clearly tie in with the "value for money" and "environmental" aspects of the Vision.

The discussions around the common values developed a preference for ordering the Objectives to reflect the priority order of: value for money; environmental outcomes; and other Objectives.

In the light of the comments from attendees, to reflect this approach, the financial Objectives move to the top of the list, whilst the environmental Objectives follow, ordered by their position in the Waste Hierarchy. This leaves the LWP governance review as the final Objective, recognising that it is currently less of a priority as a review was done in 2016.

The revised list of Objectives in the Summary reflects the revised ordering agreed.

#### The draft agreed Objectives:

- 1. To improve the quality and therefore commercial value of our recycling stream
- 2. To consider moving towards a common set of recycling materials.
- 3. To consider the introduction of separate food waste collections
- 4. To explore new opportunities of using all waste as a resource in accordance with the waste hierarchy.
- 5. To contribute to the UK recycling target of 50% by 2020.
- 6. To find the most appropriate ways to measure our environmental performance, and set appropriate targets.
- 7. To seek to reduce our carbon footprint.
- 8. To make an objective assessment of whether further residual waste recovery/disposal capacity is required and, if necessary, seek to secure appropriate capacity.
- 9. To regularly review the LWP governance model in order to provide the best opportunity to bring closer integration and the implementation of the Objectives set by the Strategy.

It was noted that further editing of the Objectives may be necessary as a result of the Strategic Environmental Assessment (SEA) and Public Consultation processes, as well as any changes in external factors between now and the adoption of the Strategy.

#### 3. Forward Plan

Attendees at the 2<sup>nd</sup> workshop were briefed on the need to develop a Forward Plan as part of the main JMWMS document. This Plan will summarise the types of strategic action required to fulfil the agreed objectives.

Whilst discussions at both workshops largely only focussed as far down as the objectives, those discussions did identify a number of types of action required to achieve the agreed Objectives.

The list attached as Appendix 3, prepared by the County Council, was intended to be shared at the 2<sup>nd</sup> workshop, but the planned session to discuss and revise it was superseded by the need to talk about specific and urgent actions regarding one of the objectives – the introduction of food waste collections.

This list will be circulated in a format which allows for further comment and for the addition of other proposed action types for the Forward Plan.

#### 4. Strategic Action Plan

The initial Action Plan will be a separate document developed from the JMWMS Forward Plan. This will differ from the Forward Plan in that it will:

- 1) Be more detailed i.e. who will do what and by when.
- 2) Contain targets and activities which are "SMART" i.e. Specific, Measurable, Achievable, Relevant and Time-based.
- 3) Cover only the first year of the Strategy's lifetime It will be reviewed annually thereafter.

Work on the Action Plan will begin once the Forward Plan has captured the types of action which are required to meet the agreed strategic objectives.

#### **Food Waste Collections**

Having said that work on the Action Plan is to begin later, discussions planned to happen at Workshop 2 regarding actions to go into the Forward Plan were postponed in light of the urgent requirement for movement on the assessment of food waste collections, as identified by elected Members meeting together prior to Workshop 2.

Work is underway, including as part of the WRAP-sponsored assessment of collections consistency, to identify and allocate the necessary actions, including:

- Assessment of the costs to introduce collections.
- Assessment of the possible disposal savings.
- Consideration of a pilot project to begin as soon as possible.
- Information-gathering from other authorities who have introduced such collections.
- Visits to see possible vehicles for doing the collections.

This work will need to be monitored, recorded, and included in the JMWMS documentation.



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# **Appendix C – Public Consultation Results**

This appendix will contain the results of the public consultation process, and details of any changes made to the Consultation Draft of the JMWMS in producing the final version for adoption by each LWP authority.



# **Appendix D – Glossary of Terms & Abbreviations**

Term	Abbrev.	Description
Alternate Weekly Collections	AWC	Typically, the collection of household residual wastes every other week, whilst during the intervening weeks recyclables and/or green wastes are collected.
Anaerobic Digestion	AD	A process by which microorganisms break down biodegradable material in the absence of oxygen.
Biodegradable Municipal Waste	BMW	Those elements of the municipal waste streams that will rot or degrade biologically.
Controlled Waste Regulations	CWR	UK legislation categorising waste by contents and/or source.
Department for Environment, Food & Rural Affairs	Defra	UK government department responsible for waste management (amongst other things).
Energy from Waste	EfW	Any renewable energy technology that recovers energy from waste.
Household Waste	HW	Waste from domestic properties including waste from residual refuse collections, material collected for recycling and composting, plus waste from educational establishments, nursing and residential homes and street cleansing waste.
Household Waste Recycling Centre	HWRC	A place at which the public may deposit their household waste
(Joint) Municipal Waste Management Strategy	(J)MWMS	Also referred to in this document simply as "the Strategy".  It is a statutory duty for local authorities in two-tier areas to have a Joint MWMS.
Landfill Allowance Trading Scheme	LATS	An initiative by the UK government to help reduce the amount of BMW sent to landfill. Abolished in 2013.
Lincolnshire Waste Partnership	LWP	Also referred to in this document simply as "the Partnership". Brings together the public bodies within Lincolnshire responsible for collection and disposal of waste.
Local Authority Collected Waste	LACW	Any waste collected by a local authority. Formerly known as "Municipal Waste".
Minerals and Waste Local Plan	MWLP	<ul> <li>Sets out:</li> <li>the key principles to guide the future winning and working of minerals and the form of waste management in the county; and</li> <li>the criteria against which planning applications for minerals and waste development will be considered.</li> </ul>
Municipal Solid Waste	MSW	A waste type consisting of everyday items that are discarded by the public.
National Indicator	NI	One of a list of indicators used to measure local authority performance. Stopped being statutory from April 2011.

Term	Abbrev.	Description	
National Planning Policy		Introduced in March 2012, sets out the Government	
Framework		overarching planning policies for England	
National Planning Policy for		Introduced in December 2013, sets out the national	
Waste	NPPW	framework for planning for waste management	
Office of the Deputy Prime		Former UK government department with	
Office of the Deputy Prime Minister	ODPM	responsibility for some aspects of waste	
Willister		management (amongst other things).	
		The component of the waste stream liable to become	
		putrid.	
Putrescible waste		For example: organic matter that has the potential to	
Tatreseible waste		decompose with the formation of	
		malodorous substances, usually refers to vegetative,	
		food and animal products.	
Strategic Environmental	SEA	A formal assessment of the environmental effects of	
Assessment	JEA	a strategic document.	
Technically, environmentally		A formal assessment of whether an individual option	
and economically practicable	TEEP	can reasonably be achieved.	
and economicany practicable		Found in several pieces of waste legislation.	
		A local authority with the duty to collect specified	
	WCA	wastes (including household waste).	
		There are seven WCA's covering the LWP area:	
Waste Collection Authority		Boston Borough Council, City of Lincoln Council, East	
Trade Concention / Identify	WCA	Lindsey District Council, North Kesteven District	
		Council, South Holland District Council, South	
		Kesteven District Council and West Lindsey District	
		Council	
		A local authority with the duty to operate HWRC's	
		and to dispose of waste collected by WCA's in its	
Waste Disposal Authority	WDA	area.	
		There is one WDA covering the LWP area:	
		Lincolnshire County Council.	
		A local authority with the duty to collect specified	
Waste Planning Authority	WPA	wastes (including household waste).	
		There are seven WCA's covering the LWP area.	
Maria Bara Islam A. Illa II	<b>1</b> 7	Has responsibility for ensuring compliance with	
Waste Regulatory Authority	WRA	waste legislation.	
Market Breeze A. C.		In England this is the Environment Agency.	
Waste and Resources Action	WRAP	A government-sponsored organisation promoting	
Programme	<u> </u>	recycling and other waste issues.	



Lincolnshire Waste Partnership Tackling waste together

# Waste Strategy Public Consultation - Closes 2<sup>nd</sup> July 2018

The Joint Municipal Waste Management Strategy (JMWMS) sets out how the organisations which form the Lincolnshire Waste Partnership (LWP) will work together to deliver waste management services which protect the environment and provide value for money.

The aim of this survey is to invite feedback from anyone with an interest in our waste services, and will be considered in finalising the JMWMS before it is adopted by each LWP council.

In completing this survey, please note that the JMWMS provides a strategic overview rather than making proposals for specific changes to services. Any comments you wish to make regarding specific services, such as bin collections, should be made directly to your local council through their normal means of communication.

Please read the strategy before completing the survey or look at the summary document, which will help you to answer the questions. You can find this online at:

www.lincolnshire.gov.uk/recycle-for-lincolnshire/waste-strategy-for-lincolnshire/

Alternatively, you can request a paper copy:

Email: wastestrategy@lincolnshire.gov.uk

Phone: 01522 782070

Some of the questions refer to the Environmental Report which has been prepared to accompany the Strategy. You can access this document in any of the same ways as the JMWMS itself.

If you are completing this form by hand rather than online, please feel free to use a separate piece of paper if your comments won't fit in the space provided. Indicate clearly to which question you are referring.

1. In what	capacity are you responding to this survey?
	Lincolnshire Resident County Councillor District Councillor Parish/Town Councillor Waste business employee/owner Neighbouring authority representative Other
If "other", p	lease state:
2. In which	area do you live or are you/your organisation based?
	Boston
	City of Lincoln East Lindsey
	North Kesteven
	South Holland
	South Kesteven
	West Lindsey Don't know/prefer not to say
	Outside Lincolnshire
_	Lincolnshire ", please state where:

# 3. Do you agree or disagree with the Lincolnshire Waste Partnership's vision for this Strategy?

"To seek the best environment	al option to provid	le innovative,	customer-friendly	waste
management solutions that giv	e value for mone	y to Lincolnsh	nire."	

	•
☐ Strongly agree	□ Disagree
☐ Agree	☐ Strongly disagree
Why have you answered this way?	
4. Are there any key issues, other than be driving our Waste Strategy?	
You can find information about this • Summary – Section 1.3 • Full Document – Chapters	
Tuli Bocument Onapters	o and o
□ Yes	□ No
If you answered "no", then what else shou	lld we include?

Our vision is "to seek the best environmental option to provide innovative, customer-friendly waste management solutions that give value for money to Lincolnshire".

5. Do you agree or disagree that the objectives we have set out will enable us t	O
meet the challenges we face and therefore achieve our vision?	

7. Do you have any specific concerns about the strategy?			
	Yes	□ No	
If you	answered "yes", please tell us wha	at concerns you have.	

Your responses will be kept completely confidential and in accordance with the Data Protection Act 1998. Our aim is to not be intrusive and we will not ask irrelevant or unnecessary questions.

The Equality Act 2010 places organisations under a duty to ascertain how people with 'protected characteristics' are impacted by an organisations activity and how steps may be taken to mitigate or eliminate adverse impact(s).

# 8. Do you think the draft strategy could have a positive or negative impact on you (or someone you care for or support) due to any of the following? Tick all that apply

	Positive impact	Negative impact	No impact	Don't know
Age				
Sex (male/female)				
Disability				
Sexual orientation				
Pregnancy and maternity				
Marriage and civil partnership				
Race (ethnicity)				
Religion or belief				
Gender reassignment				

If you have identified a potential impact, how would the proposed so (or someone you care for or support) and how could any negative is reduced?	

The remaining questions relate to the Environmental Report which accompanies the JMWMS. This has been prepared as part of the Strategic Environmental Assessment, a process which we are required to undertake alongside the development of the JMWMS itself.

9. Does the Environmental Report of the draft Joint Municipal Waste I	correctly identify the likely significant efformation of the second strategy?	ects
□ Yes	□ No	
If you answered "no", please tell us w	hat else you think should be included.	
10. Do you agree or disagree that the account of the information provide	he draft JMWMS has sufficiently taken do in the Environmental Report?	
☐ Strongly agree	□ Disagree	
□ Agree	☐ Strongly disagree	
If you disagree, please tell us what els	se you think should be taken into account.	

Thank you for completing this survey.

Once the consultation period has ended, on 2<sup>nd</sup> July 2018, the Lincolnshire Waste Partnership will review the Joint Municipal Waste Management Strategy and Environmental Report in light of all responses received.



#### **Equality Impact Analysis to enable informed decisions**

#### The purpose of this document is to:-

- I. help decision makers fulfil their duties under the Equality Act 2010 and
- II. for you to evidence the positive and adverse impacts of the proposed change on people with protected characteristics and ways to mitigate or eliminate any adverse impacts.

#### Using this form

This form must be updated and reviewed as your evidence on a proposal for a project/service change/policy/commissioning of a service or decommissioning of a service evolves taking into account any consultation feedback, significant changes to the proposals and data to support impacts of proposed changes. The key findings of the most up to date version of the Equality Impact Analysis must be explained in the report to the decision maker and the Equality Impact Analysis must be attached to the decision making report.

#### \*\*Please make sure you read the information below so that you understand what is required under the Equality Act 2010\*\*

#### **Equality Act 2010**

The Equality Act 2010 applies to both our workforce and our customers. Under the Equality Act 2010, decision makers are under a personal duty, to have due (that is proportionate) regard to the need to protect and promote the interests of persons with protected characteristics.

#### **Protected characteristics**

The protected characteristics under the Act are: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

#### Section 149 of the Equality Act 2010

Section 149 requires a public authority to have due regard to the need to:

- Eliminate discrimination, harassment, victimisation, and any other conduct that is prohibited by/or under the Act
- Advance equality of opportunity between persons who share relevant protected characteristics and persons who do not share those characteristics
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The purpose of Section 149 is to get decision makers to consider the impact their decisions may or will have on those with protected characteristics and by evidencing the impacts on people with protected characteristics decision makers should be able to demonstrate 'due regard'.

#### **Decision makers duty under the Act**

Having had careful regard to the Equality Impact Analysis, and also the consultation responses, decision makers are under a personal duty to have due regard to the need to protect and promote the interests of persons with protected characteristics (see above) and to:-

- (i) consider and analyse how the decision is likely to affect those with protected characteristics, in practical terms,
- (ii) remove any unlawful discrimination, harassment, victimisation and other prohibited conduct,
- (iii) consider whether practical steps should be taken to mitigate or avoid any adverse consequences that the decision is likely to have, for persons with protected characteristics and, indeed, to consider whether the decision should not be taken at all, in the interests of persons with protected characteristics,
- (iv) consider whether steps should be taken to advance equality, foster good relations and generally promote the interests of persons with protected characteristics, either by varying the recommended decision or by taking some other decision.

#### **Conducting an Impact Analysis**

The Equality Impact Analysis is a process to identify the impact or likely impact a project, proposed service change, commissioning, decommissioning or policy will have on people with protected characteristics listed above. It should be considered at the beginning of the decision making process.

#### The Lead Officer responsibility

This is the person writing the report for the decision maker. It is the responsibility of the Lead Officer to make sure that the Equality Impact Analysis is robust and proportionate to the decision being taken.

#### **Summary of findings**

You must provide a clear and concise summary of the key findings of this Equality Impact Analysis in the decision making report and attach this Equality Impact Analysis to the report.

#### Impact - definition

An impact is an intentional or unintentional lasting consequence or significant change to people's lives brought about by an action or series of actions.

#### How much detail to include?

The Equality Impact Analysis should be proportionate to the impact of proposed change. In deciding this asking simple questions "Who might be affected by this decision?" "Which protected characteristics might be affected?" and "How might they be affected?" will help you consider the extent to which you already have evidence, information and data, and where there are gaps that you will need to explore. Ensure the source and date of any existing data is referenced.

You must consider both obvious and any less obvious impacts. Engaging with people with the protected characteristics will help you to identify less obvious impacts as these groups share their perspectives with you.

A given proposal may have a positive impact on one or more protected characteristics and have an adverse impact on others. You must capture these differences in this form to help decision makers to arrive at a view as to where the balance of advantage or disadvantage lies. If an adverse impact is unavoidable then it must be clearly justified and recorded as such, with an explanation as to why no steps can be taken to avoid the impact. Consequences must be included.

**Proposals for more than one option** If more than one option is being proposed you must ensure that the Equality Impact Analysis covers all options. Depending on the circumstances, it may be more appropriate to complete an Equality Impact Analysis for each option.

The information you provide in this form must be sufficient to allow the decision maker to fulfil their role as above. You must include the latest version of the Equality Impact Analysis with the report to the decision maker. Please be aware that the information in this form must be able to stand up to legal challenge.

# **Background Information**

Title of the policy / project / service being considered	Joint Municipal Waste Management Strategy for Lincolnshire	Person / people completing analysis	Matthew Michell Senior Commissioning Officer (Waste)
Service Area	Planning Services	Lead Officer	Neil McBride Planning Manager
Who is the decision maker?	Each individual LWP member authority	How was the Equality Impact Analysis undertaken?	Desk top exercise
Date of meeting when decision will be made	Click here to enter a date.	Version control	v0.2
Is this proposed change to an existing policy/service/project or is it new?	Existing policy/service/project	LCC directly delivered, commissioned, re-commissioned or de-commissioned?	Commissioned
Describe the proposed change	Revision of the Joint Municipal Waste Mar for waste management services.	nagement Strategy which sets out the Lincoln	nshire Waste Partnership's strategic vision

#### **Evidencing the impacts**

In this section you will explain the difference that proposed changes are likely to make on people with protected characteristics. To help you do this first consider the impacts the proposed changes may have on people without protected characteristics before then considering the impacts the proposed changes may have on people with protected characteristics.

You must evidence here who will benefit and how they will benefit. If there are no benefits that you can identify please state 'No perceived benefit' under the relevant protected characteristic. You can add sub categories under the protected characteristics to make clear the impacts. For example under Age you may have considered the impact on 0-5 year olds or people aged 65 and over, under Race you may have considered Eastern European migrants, under Sex you may have considered specific impacts on men.

#### Data to support impacts of proposed changes

When considering the equality impact of a decision it is important to know who the people are that will be affected by any change.

#### Population data and the Joint Strategic Needs Assessment

The Lincolnshire Research Observatory (LRO) holds a range of population data by the protected characteristics. This can help put a decision into context. Visit the LRO website and its population theme page by following this link: <a href="http://www.research-lincs.org.uk">http://www.research-lincs.org.uk</a> If you cannot find what you are looking for, or need more information, please contact the LRO team. You will also find information about the Joint Strategic Needs Assessment on the LRO website.

#### Workforce profiles

You can obtain information by many of the protected characteristics for the Council's workforce and comparisons with the labour market on the Council's website. As of 1<sup>st</sup> April 2015, managers can obtain workforce profile data by the protected characteristics for their specific areas using Agresso.

#### **Positive impacts**

The proposed change may have the following positive impacts on persons with protected characteristics – If no positive impact, please state *'no positive impact'.* 

Age	no positive impact
Disability	no positive impact
Gender reassignment	no positive impact
Marriage and civil partnership	no positive impact
Pregnancy and maternity	no positive impact
Race	no positive impact
Religion or belief	no positive impact

If you have identified positive impacts for other groups not specifically covered by the protected characteristics in the Equality Act 2010 you can include them here if it will help the decision maker to make an informed decision.

#### Adverse/negative impacts

You must evidence how people with protected characteristics will be adversely impacted and any proposed mitigation to reduce or eliminate adverse impacts. An adverse impact causes disadvantage or exclusion. If such an impact is identified please state how, as far as possible, it is justified; eliminated; minimised or counter balanced by other measures.

If there are no adverse impacts that you can identify please state 'No perceived adverse impact' under the relevant protected characteristic.

Negative impacts of the proposed change and practical steps to mitigate or avoid any adverse consequences on people with protected characteristics are detailed below. If you have not identified any mitigating action to reduce an adverse impact please state 'No mitigating action identified'.

Page	Age	No perceived adverse impact
100	Disability	No perceived adverse impact
	Gender reassignment	No perceived adverse impact
	Marriage and civil partnership	No perceived adverse impact
	Pregnancy and maternity	No perceived adverse impact

Race	No perceived adverse impact
Religion or belief	No perceived adverse impact
Sex	No perceived adverse impact
Sexual orientation	No perceived adverse impact

If you have identified negative impacts for other groups not specifically covered by the protected characteristics under the Equality Act 2010 you can include them here if it will help the decision maker to make an informed decision.

#### **Stakeholders**

Stake holders are people or groups who may be directly affected (primary stakeholders) and indirectly affected (secondary stakeholders)

You must evidence here who you involved in gathering your evidence about benefits, adverse impacts and practical steps to mitigate or avoid any adverse consequences. You must be confident that any engagement was meaningful. The Community engagement team can help you to do this and you can contact them at <a href="mailto:consultation@lincolnshire.gov.uk">consultation@lincolnshire.gov.uk</a>

State clearly what (if any) consultation or engagement activity took place by stating who you involved when compiling this EIA under the protected characteristics. Include organisations you invited and organisations who attended, the date(s) they were involved and method of involvement i.e. Equality Impact Analysis workshop/email/telephone conversation/meeting/consultation. State clearly the objectives of the EIA consultation and findings from the EIA consultation under each of the protected characteristics. If you have not covered any of the protected characteristics please state the reasons why they were not consulted/engaged.

#### Objective(s) of the EIA consultation/engagement activity

The questionnaire for the consultation on the overall contents of the JMWMS will include a question asking respondents to identify any impacts as a result of protected characteristics.

Who was involved in the EIA consultation/engagement activity? Detail any findings identified by the protected characteristic

Age  Disability  Gender reassignment  Marriage and civil partnership		
Gender reassignment  Marriage and civil partnership	Age	
Gender reassignment  Marriage and civil partnership		
Gender reassignment  Marriage and civil partnership		
Gender reassignment  Marriage and civil partnership		
Gender reassignment  Marriage and civil partnership		
Gender reassignment  Marriage and civil partnership	Disability	
Marriage and civil partnership	Diodomity	
Marriage and civil partnership		
	Gender reassignment	
	Marriage and civil partnership	
	marriago arra orri pararioromp	
	3	
	<b>3</b>	
Pregnancy and maternity	Pregnancy and maternity	
Race	Race	
Delivier or belief	Delinion on belief	
Religion or belief	Religion of belief	

Sex	
Sexual orientation	
Are you confident that everyone who should have been involved in producing this version of the Equality Impact Analysis has been involved in a meaningful way?  The purpose is to make sure you have got the perspective of all the protected characteristics.	No. However, the consultation on the overall contents of the JMWMS will allow anyone with an interest in our waste services to identify any impacts as a result of protected characteristics.
Once the changes have been implemented how will you undertake evaluation of the benefits and how effective the actions to reduce adverse impacts have been?	Any impacts identified through the survey will be assessed and, where necessary, acted upon. This EIA will be reviewed in Summer 2019, around 6 months after the anticipated adoption of the JMWMS.

#### **Further Details**

Are you handling personal data?	No
	If yes, please give details.

ac	A ation a required	Antina	l and officer	Timososla
71	Actions required Include any actions identified in this analysis for on-going monitoring of impacts.	Action  Review responses to EIA question in JMWMS consultation questionnaire.	Lead officer  Neil McBride  LCC Planning Manager	Timescale July 2018
	Signed off by		Date	Click here to enter a date.

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# Agenda Item 6



#### **Policy and Scrutiny**

# Open Report on behalf of Richard Wills, Executive Director for Environment and Economy

Report to: Environment and Economy Scrutiny Committee

Date: 10 April 2018

Subject: Implementing the Outcomes of the Utility Study

#### **Summary:**

A long-term commitment to utility infrastructure investment is critical in efforts to accelerate economic and housing growth across Greater Lincolnshire.

A 'Future proofing the capacity of utilities in Greater Lincolnshire', was commissioned by Greater Lincolnshire Local Enterprise Partnership, LCC, and the other local authorities in greater Lincolnshire. This Study has now been completed, and this report will provide an outline of the report recommendations, and proposed next steps.

#### **Actions Required:**

Members of the Environment and Economy Scrutiny Committee are invited to consider and comment on the strategic direction included in the report and endorse the next steps included in the action plan on utility provision (as below):

- a) establishing a strong lobby for Greater Lincolnshire on utilities
- b) making sure that good quality information is collected and given to organisations who need to hold it
- c) increasing the dialogue between businesses, planning organisations, and the utility providers

#### 1. Background

A long-term commitment to infrastructure investment is critical in efforts to accelerate economic and housing growth across Greater Lincolnshire. The Greater Lincolnshire Local Economic Partnership states that providing a reliable infrastructure will allow them to reach growth ambitions and potential. Investments can stall due to the limited availability of utilities and the relative cost of upgrading them, so there is a need for a stronger dialogue between the utility companies and others, particularly at a local level.

The 'Future proofing the capacity of utilities in Greater Lincolnshire', provides an overview of the provision of electricity, water (supply and drainage), and gas infrastructure in the area. This is due to the Greater Lincolnshire Local Enterprise Partnership and Local Authorities becoming increasingly aware that development

activity within the Greater Lincolnshire area is potentially being hampered, because of constraints on the supply of utilities.

Experience has shown us that many local investments can become stalled owing to the limited availability of utilities and the relative cost of upgrading the necessary infrastructure.

On this basis a report into, The 'Future proofing the capacity of utilities in Greater Lincolnshire', was commissioned, together with a wide partnership from Greater Lincolnshire to underpin the activity. This Study has now been completed, and this report will provide an outline of the report recommendations, and proposed next steps.

#### 2. Purpose of Report – Summary of report findings

A long-term commitment to infrastructure investment is critical in efforts to accelerate employment and housing, and productivity growth across Greater Lincolnshire. However action is also needed immediately, to deal with network infrastructure capacity shortfalls being encountered on a regular basis - and ease the pressures on land development in the short term. In addition new solutions will be needed for the inter-related system challenges, which will need to be faced by Greater Lincolnshire into the future.

Providing a reliable infrastructure will allow Greater Lincolnshire to achieve its ambitions and potential. However many partners are stating that investments can stall due to the limited availability of utilities, and the relative cost of upgrading them.

In summary the study findings:

- Provide evidence that there is an issue of utilities capacity, hindering the full development potential of Greater Lincolnshire.
- Show that there is a lack of existing utilities capacity at proposed development sites, leading to increased associated costs and time implications of necessary reinforcement works.
- Identify that there are also a relatively high percentage of smaller developers, who are less able to bear the high costs of reinforcement.
- Clarify that the process of engagement between developers, local authority planners and utilities firms to establish the nature, scale and cost of required reinforcement works is complex, un-transparent and lacks consistency.
- Outline that investments are needed not only in maintaining and replacing existing infrastructure, but also upgrading and building new facilities and networks. However we are aware that this is happening under the pressure of optimising expenditure, and maintaining or increasing efficiency.
- Are supported by a Government that recognises (through White Paper consultations), and accepts that utilities have the potential to hinder future growth.

These issues appear to be partly a result of Greater Lincolnshire's natural characteristics. These factors include the relatively peripheral and rural nature of the area, and relatively low land and property values, leading to issues of viability.

#### 3. Details of the overall costs burdens identified by the study

In the final study, estimates for the utility capacity we will need, was looked at in more detail for 25 sites across the Greater Lincolnshire area.

The study findings show that:

• Costs for abnormal reinforcement works, for the 25 strategic sites assessed, were estimated to be around £125m in total.

If this figure was applied to all development planned to be delivered in Greater Lincolnshire in next twenty years or so:

• It would equate to abnormal utilities costs of around £250m, which is a significant upfront investment.

#### 4. How do we take this forward?

Greater Lincolnshire has to find a solution to its long term utilities needs in order to fulfil its potential for the UK and locally. This will involve working on a number of areas, namely:

- Investigating the true energy requirements for growth aspirations over the next 20 years
- Assessing what gaps may be present (if any) between these requirements, and investments to be made by utility companies over that time period
- If a gap is found to be present through a national infrastructure provision, ascertaining what innovative local solutions could be put in place to augment available options
- What investment value would be needed to achieve all of this, and then identify the most appropriate financial models to support this

We now have in place a utility infrastructure report which outlines a number of issues and recommendations for the Greater Lincolnshire area. The next phase of activity will be to turn these findings into a set of 'calls to action', for a range of identified stakeholders.

The ultimate vision/direction would be to establish a utility infrastructure action plan designed to minimise the risk of utility infrastructure being a barrier to the growth strategy for the LEP area.

Within the report there are three main areas of consideration in moving the utility infrastructure agenda forward, namely:

#### CONSOLIDATING COMMUNICATING FINANCING > 'Building' visibility to > 'Energising' our sector > 'Managing' our risks stakeholder of the and business groups and embracing our importance of utility opportunities effectively > 'Illuminating' the data infrastructure provision information flow > 'Vitalising' energy > 'Powering' our strategic supply & systems networks > 'Simplifying' the utility infrastructure offer

Within all of this there will be areas of activity that will be outside the purview of local partners, and it will be important that everybody plays a correct part in what is a complex national issue.

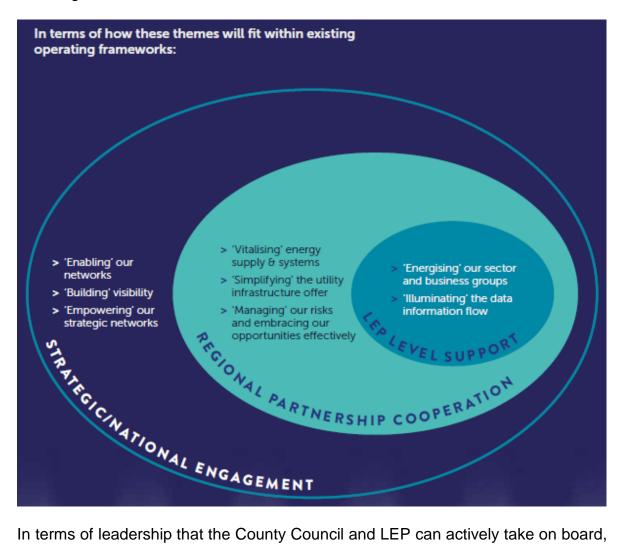
The following diagram shows how all of these themes interlink, with an indication of what and who should be taking a lead on looking at, and delivering the required solutions to these issues.

In board terms the areas to engage with are at a:

- Strategic/National engagement level
- Regional Partnership Co-operation level
- LEP support level

Within each of these levels, there are a number of activities associated the right set of organisations/individuals, to get the best co-ordinated response to the findings.

The diagram below shows how these levels and activities interact.



In terms of leadership that the County Council and LEP can actively take on board, the following descriptions of the activities outline their scope:

- ENERGISING OUR SECTOR AND BUSINESS GROUPS Communication is essential, to build sector links across Government and research, to listen to business and understand their needs. This will also highlight future opportunities and technological directions in each area, and to promote the funding opportunities we offer businesses to help them grow
- **ILLUMINATING THE DATA INFORMATION FLOW** Supporting the utility companies' need to make data on infrastructure in our area available, and the impact it has more visible, which in turn will help inform strategic investment decisions.

This last point will be important as we will also need to ensure that from our part that in terms of:

 PLANNING AND PREDICTABILITY - that the planning process overcomes issues around early engagement of utilities with planning authorities, ensuring that there is a reliability of cost and timescales estimates from utility companies, which is given to developers for reinforcement works. This is particularly important, due to noted uncertainty over commercial development

All of the above information around this vision/direction is inextricably linked to wider energy strategy work, which is being undertaken by the Greater Lincolnshire LEP at the present time. More importantly all of this work will ultimately feed into the energy chapter of the Greater Lincolnshire Local Industrial Strategy document.

#### Specific next steps

As stated above, there are three main areas that next steps should cover:

- 1. establishing a strong lobby for greater Lincolnshire on utilities (described above as "Energising our sector and business groups")
- 2. making sure that good quality information is collected and given to organisations who need to hold it (described above as "Illuminating the data information flow")
- 3. increasing the dialogue between businesses, planning organisations, and the utility providers (described above as "Planning and predictability")

The proposed next steps are:

#### Establishing a strong lobby

- 1. Create a "Utilities Champions" panel of local businesses which can inform the LEP and local government about current utility matters and can also provide a private sector voice to our lobbying.
- 2. Provide regular briefings on our utilities work to decision makers at local and national level so that greater Lincolnshire's utility needs are prioritised.

#### Collecting good quality information

- 1. Use the utility study and the information provided by the "Utility Champions" panel to produce a series of pithy fact sheets.
- 2. Undertake a further study which provides more detail about greater Lincolnshire's utility demand, with a particular emphasis on the affordability of different solutions at specific sites. This study would be grant funded.

### Increasing the dialogue between businesses, planning organisations, and utility providers

1. Deliver a seminar programme through the Business Lincolnshire Growth Hub which helps businesses to address their energy concerns, partly by adapting processes to reduce energy demand and partly through understanding the planning process and the way that utility providers respond to business demand.

2. Produce an "Energy chapter" of the Local Industrial Strategy so that the utility challenges in greater Lincolnshire are properly communicated to, and prioritised by, policy makers.

#### 5. Conclusion

We have been able, through the utility study, to gain a better understanding of the issues facing the infrastructure side of delivery. This has been an important piece of work to do, as we do not have at present a comprehensive energy strategy to underpin the growth aspirations outlined in our strategic economic documents.

We also have a great opportunity; within the energy strategy work outlined above, to expand our baseline understand of the wider energy agenda, so that the two areas of activities can be ultimately combined into a detailed and achievable set of proposals within the Local Industrial Strategy document.

Importantly throughout the whole process we will also have been able to engage with a wide set of interested parties, whilst developing these proposals. This will be important to ground proposals with local aspirations for continuing growth.

The ultimate vision/direction would be to establish a utility infrastructure action plan designed to minimise the risk of utility infrastructure being a barrier to the growth strategy for the LEP area. This would then be included, alongside further energy strategy work, into a comprehensive energy chapter within the emerging Local Industrial Strategy document for Greater Lincolnshire.

#### 6. Consultation

a) Have Risks and Impact Analysis been carried out?

N/A

b) Risks and Impact Analysis

N/A

#### 7. Appendices

These are listed below and attached at the back of the report		
Appendix A	Better Utilities - Greater Lincolnshire, Greater Prosperity, an	
	Executive Summary Document	

#### 8. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Andrew Brooks, who can be contacted on 01522 550631 or <a href="mailto:Andrew.Brooks@lincolnshire.gov.uk">Andrew.Brooks@lincolnshire.gov.uk</a>



# BETTER UTILIS

GREATER PROSPERITY

GREATER LINCOLNSHIRE

SUMMARY OF THE 'FUTURE PROOFING UTILITIES IN GREATER LINCOLNSHIRE' REPORT

**FOREWORD** 

# PUTTING OUR FUTURE UTILITY REQUIREMENTS IN PLACE

Providing the utility infrastructure to support existing and new commercial and housing sites is critical for the continued prosperity of Lincolnshire. The experience of developers, businesses and local authorities across Greater Lincolnshire suggests that utilities constraints are stalling and holding back development.

Government has recognized that utilities provision has the potential to constrain developments, this has been highlighted in the Housing White Paper, the Industrial Strategy Green Paper and the recently launched Clean Growth Strategy.

Here in Greater Lincolnshire, we have ambitious plans for future growth and productivity. We aim to increase the value of the economy by £3.2 billion by 2030, and help deliver 100,000 new homes. Ensuring we have a long term effective and functioning system of utilities, is therefore critical to the

future economic success of the area. This growth will rely on new utility infrastructure being put in place at the right time so that development sites can go ahead when the market requires.

The 'Future Proofing Utilities in Greater Lincolnshire' Report commissioned by the Greater Lincolnshire LEP and the local authorities of Lincolnshire, therefore has looked at the existing capacity across 25 development sites and made an assessment of the cost for abnormal reinforcement works.

There is much to do on this agenda, nationally and locally, however this report gives us for the first time an assessment of utilities provision across Lincolnshire.

#### URSULA LIDBETTER

Chair | Greater Lincolnshire Local Enterprise Partnership



# IGNITING CHANGE:

# BUILDING THE CASE FOR BETTER UTILITY INFRASTRUCTURE

The future proofing of the capacity of utilities in Greater Lincolnshire is greatly needed. Many partners locally are increasingly aware that development activity within the Greater Lincolnshire area is being hampered, because of constraints on the supply of utilities (electricity, water (supply and drainage), and gas infrastructure).

A long-term commitment to infrastructure investment is critical in efforts to accelerate employment and housing, and productivity growth across Greater Lincolnshire. However action is also needed immediately, to deal with network infrastructure capacity shortfalls being encountered on a regular basis, to ease the pressures on land development. In addition new solutions will be needed for the inter-related system challenges, which will need to be faced by Greater Lincolnshire into the future.

Providing a reliable infrastructure will allow Greater Lincolnshire to achieve its ambitions and potential.

Many partners are stating that investments can stall due to the limited availability of utilities and the relative cost of upgrading them, so there is a need for a strong dialogue between the utility companies and others, particularly at a local level.



£125

estimated for the abnormal reinforcement work for 25 strategic sites.



estimated for abnormal utilities for all planned development in Greater Lincolnshire over the next 20 years.



# WHAT HAVE WE DONE SO FAR?

A study commissioned by LEP and Local Partners, with significant local consultation and a local Utility Summit Event, to engage both the public and private sectors.

The study

- > Provides evidence that there is an issue of utilities capacity hindering the full development potential of Greater Lincolnshire
- > Shows that there is a **lack of existing utilities capacity at proposed development** sites and the associated cost and time implications of
  necessary reinforcement works
- > Shows that there is also a relatively **high percentage of smaller developers** who are less able to bear the high costs of reinforcement
- > Shows that the process of engagement between developers, local authority planners and utilities firms to establish the nature, scale and cost of required reinforcement works is complex, un-transparent and lacks consistency

The issue appears to be partly a result of Greater Lincolnshire's natural characteristics. These factors include the relatively peripheral and rural nature of the area, and relatively low property values leading to issues of viability.

The costs for the abnormal reinforcement works for the 25 strategic sites assessed was estimated to be around £125m in total.

If this figure was applied to all development planned to be delivered in Greater Lincolnshire in the next 20 years or so it would equate to abnormal utilities costs of around £250m, which is a significant upfront investment.

# WHY DID WE THINK THIS WAS NECESSARY?

The following case studies highlight the many types of examples that we were becoming aware of:

#### PEPPERMINT PARK

The scheme at Holbeach in Lincolnshire will provide a brand new Food Enterprise Zone (FEZ) of approximately 59,500 m² of employment space, as well as circa 900 new homes. Employment space created will be for small to medium sized enterprises, specialising in the agri-tech sector, including a new Food Centre of Excellence. It was found that the costs of providing the necessary infrastructure, particularly water and electricity were in the region of £12.5m, with long lead in times adding to the costs. This impacts on the viability of the scheme, jeopardising development proposals.

Without major public sector investment and involvement to identify innovative solutions to the provision of infrastructure, the FEZ may take many years to deliver.

#### **TEAL PARK**

Following issues identified at the 87 acre employment land site at Teal Park in North Hykeham, Lincoln, a shared commitment to the growth agenda has seen the Central Lincolnshire Local Authorities working closely with Western Power Distribution. This has promoted greater knowledge and engagement of the issues affecting the site, giving confidence to the private sector that a long term solution in place. In the interim, engagement with businesses and developers at Teal Park is ongoing to manage and accommodate shorter term, bespoke solutions to supply requirements.

Now as part of a suite of circuit reinforcements for Lincoln, additional supply to the site remains on track for Spring 2019.



#### KING 31 IN GRANTHAM

The budget estimate for connection of power supplies to the site at Tollemache Road North, Grantham, has been quoted by the utility supplier at just under £1m to bring a supply to the site. This is based upon a very low level of electrical requirement. Even though this is a budget for guidance only, the scale of these charges for connection exceed even the investor's highest investment estimates, and threaten the viability of the proposed development regardless of which developer is involved.

#### COASTAL UTILITIES

Whilst trying to resolve the challenges locally around the water supply and sewage for Skegness Country Business Park, it became apparent that the problem was wider on the coast, than just this project. Anglian Water indicated a lack of overall capacity in the existing network was causing this, and it had the potential to be a significant block to new development on the coast.

A number of developers were approached, asking for evidence of projects which had faced similar challenges, and through discussions a resolution was found. Anglian Water will deliver a programme of works which will increase potable water capacity in Skegness in late 2017/2018, which will remove water capacity constraints on development in Skegness for the foreseeable future.

#### ENGAGEMENT UNDERTAKEN

This summary is a broad and independent review of our collective efforts to plan and design our future utility provision. This in turn will shape the way in which we position our economy and energy provision into the future, within Greater Lincolnshire.

Conclusions are based on extensive consultation that has taken place, through independent consultant review, workshops, and a Utility Summit Event.

Extensive consultation was also carried out with the Private Sector companies, providing utility services for Greater Lincolnshire, who are:

- > ELECTRICITY DNOS: Western Power Distribution; Northern Power Grid
- > WATER: Anglian Water (water supply and wastewater) and Severn Trent Water (wastewater); and
- > GAS GDN: Cadent (formerly National Grid Gas Distribution).

25
STRATEGIC SITES
INVESTIGATED

OVER

9

BUSINESSES
CONSULTED

REGULATORS ENGAGED

115
ATTENDING
PEOPLE EVENTS

# WHAT ELSE WILL AFFECT OUR ECONOMY?

The study identified other issues in relation to the utility infrastructure provision, and these are the fundamental changes currently occurring in the utilities markets. This also needs to be set against recent Government initiatives to increase infrastructure spending to speed up delivery of housing and employment sites.

Experiences of local authorities and developers in Greater Lincolnshire have suggested that utilities are a particularly critical sector, with limited availability and the relative cost of upgrading the necessary infrastructure stalling development.

The planning and utilities investment processes are sometimes complex and there are few people who have an overall understanding of what is required to meet the local planning conditions and also to navigate the utilities processes for connections, costs and sites. In terms of addressing recent Government strategies, we have the following positions:

#### INDUSTRIAL STRATEGY

The Modern Industrial Strategy's ground-up approach – led and owned by industry and localities – is an important shift, if we are to put in place structures and plans with longevity.

In terms of a local industrial strategy, one of our biggest challenges is power. Supply into Lincolnshire is limited and some major power users in Lincoln city are asked for flexibility on their power usage where necessary, to allow for servicing so as not to affect domestic users.

Water supply is also a vital issue, not least because of the strength of our agri-food sector. The LEP has a sub-board specifially focused on this issue, and has delivered a water management approach that is gaining national recognition.

We have identified that there is a gap between the regulation system, designed to ensure efficiency in the utilities market, and economic development objectives.

We need better engagement to this complexity and also a better way of supporting stakeholders in accessing information and overcoming issues around early engagement of utilities with planning authorities. This needs to be seen together with the reliability of cost and timescales estimates given to developers, for reinforcement works.

We need to develop a shared agenda with utility providers and regulators that takes into account economic growth, improving the dialogue between providers and local authorities. This could go a long way towards resolving many of the issues, without drawing on the public purse.



#### HOUSING WHITE PAPER

The Housing White paper states that:

- > We (the Government) will improve the coordination of public investment in infrastructure, and support timely connections to utilities, so that this does not hold up getting homes built
- > Where communities have planned for new homes, we want to ensure those plans are implemented to the timescales expected

It also goes on to propose the following points:

> Ensure infrastructure is provided in the right place at the right time by coordinating Government investment, and through the targeting of the £2.3bn Housing Infrastructure Fund

In areas of low land values, like much of Greater Lincolnshire, development gain will never be enough to justify major infrastructure investment, even though there is significant demand for housing. So we need continued access to growth funds to gap fund priority schemes, as a significant issue is that the costs of the necessary infrastructure (roads, schools, health, etc.) fall to the developer.



so that the case for investment in Greater Lincolnshire's utilities is better stated, promoted and understood.

# WHAT ELSE IS CHANGING?

The UK utilities system developed in the late 1980s and early 1990s after the main utilities were privatised. Since that time the system has remained relatively stable. However, in recent years new trends are driving fundamental changes to the market.

These changes present challenges but also opportunities to improve the system, so that a lack of utilities capacity is less likely to hinder development happening at the right time and place in the future.

There are fundamental changes that are occurring within the utilities market. These relate to the push for greater sustainability and regulatory improvements to provide more choice and a better service to consumers. These changes present an opportunity for those involved in the development sphere (planners, developers and utilities) to work more closely together and earlier to help plan and deliver appropriate utilities infrastructure to enable development.

What is important to note from this is that the productivity of every company in the Greater Lincolnshire, and the standard of living of every individual, is affected by the quality of the utility infrastructure that people and businesses can access. Ensuring there is adequate investment in infrastructure, to meet our current and future needs and priorities, should be one of the immediate strategic priorities for our area.

The future changes and challenges from a utility company perspective are broadly linked to the drive for greater sustainability and carbon reduction and regulatory reforms, to improve market competition and customer service. However when this happens a regulated asset base (RAB) approach to utilities, defining the assets needed to run the business in a natural monopoly, is one which should be more widely used. In addition infrastructure appraisal methods and practice for these aspirations, should properly take account of other related economic issues in our area, together with regional/LEP distribution of spending.



#### **ELECTRICITY**

The key trends affecting the electricity market are as follows:

- > Increase in demand of significant amounts of electricity at non-traditional times for electric vehicles and heat pumps
- Increase of micro-generation of electricity by households and small businesses, e.g. solar panels, which the electricity companies (DNOs) are required to feed any excess into the network
- > Increase in use of energy storage e.g. batteries

Each of these factors mean the traditional way of managing supply and demand of electricity, i.e. linear flow from the point of generation to the end user, is changing.

This more complex and dynamic system means that DNOs are forced to understand the new supply and demand patterns more closely and to develop systems to match them more efficiently.



#### WATER

The water sector is slightly different to the energy sector in that it does not have the more fundamental underlying pressure for modal change.

However, there is a drive to use water more efficiently and to reduce the carbon produced in the water process. The key future trends that could affect utilities planning are likely to be the following:

- > Resilience
- > Economic and Regulatory Pressures
- > and Environmental Pressures



#### GAS

Gas in the UK is primarily used to provide heat. Along with the transport sector, heat is the single largest consumer of energy in the UK. Gas provides approximately 80% of the UK heat needs at peak times. It also produces similar amounts of carbon currently as electricity and transport.

The gas sector is expected to change significantly in the next 20 years.

The decarbonisation agenda is likely to mean that gas will have an increasingly critical role in delivering energy reliably when it is required to support growth. Add to this the more fundamental changes such as the use of biogas, hydrogen and district heating networks and it is clear that the current system is likely to evolve considerably.

As with the electricity sector this presents an opportunity for closer engagement between all parties in the development sphere (planners, developers and utilities) to work closer together to plan where growth is likely to occur and ensure the infrastructure is in place to meet those needs.

The key trends affecting the gas market includes:

- > Green waste gas for heat and transport
- > Converting the Gas Network to Hydrogen
- > District Heating Network

#### HOW ARE WE PROPOSING

# TO TAKE THIS ISSUE FORWARD?

The LEP are looking to concentrate the energies into three main areas. Within each of these areas there are important themes, which will underpin their viability.

#### CONSOLIDATING

- > 'Building' visibility to stakeholder of the importance of utility infrastructure provision
- > 'Vitalising' energy supply & systems
- 'Simplifying' the utility infrastructure offer

#### COMMUNICATING

- 'Energising' our sector and business groups
- 'Illuminating' the data information flow
- > 'Powering' our strategic networks

#### FINANCING

 'Managing' our risks and embracing our opportunities effectively In terms of how these themes will fit within existing operating frameworks:

- > 'Enabling' our networks
- > 'Building' visibility
- > 'Empowering' our strategic networks
- > 'Vitalising' energy supply & systems
- > 'Simplifying' the utility infrastructure offer
- > 'Managing' our risks and embracing our
- > 'Energising' our sector and business groups
- > 'Illuminating' the data information flow

LEVEL SUPPOR Opportunities encouper ATION AL PARTNERSHIP COOPERATION

STRATIONAL ENGAGEMENT

## SUMMARY

Greater Lincolnshire has to find a solution to its long term utilities needs in order to fulfil its potential for the UK and locally.

This will involve working on a number of areas, innovative local solutions, significant investment in our utility infrastructure, and regulatory framework changes. The 'Future Proofing Utilities in Greater Lincolnshire' report starts this conversation, and identified a number of conclusions:

## BUILDING VISIBILITY TO STAKEHOLDERS OF THE IMPORTANCE OF UTILITY INFRASTRUCTURE PROVISION

Access to utilities like water, gas and electricity is one of the main issues facing businesses in Greater Lincolnshire, and in some cases development and investment opportunities have been lost because of the poor provision and cost of utilities in some areas. There is an urgent need to raise awareness of utility infrastructure in Greater Lincolnshire even further, encouraging more businesses to work with us and partners to contribute to Greater Lincolnshire's economic growth.

#### VITALISING ENERGY SUPPLY & SYSTEMS

The development of solutions that can help deliver affordable, sustainable options, and secure energy for Greater Lincolnshire is highly important. This will include the support the development of partnerships and enabling technologies that can provide flexibility and resilience to the future energy system of electricity, water and gas.

#### SIMPLIFYING THE UTILITY INFRASTRUCTURE OFFER

There is a need to make it easier for companies to engage and work with us and the utility infrastructure sector, to understand the offer and access funding and support through collaborations and partnerships where appropriate.

#### ENERGISING OUR SECTOR AND BUSINESS GROUPS

Communication is essential, to build sector links across Government and research, to listen to business and understand their needs. This will also highlight future opportunities and technological directions in each area, and to promote the funding opportunities we offer businesses to help them grow.

#### ILLUMINATING THE DATA INFORMATION FLOW

The utility companies need to make data on infrastructure in our area available, and the impact it has more visible, which in turn will help inform strategic investment decisions

#### EMPOWERING OUR STRATEGIC NETWORKS

We will be evolving our networks and strengthening our own local presence in the utility infrastructure debate, as part of a coordinated cross LEP, regional and national approach

### MANAGING OUR RISKS AND EMBRACING OUR OPPORTUNITIES EFFECTIVELY

Assessing the viability of shared risk and innovative financial investment – aimed at supporting an overall strategy, of looking at available options and solutions in this area, whilst also supporting local opportunities

UNDERPINNING THESE ARE THE FOLLOWING:

# PLANNING AND PREDICTABILITY

Engaging planning process to overcome issues around early engagement of utilities with planning authorities, reliability of cost and timescales estimates given to developers for reinforcement works. This is particularly important, due to noted uncertainty over commercial development

# REGULATORY ISSUES

There is a gap between the regulation system, designed to ensure efficiency in the utilities market, and economic development objectives. Short of regulatory reform, an active approach from providers and local authorities is required to meet this gap in the short term to progress activity, that can be followed up within regulatory processes at a later date if necessary.



#### **ACKNOWLEDGMENTS**

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Lincolnshire County Council
North Lincolnshire Council
North East Lincolnshire Council
East Lindsey District Council
West Lindsey District Council
City of Lincoln Council
North Kesteven District Council
South Kesteven District Council
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### Agenda Item 7



#### **Policy and Scrutiny**

#### Open Report on behalf of Richard Wills

Report to: Environment and Economy Scrutiny Committee

Date: 10 April 2018

Subject: Anglian Water's Consultation Draft Water Resources

**Management Plan** 

#### **Summary:**

Anglian Water has recently published its consultation draft Water Resources Management Plan, a five-yearly statutory document which seeks to manage pressure on public water supplies arising from population growth, climate change, environmental protection and increasing risk of drought. In responding to the consultation draft, the County Council has an opportunity, working with its partners, to engage in shaping longer term approaches to these issues, and to present a clear statement of its preferences for the future management of water resources.

#### **Actions Required:**

Members are asked to consider the key elements in the consultation draft Water Resources Management Plan, as outlined in the attached executive summary, and to guide officers in preparing a formal response on behalf of LCC by the closing date of 1st June.

#### 1. Background

Anglian Water has recently published its draft Water Resource Management Plan (WRMP), which seeks to manage pressure on public water supply from population growth, climate change, and to balance these with environmental protection and increasing resilience to severe drought. Within the Anglian region these challenges are acute and they drive the need for investment, particularly in the short and medium-term.

#### The Consultation Draft WRMP 2019

Water resources in the East of England are under increasing pressure from a rapidly growing population, climate change and environmental needs. A key challenge is to maintain an appropriate balance between supply and demand, and to increase the region's resilience to severe drought.

In addition, there remains uncertainty over the scale of sustainability reductions that may be required of water companies in 2025 to protect the amount of water available to the environment. There is therefore a need to ensure the proposed WRMP is flexible enough to be adapted to meet unknown future needs, including possible exports to support neighbouring water companies.

To achieve this, the WRMP proposes two planning scenarios: the 'Principal Planning Scenario' and the 'Adaptive Planning Scenario'. The Principal Planning Scenario includes confirmed impacts of sustainability reductions as well as the forecast impacts of growth, climate change and severe droughts. The Adaptive Planning Scenario builds on this, and includes additional uncertain impacts of future (2025) sustainability reductions and possible exports.

Both of these scenarios present significant challenges, and to meet this the WRMP proposes a demand management strategy to meet customer and Government expectations for leakage and reduction, to save water that would otherwise be abstracted from the environment, to mitigate deterioration risk, and to ensure the reliability, sustainability and affordability of water resources over the long term.

The WRMP includes strategies for trading water with neighbouring companies (Affinity Water and Severn Trent Water), increasing connectivity and extending the current network of large capacity mains to create a strategic grid, and the development of new resources. The plan also sets out solutions to allow for the treatment and transfer of surplus water in North Lincolnshire to deal with deficits in other parts of the AW system. These solutions include new treatment processes, transfer mains and pumping stations, and new storage reservoirs.

Water Companies have a legal duty to produce a WRMP every 5 years in order to 'ensure a secure and sustainable supply of water, focus on efficiently delivering the outcomes that customers want, while reflecting the value that society places on the environment'. Water companies must also have regard to broader government policy objectives, for example, as set out in Defra's Guiding Principles.

Through the WRMP process water companies are expected to:

- Take a long term strategic approach to developing their WRMPs
- Engage meaningfully with customers and collaborate with others over the long term
- Fully consider every potential option, including collaboration with other sectors
- Promote the efficient use of available resources

The draft WRMP covers the 25 year period from 2020-2045.

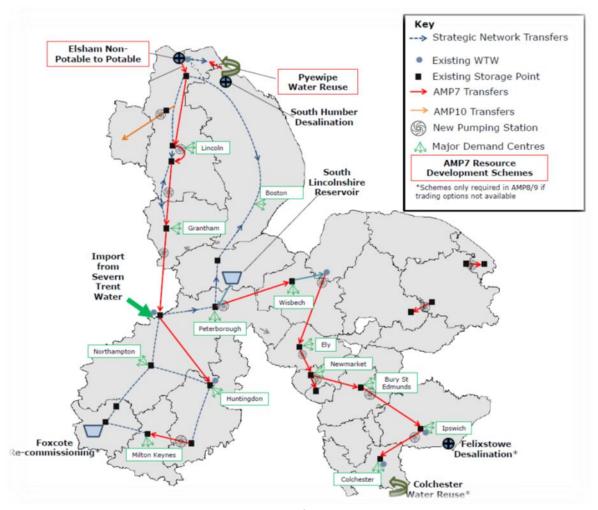
#### **Key features of the WRMP**

Demand management remains a priority, and this is essential in mitigating shortterm environmental risks. In the medium term, the requirements of the Water Framework Directive may drive large sustainability reductions between 2025 and 2030. This uncertainty will not be resolved until 2023 at the earliest. Demand management is considered an essential component of any long-term, sustainable water resource strategy for the region. If demand were left to grow unchecked, it results in widespread deficits and service failures.

The WRMP's Principal Planning Scenario is based on least-cost optimisation, including trading with Affinity Water and Severn Trent Water, increasing system connectivity to fully integrate norther, eastern and western systems thus creating a strategic grid, alongside a series of solutions that create new water resources.

The Adaptive Planning Scenario will help to manage the uncertainty associated with sustainability reductions and future exports if the regulator determines that further sustainability reductions are required for the period 2025-2030.

Suggestions put forward for consultation in the Adaptive Planning Scenario include the potential for large supply-side options, such as a new winter storage reservoir, water reuse and desalination. Due to the long lead-in time for these options, this approach involves undertaking pre-planning activity for specific options that may be selected. As can be seen in the diagram below this includes a suggested option for a South Lincolnshire Reservoir.



The proposed strategy includes a series of investments which together increase deployable output across the region. For example the South Humber bank to

Central Lincolnshire transfer includes treatment processes, transfer mains, a pumping station, storage reservoirs and a connection into an existing Anglian Water system.

The plan highlights that within the Anglian region, particularly southern and western parts of Lincolnshire are affected by a combination of the impacts of growth, vulnerability of groundwater and surface water sources due to climate change and the impacts of sustainability abstraction reductions. In addition, although the existing AW system is now more resilient to severe drought than was previously the case, there are still vulnerabilities, the impacts of which need to be planned for in the longer term.

Another key element of the plan is to ensure that there are no deficits in any of Anglian Water's Water Resource Zones at any point during the 25 year period between 2020 and 2045. There have been progressive increases in several areas and amongst the largest within the Anglian region are those areas of Central and South Lincolnshire.

Defra has established the Water Resources East initiative as a means of exploring potential strategic solutions to managing water resources at a regional scale. This includes identifying and engaging with the key stakeholders regionally and locally, a process which is continuing to develop. The present WRMP includes consideration of longer term potential solutions that are being explored through the WRE initiatives, particularly in the Adaptive Planning Scenario which looks further ahead beyond the time limit of the WRMP itself.

Many of the options that are being proposed would have long lead-in times and as such would require detailed technical design work. In addition, some options (such as new reservoirs and desalination plants) may be classified as 'Nationally Significant Infrastructure' and so be required to go through the Development Consent Order planning route. This includes a formal consultation process with Local Planning Authorities and other stakeholders including the County Council. The delivery of any of these options remains contingent on their selection as appropriate measures in the next WRMP (2024), and this dependency would be made clear in any related preparatory and exploratory activity.

#### 2. Conclusion

This consultation provides LCC and its partners with the opportunity to help to shape the long term planning of water resources within the county and the region. The range of the subject matter covered by the plan means a more thorough exploration with members of the key areas for the county will be undertaken prior to a formal submission being made to the consultation (deadline 1<sup>st</sup> June 2018).

#### 3. Consultation

a) Have Risks and Impact Analysis been carried out??

No

#### b) Risks and Impact Analysis

N/A

#### 4. Appendices

These are listed below and attached at the back of the report		
Appendix A	Executive Summary	

#### 5. Background Papers

Document	Where the document can be viewed
title	
Consulation	http://www.anglianwater.co.uk/about-us/draft-water-resources-
Draft Water	management-plan/2019.aspx
Resources	
Management	
Plan	

This report was written by David Hickman, who can be contacted on (01522) 554809 or david.hickman@lincolnshire.gov.uk.

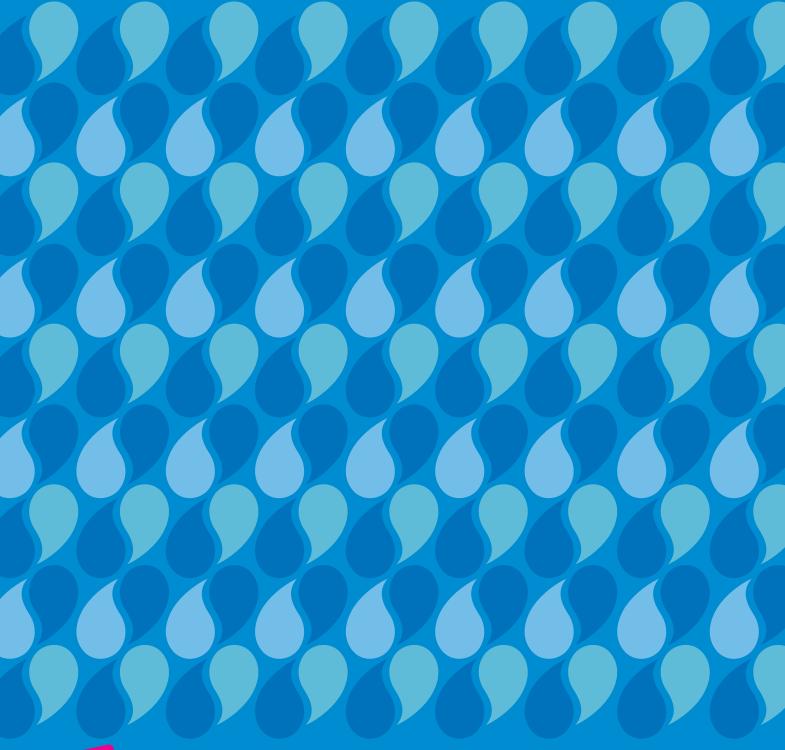


Our Draft Water Resource Management Plan 2019

## WATER: FUEL FOR GROWTH

Customer and Stakeholder Summary









#### WELCOME

Water resources in the East of England are under increasing pressure from a rapidly growing population, climate change and environmental needs. As a result, we know we need to work to maintain an appropriate supply demand balance and increase our region's resilience to severe drought.

In addition to these challenges, there remains a significant level of uncertainty over the scale of sustainability reductions required of water companies in 2025 to protect the amount of water available for the environment.

As such, we need to ensure that our proposed Water Resource Management Plan (WRMP) is flexible enough to be adapted to meet unknown future needs, including possible future exports to support neighboring water companies.

To do this, we have created two planning scenarios: the 'Principal Planning Scenario' and the 'Adaptive Planning Scenario'. The Principal Planning Scenario includes confirmed impacts of sustainability reductions as well as the forecast impacts of growth, climate change and severe droughts. The Adaptive Planning Scenario builds on this, and includes the additional uncertain impacts of future (2025) sustainability reductions and possible exports.

Both of these scenarios present us with a significant challenge that we have to address. The Principal Planning Scenario highlights an impact of 307million litres a day, nearly 30% of the amount we supplied each day in 2017. The additional impact in the Adaptive Planning Scenario is 165million litres, taking the total to 472million litres a day – around 43% of our daily supply in 2017.

To meet this challenge, we will continue to focus on significant demand management across our region. We are proud of our track record in this area, putting less water into supply today than in 1989, despite a 34% increase in properties served. This has been achieved through water efficiency and behaviour change campaigns, metering, and industry leading leakage reduction.

Our proposed ambitious, cost beneficial demand management strategy will allow us to meet customer and Government expectations for leakage reduction, save water that would otherwise be abstracted from the environment, mitigating deterioration risk, and ensure the reliability, sustainability and affordability of water resources over the long-term.

Nevertheless, the scale of the challenge we face is so significant that we need a twin-track approach; we need to invest in building new water supply capacity. Our WRMP includes strategies for trading water with neighbouring companies (Affinity Water and Severn Trent Water), increasing connectivity and extending our current network of large capacity mains to create a strategic grid, and the development of new resources.

We have also set out solutions to allow for the treatment and transfer of surplus water in North Lincolnshire to deal with deficits in other parts of our system. These solutions include new treatment processes, transfer mains and pumping stations, and new storage reservoirs.

Our WRMP makes the best use of available water before developing new resources and significantly increases our resilience to severe drought. In practical terms, this means that, by 2025, in a 1:200 year drought event no customers in the Anglian Water region will be at risk of severe restrictions.

This summary document sets out the key strategies in our draft WRMP and enables you to have your say on the future of this region's water supplies. We have choices in some areas about the pace at which we meet the challenges facing our region and we welcome your views in response to the consultation questions at the back of this summary.

Dean spence

**Jean Spencer,** Executive Director, Strategic Growth and Resilience



#### OUR PLAN IS AFFORDABLE ...

#### Our customers told us...

 That whilst they are prepared to accept bill increases for service improvements that they value, many of our customers are feeling under financial pressure

#### Government expects companies to...

- Ensure that water supplies are affordable.
- Take a strategic approach to water resources planning that represents 'best value' over the long-term.
- Consider every option, including those outside of company boundaries, collaborating with other sectors, inter-company transfers, and trading.

#### Our Plan...

- Identifies the 'best value' solution through a combination of:
  - Cost-benefit assessment to help determine the preferred demand management strategy
  - Least-cost optimisation to determine the preferred programme of supply-side investments
  - Including limited investment for 'pre-planning' options that may be required in the future, and
  - Minimising potential for stranded assets, by determining our preferred programme of supply-side investments in the Principal Planning Scenario, and then testing it in the Adaptive Planning Scenario.
- Ensures that investment not driven by statutory requirements is kept within a range affordable for all customers:
  - Additional revenue from new properties offsets the cost of demand management
  - Investment to increase resilience is modest, and equates to approximately £2.20 p.a. on the average household bill by 2025.
  - In total, our Plan will add £12.30 p.a.to the average household bill by 2025.

#### OUR PLAN IS RELIABLE

#### Our customers told us...

- We should be planning for the long-term and taking preventative action to address foreseeable future challenges, including drought.
- They support investment to increase resilience.

#### Government expects companies to...

- Take a long-term, strategic approach to the development of the WRMP.
- Enhance the resilience of public water supplies.
- Identify an appropriate level of service based on meaningful engagement with customers.

#### Our Plan...

- Is resilient against the median climate change scenario and severe drought (approximately 1 in 200 year return period), meaning that we will be able to maintain supplies to customers without the need for rota-cuts and standpipes.
- Increases our resilience to unforeseen events by reducing demand and increasing system connectivity to fully integrate our northern, eastern and western systems, creating a strategic grid.

#### OUR PLAN IS SUSTAINABLE...

#### Our customers told us...

- They generally prefer options that make best use of existing resource and infrastructure.
- Leakage reduction continues to be a priority.

#### Government expects companies to...

- Protect and enhance the environment, acting collaboratively.
- Promote the efficient and effective use of available resources, including reducing levels of leakage.
- Value nature in decision-making..

#### Our Plan...

- Makes best use of existing water resources before developing new ones.
   It does this through:
- An ambitious demand management strategy, that will more than offset growth in demand
- Fully integrating our northern, eastern and western water supply systems, allowing us to move water to where it is needed, and, Trading with Affinity Water and Severn Trent
- Provides sufficient water to support housing targets in the South and East of England.
- Protects and enhances the environment by meeting all statutory environmental obligations, including sustainability reductions
- Mitigating unacceptable environmental impacts and identifying opportunities for enhancement through the Strategic Environmental Assessment and Habitats Regulation Assessment processes
- Our demand management strategy and the creation of a strategic grid meet our short-term needs, whilst giving us the capacity to meet uncertain future needs.
- By undertaking pre-planning work we will be able to meet any additional statutory deadlines associated with sustainability reductions required by

#### GETTING THE BALANCE RIGHT

#### MANAGING DEMAND

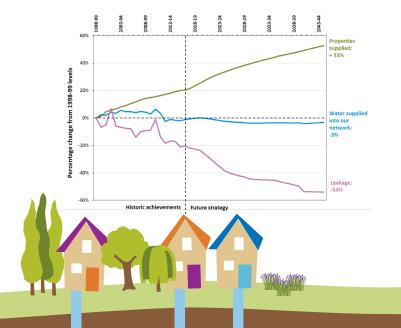
We put less water into supply today than in 1989, despite an increase in properties in our region of more than 34%. Our leakage performance is the best in the industry. What's more, by 2020 we aim to have 93% of households metered and 86% paying measured charges.

We are proud of this record but know that we need to continue to build on these past successes to meet the challenges of the future. Our draft WRMP focusses on collaboration and engagement with our customers, as well as utilising the latest technology and innovation to deliver water savings of 123milion litres a day by 2045.

We agree with Government, and our customers, that demand management has to be our priority and we will always look to make better use of what we have before exploring new supplies.

"We have been greatly successful at offsetting the impacts of growth in our region. Our draft WRMP goes further than ever before and sets out a truly ambitious approach to continued reductions in demand."

Our
leakage
performance
is the best in
the industry,
with a further
23% reduction
planned by
2025



### OUR STRATEGIES TO REDUCE DEMAND

#### **Smart Meters**

Between 2020-2025 we will invest **£180million** installing **smart meters** across our region, saving **23 million litres** a day by 2045.

Studies show that customers with smart meters save more water than those using conventional meters. This technology also allows us to use data like never before to work with customers to help them reduce their use.

Smart meters are also a vital tool in helping to identify leaks.

#### **Engaged Customers and Water Efficient Homes**

Water efficiency campaigns and initiatives have a huge role to play and our **£21million** investment in this area between 2020 – 2025 will see **30 million litres a day saved** by 2045.

Our strategy will see the continuation of our leading efficiency campaigns, Bits and Bobs and The Potting Shed. These free campaigns provide retrofit devices for use in customers' homes and gardens to help save water.

We will also be using pioneering behavioural economics to look at reward mechanisms for water efficient customers and financial incentives for customers who want to replace larger fixtures and fittings in their homes – like toilets – with more efficient ones.

Going further still, we will be working with developers to ensure new houses are as water efficient as possible, using new technology like greywater reuse and rainwater harvesting to save 80 litres per person a day in new developments.

#### **Driving Down Leakage**

In our 2020-25 business plan, a further **£50million** will be spent to **drive leakage down a further 23%** by 2025.

Using the very latest technology and innovation, we will transform the way we manage our water networks.

We will be further developing our award winning Integrated Leakage and Pressure Management System, bringing together more data to make it easier to find and fix leaks. We will also use cutting edge pressure management to prevent burst from occurring through our network.

As well as new technology, we will continue to invest heavily in our intensive Leakage Detection Teams , who scour the region to find difficult-to-detect leaks and target areas with ageing infrastructure.

#### EXPLORING NEW SOURCES OF SUPPLY

Despite our ambitious demand management strategy, the scale of the challenge our region faces is so large that we still need carefully targeted investment to increase supply-side capacity.

Our supply-demand balance methodology shows that, even with our investment in further demand reduction, as many as 15 of our 28 Water Resource Zones could be in water deficit by 2045.

Our preferred programme of supply-side solutions looks to address this, ensuring there is enough water available across our region to meet the needs of communities, the environment and the economy. We have also 'future proofed' our draft plan against potential impacts of future environmental regulations (like sustainability reductions) by increasing option capacity.

As well as looking at new supplies, a key strategy in our draft WRMP is to increase the connectivity of our current resources, fully integrating our northern, eastern and western systems to creating a strategic water grid. This will allow us to transfer water from areas of surplus to need, without having to secure new supplies.

#### Working with our neighbours

Before looking at new sources of supply, our draft WRMP has identified options to work with our nearest neighbours to better utilise resources and explore opportunities to trade water.

By working with Affinity Water and Severn Trent Water, we can significantly increase the amount of water available for our customers - with one trade with Affinity Water freeing up 18million litres a day at our Grafham Water Reservoir.

As well as increasing water availability, these trading options avoid the need for significant capital investment in new supply assets.

By trading
with neighbouring
companies in our
WRMP, we are saving
over £124million
that would otherwise
have to be spent
on new supply
options.

# OUR STRATEGIES TO SECURE NEW SUPPLIES

#### Water Reuse for Non-Potable Use

This innovative scheme will see us invest £75million to install enhanced treatment at our Pyewipe Water Recycling Centre. This advanced treatment will allow treated water from Pyewipe to be sent through a new pipeline to the South Humber Bank, where it will be used to support vital industry.

#### From non-potable to potable

We currently have a water treatment works at Elsham that supplies non-potable water to industrial customers on the South Humber Bank. In the future, part of this industrial need can be met by our water reuse strategy (above).

We will be investing £160million to install and upgrade our Elsham Water Treatment Works to treat this water to potable standards. In addition, we will be developing a new transfer from the works to South Lincolnshire, allowing millions of litres of clean, safe drinking water to be supplied to customers in Greater Lincolnshire, and further south if needed.

#### PLANNING FOR THE FUTURE

There is still a great level of uncertainty about the future, and what demands this will bring. To ensure we are prepared for this, our draft WRMP sets out plans to carry out pre-planning activity for new supply options that may be needed in our 2024 WRMP. These options include:

- New storage reservoirs in South Lincolnshire and Fenland
- Desalination plants in Felixstowe and the South Humber bank
- Further water reuse at Ipswich Water Recycling Centre





#### WE'VE BUILT THIS PLAN TOGETHER

#### CUSTOMER ENGAGEMENT

Ensuring all of our plans represent our customers' priorities is so important to us and we've done all we can to embedded customer engagement into every aspect of our business.

Since 2017, we've carried our a range of extensive, robust and innovative engagement activities, involving over 45,000 customers so far. What's more, to ensure that our approach to engagement is meaningful, we involved customers at the very outset to help us to co-create our engagement strategy – making sure we would be speaking to people about the things that mattered and using a medium they connected with.

We have also actively sought to explore differences of opinion, experience and behaviours between different groups of customers. This is particularly important when considering the potentially different needs and preferences of customers in vulnerable circumstances.

Views on water resource management have been gathered from our Love Every Drop Online Community, the Anglian Water Summer Tour Bus, the H2OMG Water Festival, targeted research across customer segments and societal valuation surveys.

#### FORMAL PRE-CONSULTATION

At the end of last year (2017) we undertook a formal pre-consultation process on our draft WRMP, engaging with regulators, other water companies, local authorities, environmental and conservation groups and catchment partnerships. Our pre-consultation reached over 150 key stakeholders and outlined the challenges we are addressing in our WRMP, as

well as information about how to get involved in the consultation of our Draft WRMP 2019, once published.

We have worked closely with all of our regulators in the development of this plan, holding over 20 meetings with the Environment Agency, Ofwat and Natural England.

#### REGIONAL AND NATIONAL STAKEHOLDER ENGAGEMENT

The challenges we have outlined in our draft WRMP (drought, climate change, growth, environmental needs) are shared amongst a broad range of stakeholders, not just us as a water company.

We have worked closely with our neighbouring water companies and other major water abstractors and users in the region to ensure that we will all have access to reliable, sustainable and affordable supplies in the future.

We are leading a number of pioneering, collaborative water resource planning programmes at a regional and national level. The Water UK National Long Term Planning Framework, chaired by Anglian Water, explores

national water supply resilience and sets out a strategy for water companies to work together to build resilience throughout public water supply in England and Wales.

Water Resources East (WRE) and the Trent and Ouse Working Groups consider multi-sector needs (water, energy, agriculture and environment), developing a common understanding of water resource planning issues and identifying cost-effective options for sharing available resources, including transfers and trading.

These regional and national partnerships have informed our thinking and helped to shape the strategies in our draft WRMP.

#### YOUR CHANCE TO HAVE YOUR SAY

Resilient, secure water resources are vital to communities, businesses and the environment alike. We believe our Water Resources Management Plan is ambitious, sustainable and affordable – providing the right blend of supply and demand management strategies and remaining flexible to any uncertainties of the future.

But do you think we have got the balance right? We want to know you thoughts, especially on the below areas:



Growth is a key challenge our WRMP sets out to meet. We have used the latest local authority growth targets to develop our strategy, ensuring there will be enough water to meeting these targets. We have taken this approach because housing growth is regularly cited as a top priority for national and local Government. Of course, targets do not always turn into achieved growth and, currently, local growth targets are not quite being met.

Given this, do you agree with our approach of planning to meet local authority growth targets, or should we switch to an approach of using trendbased projections?



We are proud of the ambitious, cost beneficial demand management strategy that we have developed in the WRMP and are confident that this will more than offset the effects of growth in the region. Using the very latest technology and innovation, our strategy will unlock estimated water savings of around 43million litres a day by 2025, and 123million litres a day 2045. This strategy relies on more than just technology though – it requires collaboration with our customers, stakeholders and businesses to help bring down water demand.

Do you agree with this approach? Are we right to prioritise demand management?



Studies show that the public are more in favour of the introduction of compulsory water meters than ever before. We believe that this higher level of support reflects the fact that we now have a much larger proportion of customers paying using a meter compared to those who do not. We know there is still little support from customers who still pay unmeasured charges and so we have decided against the inclusion of compulsory metering in our WRMP.

Do you agree with this approach or think that we should consider compulsory metering in our upcoming business plan (2020-25)?



We have used Adaptive Planning to identify opportunities to future proof our Plan against potential environmental regulations by increasing option capacity. The cost of this future proofing is £88 million, which equates to a cost increase of around £1.70 per year on average customer bills by 2025.

Should we include this additional investment to future proof our plans?



Our Plan is designed to increase our resilience to drought, so that no customers are exposed to the risks of rota-cuts and standpipes in a severe drought event. The investment required to increase resilience to drought is, we believe, relatively modest and equates to approximately £2.20 per year on the average household bill by 2025 (assuming the other factors that influence bills remain unchanged).

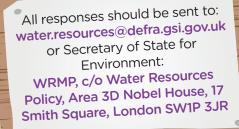
Do you support this approach?

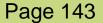


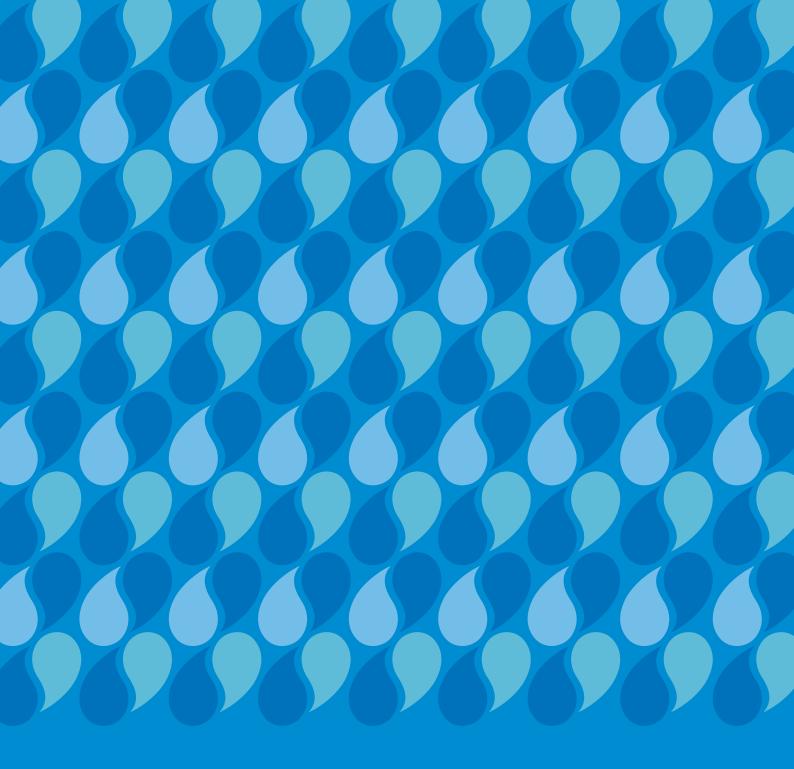
Climate change is one of the key strategic risks our business faces. As a result, we have decided to adopt the Environment Agency's 2017 method for calculating climate change impacts, which results in a large impact in 2024-25.

It would, however, be possible to defer these impacts, and the associated investments, until 2029-30. Doing so would remove approximately £300million from the investment programme between 2020-25, a bill impact of around £6.10 per year on average customer bills by 2025.

Should we defer this investment until 2029-30?







Any comments on our Draft Water Resources Management Plan should be sent to:

water.resources@defra.gsi.gov.uk

or

Secretary of State for Environment WRMP c/o Water Resources Policy Area 3D Nobel House 17 Smith Square London SW1P 3JR

# Agenda Item 8



**Policy and Scrutiny** 

Open Report on behalf of Richard Wills, Executive Director for Environment and Economy

Report to: Environment and Economy Scrutiny Committee

Date: 10 April 2018

Subject: 'A Green Future': Defra's twenty-five year plan to

improve the environment

#### **Summary:**

Defra has published a plan setting out its vision for long term environmental improvement over the next twenty five years. It builds on a number of key policy and research documents published over the last ten years, and aims to drive environmental improvement as an integral part of achieving social resilience and economic growth. As such, it is one of three linked Government strategies with the Industrial Strategy and the Sustainable Growth Strategy.

#### **Actions Required:**

Members are asked to consider the key proposals within Defra's 25 year Plan, and guide officers in implementing them within the Council's Commissioning Strategies.

Because of the wide-ranging scope of the Environment Plan, Members may also wish to consider further exploration of specific subject areas at future meetings as LCC develops its response to this new policy direction.

#### 1. Background

In January this year Defra published a twenty-five year plan, setting out its proposals for improving the environment. This builds on previous research and policy publications – notably published in the Lawton report of 2010 and the 'Natural Choice' white paper of 2011. The overarching drive of these documents was the need to develop a more holistic view of environmental improvement as a key element in securing sustainable growth, rather than as a separate 'add-on'.

The present plan – 'A Green Future' – is therefore designed as part of a trio of long term Government documents, including the Industrial Strategy and the Sustainable Growth Strategy. Its central concept is that of understanding and valuing the country's natural capital as a limited resource that is essential to all aspects of the UK economy, as well as to the health and security of its people. As such, its improvement becomes a matter of economic and social sustainability in its own right.

The 25 year plan sets out six long term goals for the environment over the period:

- Clean air
- Clean and plentiful water
- Thriving plants and wildlife
- Reduced risk of harm from environmental hazards e.g. flooding and drought
- Using resources from nature more sustainably and more efficiently
- Enhanced beauty, heritage and engagement with the natural environment

A further four goals are established to manage pressure on the environment:

- Mitigating and adapting to climate change
- Minimising waste
- Managing exposure to chemicals
- Enhancing biosecurity

These are addressed in the plan through six broad priority areas, for each of which a range of proposals for action is set out. The priority areas are:

- Using and managing land sustainably
- Recovering nature and enhancing the beauty of landscapes
- Connecting people with the environment to improve health and wellbeing
- Increasing resource efficiency and reducing pollution and waste
- Securing clean, healthy, productive and biologically diverse seas and oceans
- Protecting and improving our global environment

In broad terms, the plan envisages a range of measures to be taken by Government to support implementation of the plan as a whole:

- Consulting on a new independent body to hold Government to account
- A new set of environmental principles to underpin policy-making
- Developing a set of metrics to assess progress towards 25 year goals
- Refreshing the plan regularly
- Strengthening leadership and delivery through better local planning, more effective partnerships and learning from four pioneer projects
- Establishing a new green business council and exploring the potential for a natural environment impact fund
- Working closely with a large range of stakeholders during 2018-19 to identify their contribution to the plan's goals

In addition to these measures, there are specific proposals relating to each of the themed areas noted above. The main proposals for each are outlined below.

#### Using and managing land sustainably

An 'environmental net gain' principle is envisaged for development, embedded in national planning policy for housing and infrastructure, along with a new incentivised environmental land management system and action to improve soil health and protect peatlands. Expansion of tree cover by planting 11,000,000 trees is proposed, with a further 1,000,000 urban trees, with greater use of natural flood risk management.

There is considerable emphasis on ensuring that the Government objective of securing extra homes by 2035 (100,000 in Lincolnshire) is undertaken using the environmental net gain principle, focusing on achieving new development in the right places, with high environmental standards for all new builds, and enhancing the green belt in the process. A stated aim is to achieve this while reducing costs, complexity and delays for developers.

Proposals for a new environmental land management system to replace the CAP after Brexit takes a similarly holistic approach, focusing on a principle of paying farmers and land managers public money for providing public benefits, including incentivising restoration and improvement of natural capital assets and rural heritage. In addition a number of proposals for changes to water, fertiliser and pesticide use in farming are put forward, together with improvements to soil health and protection and restoration of peatlands. Government is currently consulting on its twenty-five year agricultural strategy (item 9 on the present agenda), which contains considerably more detail on potential arrangements for agriculture following Brexit.

The twenty-five year plan proposes a major increase in large-scale tree planting, with the creation of a new Northern Forest, but there is also an emphasis on securing economic benefit from woodland management, including promotion of domestic hardwood timber production. The appointment of a national Tree Champion is envisaged to help implement this section of the plan.

In relation to flood risk management, the plan focuses on promoting 'natural' methods of flood risk, typically using a range of methods to slow the flow and reduce pressure on lowland systems. This is set alongside increasing use of sustainable drainage systems in new developments and improving the resilience and recovery potential of properties at risk of flooding.

#### Recovering nature and enhancing the beauty of landscapes

The key proposals here are based on developing a Nature Recovery Network, backed up by a national Strategy for Nature, to protect threatened species and reintroduce lost wildlife species where appropriate. This builds on core conclusions of the 2010 Lawton Report, and includes a commitment to provide 500,000 hectares of additional wildlife habitat, with a close connection to green and blue infrastructure provision through the local planning system. It also links into proposals outlined above for peatland restoration and for natural flood risk management solutions.

The plan suggests the potential for establishing up to twenty five new landscape or catchment scale nature recovery areas to help implement this approach, including legally binding conservation covenants with landowners as well as improved biosecurity to manage invasive species and reduce their environmental and

economic impact. Again, a strong link is made between such measures and opportunities for local community engagement and business development.

National Parks and AONBs (of which Lincolnshire has the only AONB in the East Midlands), are seen as key areas within the broader framework of the plan. The government states that it will commission a review of these areas covering designations, delivery of their objectives, funding and scope for environmental enhancement and expansion of AONBs and National Parks.

Sustainable water use is the third element of this section, centring on reforming the current water abstraction regime within a stronger catchment approach to water management, including regulating all significant water abstraction activity that has previously been exempt from the regulatory system. This is intended, among other things, to encourage greater use of water trading and storage. The plan envisages reporting progress in this area to Parliament in 2019, with an expanded regulatory regime in place in 2022.

Alongside these measures are proposals to encourage water companies to implement long-term plans for large scale infrastructure provision, enabling water transfer and storage, while also promoting a fall in the amount of water used by households, and a reduction in leakage from supply systems.

#### Connecting people with the environment to improve health and wellbeing

This section focuses on methods of improving public health through environmental access and other direct benefits. It builds on previous research that highlights the benefits – particularly to mental health – observed in people whose engagement with the natural environment is enhanced. As such, the plan proposes a three-year 'natural environment for health and wellbeing' programme, focusing on multi-agency promotion of access to the natural environment as a pathway towards good health and wellbeing.

Several initiatives are outlined to encourage children to engage with the natural environment, both through school activities and outside them, with an emphasis on promoting this approach in the most disadvantaged areas, and making it easier for schools and pupil referral units to establish programmes of access to the natural environment from 2019 onwards.

A further element is described as 'greening' towns and cities, placing emphasis on the existing presumption in the NPPF in favour of sustainable development, and in particular on the creation of a national framework for green infrastructure standards. A specific aspect of this is a push to plant 1m urban trees in addition to those outlined above, along with a proposal to place new requirements on councils to properly consult local communities before removing street trees.

It is also proposed to make 2019 a year of action for the environment, working with youth and environmental partners to help children and young people from all backgrounds to engage with nature and improve the environment.

#### Increasing resource efficiency and reducing pollution and waste

This section of the plan develops a number of existing policy directions, but seeks to link them into a broader environmental agenda across departments. A new national Resources and Waste Strategy is proposed for 2018 to achieve the Government's target of zero avoidable waste by 2050 (and zero avoidable plastic waste by 2042) and doubling resource productivity over this period. An explicit link is made to the Industrial Strategy's promotion of a regenerative, circular economy, in this case in the context of improving the health of the environment.

A commitment to comprehensive and frequent waste and recycling collections is reiterated, with considerable emphasis upon returning as much high quality material back into the economy as possible, with the aim of stimulating internal and export markets. In addition to this, a Bioeconomy Strategy is planned, to replace dependence on fossil fuels with a 'bio-based' economy, using bioscience and biotechnology.

This approach is accompanied by a reaffirmation of commitments to reduce food supply chain emissions and food waste, with a goal expressed to end food waste entering landfill by 2030. Recent interest in the impact of plastic waste is reflected in the plan by a commitment to deliver a new national anti-litter campaign, and a particular emphasis on avoiding plastics and litter entering the marine environment.

The plan provides further backing for continuing to explore greater benefits in managing residual waste through Energy from Waste facilities, while additional action is proposed through the Resources and Waste Strategy to improve detection and prevention of fly-tipping and waste crime.

Pollution reduction more generally is addressed through a proposed new Clean Air Strategy, to be released for consultation in 2018, and there are proposals to extend the regulatory regime to cover medium sized combustion plants. It is also suggested that legislative controls could be extended over low cost, small scale flexible power generators that have grown rapidly in recent years, particularly where these are fuelled by diesel and emit high level of nitrogen oxide.

A new Chemicals Strategy is proposed to control pollution form chemicals used for industry, agriculture, food systems and homes, and additional regulatory controls are considered to minimise the risk chemical contamination in water and the aquatic environment. This is extended to include maintenance of standards with regard to leisure and bathing waters.

#### Securing clean, healthy, productive and biologically diverse seas and oceans

The impact of waste and plastics on the marine environment is considered in the previous section, but the plan also includes a range of measures intended improve marine ecosystems more broadly. A key proposal is driven by withdrawal from the CAP, and consists of a Fisheries White Paper, leading to a new Fisheries Bill, with the aim of replacing current CAP regulations with a sustainable policy towards fisheries in UK waters. Redressing issues arising from overfishing is singled out as of particular significance.

The existing UK Marine Strategy is to be reviewed and strengthened alongside marine spatial planning and licensing systems intended to support proportionate management, enable growth and provide greater certainty for industry and investors.

#### Protecting and improving our global environment

This is the largest section in scope and geographical spread, setting out a plan for the UK's global engagement in tackling climate change and protecting biodiversity on the international stage. Four key areas are covered.

- Providing international leadership and leading by example in tackling climate change and protecting and improving international biodiversity
- Helping developing nations protect and improve the environment by providing assistance and supporting disaster planning
- Supporting and protecting international forests and sustainable agriculture
- Leaving a lighter footprint in the global environment by enhancing sustainability and supporting zero deforestation supply chains

These are envisaged as continuing with the international framework of the UN Sustainable Development Goals and builds on existing arrangements for climate change mitigation, combating the illegal wildlife trade, international development and disaster planning.

#### 2. Conclusion

It will be apparent that many of the areas covered by Defra's Environment Plan directly affect services across LCC, particularly, but not exclusively, in the Environment and Economy Director Area. LCC's Commissioning Strategies seek to embed a mutually reinforcing, cross-cutting approach between service areas and directorates, and this lends itself to engaging with the multi-agency, multiple benefit focus that is found in the Environment Plan.

Among the main features of the Plan, its emphasis on natural capital as a fundamental economic and social asset provides considerable support to priority economic sectors as defined in the Greater Lincolnshire LEP's Strategic Economic Plan. Arrangements to replace the Common Agricultural Policy will be an important factor in developing agri-food businesses and LCC is currently engaged in a Government consultation on this matter.

The Plan presents significant opportunities for LCC's Countryside Services and the Wolds AONB management team, but there are also potentially important ramifications for planning and development control, flood risk management and SuDS advice provided to Local Planning Authorities, waste management services (particularly in the context of the Joint Municipal Waste Management Strategy currently in development), carbon management and sustainability, transport policy and infrastructure. In all these areas LCC works closely with a range of partners,

some of whom, for example District Councils, have statutory duties that are likely to be affected by the policies and actions proposed.

A good example of this is LCC's strategic planning role, which involves cross-service co-ordination in working with LPAs to develop their Local Plans. Changes to the NPPF will be an important element in this area of work, and is likely to have a direct impact on LCC as a consultee to Local Plans and as a waste and minerals planning authority in its own right. The same is also true of flood risk and development management, with a greater emphasis on promoting the use of natural flood management approaches and on SuDS.

The focus on health and wellbeing benefits also presents opportunities to engage further with Public Health and health services more broadly, and to be able to quantify the benefits of any interventions to a greater extent than has previously been the case.

The range of subject matter covered by the Plan means that a more detailed exploration of these areas will require a 'subject-by-subject' approach, and members may wish to consider whether there are any specific areas of interest that they might wish to examine in this way.

#### 3. Consultation

a) Have Risks and Impact Analysis been carried out?

No

b) Risks and Impact Analysis

N/A

#### 4. Background Papers

Document title	Where the document can be viewed			
A Green Future: Our 25 Year	https://www.gov.uk/government/publications/25-			
Plan to Improve the	<u>year-environment-plan</u>			
Environment				
The Natural Choice: Securing https://www.gov.uk/government/publications/the-				
the Value of Nature (2011)	natural-choice-securing-the-value-of-nature			
'Making Space for Nature' (The	http://webarchive.nationalarchives.gov.uk/20130			
Lawton Report, 2010)	402170324/http://archive.defra.gov.uk/environm			
	ent/biodiversity/documents/201009space-for-			
	nature.pdf			

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# Agenda Item 9



**Policy and Scrutiny** 

Open Report on behalf of Richard Wills, Executive Director for Environment and Economy

Report to: Environment and Economy Scrutiny Committee

Date: 10 April 2018

Subject: Food, Farming and the Environment: DEFRA

Consultation on future farming policy

#### Summary:

In February of this year, The Department for Environment, Food and Rural Affairs released "Health and Harmony: the future for food, farming and the environment in a Green Brexit", a consultation paper considering the future for agriculture, land based businesses and the wider food chain.

The Common Agricultural Policy (CAP) has shaped farming and other land based businesses during the last 45 years and significantly impacted on connected sectors, this consultation document provides the opportunity for responders to help shape the future of these industries.

This paper highlights a number of key areas covered in the consultation document and provides some initial thoughts around priority issues, opportunities and challenges that are emerging.

The consultation closes on Tuesday 8 May 2018.

#### **Actions Required:**

Members of the Environment and Economy Scrutiny Committee are invited to consider and comment on the report and:

- 1) Provide guidance to inform the context of the County Council's response to DEFRA's consultation on future farming policy, and;
- 2) Endorse that the Executive Councillor for Economy & Place, in consultation with the Chairman of the Brexit Working Group, respond formally to the DEFRA consultation on a future farming policy.

#### 1. Background

#### Agriculture, more than an economic contribution

In line with the government's new 25 year environment strategy, the paper recognises value beyond direct economic outputs and considers the "natural capital" generated by the sector. Natural capital forms part of a suite of "public goods" including: a rich social and cultural heritage; the protection and enhancement of the character of our historic landscapes; biodiversity and

environmental provision; climate change mitigation; innovation and development which provide consumers with better, safer, cheaper food; and animal disease surveillance and control. It is public good alone that will attract funding support in the future.

As well as the potential opportunities to incentivise positive behaviours, encourage business to invest in new technologies and improve self-reliance, the document also considers how negative behaviours will be addressed with a "polluter pays" approach and highlights the environmental damage caused historically by agriculture.

#### The transition period

The paper sets out the need to move away from the current Basic Payment Scheme currently in place during a transition period. The way in which this is achieved will have significant impacts for the sector. Proposals range from a simplified version of the current system during the transition period to a far more radical approach where payments are made to current recipients, using a base year, regardless of whether they continue to farm during the period. This latter option, truly severing the connection between subsidy and production, could enable structural change in a sector where age profile, lack of succession planning and limited opportunities for new entrants are major issues.

The impact on land rents and land values is also a consideration. Current high rents and land values are seen as a limitation to new entrants as well as to those who wish to expand and as distorting the market, potentially reducing efficiencies and innovation.

#### Preparing for the longer term

Promoting the food sector as a career choice is a theme raised in this document and the Environment Strategy. The development of skills and knowledge in the sector is vital. At a time when drivers such as: artificial intelligence, robotics and autonomous vehicles, could transform global food production through precision farming. In line with the government's approach to AI, robotics and autonomous vehicles generally, there is a desire to see the UK leading the world in these fields. Simultaneously, the government sees a role for farming in developing and exploiting more niche markets both at home and abroad. Again skill sets and knowledge will need to be cultivated to drive new growth within this area from production to the point of sale.

In terms of a strong market for products, the agricultural community needs government to recognise the importance of the food production sector and to help it to strengthen the markets where it is strongest, and also to innovate into valuable market areas (eg exporting or health foods). Entering new markets is only partly about sales, it is largely about having good quality, innovative, and adaptable products. Furthermore, new markets can also be domestic and the domestic market should not be under-estimated.

It is clearly essential that the transition period is used to prepare those who wish to continue in the sector to develop their business and to be clear about their ambitions. Support to enable this future planning is essential. Furthermore, the need to attract skills and talent to the sector is also recognised. Consideration must be given to how those who would not normally engage with the skills agenda can be encouraged to do so.

Less well understood is the role of migrant labour in the food sector going forward. The Migration Advisory Committee has been commissioned to provide advice on the economic and social impacts of Brexit, Defra's paper states that the department will carefully consider the report's findings. In Lincolnshire we know that a number of employers, of varying scale are already reporting recruitment issues where there had previously been a surplus.

In the longer term the government proposes to achieve its outcomes through a new environmental land management system which will be the cornerstone of their agricultural and land management policy. Financial support to farmers and land managers will focus on: the delivery of substantial environmental improvements, securing public and business benefits from the farmed environment. Other public goods could include animal welfare, promoting agricultural productivity, public access, and supporting rural and upland resilience.

The government seeks to see a culture change in land based businesses, with a more open approach to sharing, and co-operative structures. This approach will come more naturally to some parts of the industry than others and some businesses due to scale will be more attuned to this agenda.

#### 2. Conclusion

#### **Further considerations**

Lincolnshire has a world leading food production sector, rooted in and supported by talented individuals and organisations. This sector is critical to Lincolnshire's economy. It is therefore essential that we respond strongly to the consultation document. Lincolnshire County Council has a strong relationship with the sector; they tell us that in order to thrive they need strong market certainty for their products and skilled labour to implement their business strategies. Going forward we need to establish how the sector can best be supported to continue to grow.

The transition period will inevitably bring uncertainty. However, business will need to use this period of change, during which there will be some subsidy support, to develop a future vision and business plan. Government policies will need to support this via a cross government department approach considering the whole industry.

It is vital that a strong policy link is made between agriculture, food production, energy, and landscape. At the moment the consultation indicates that the policy will focus most heavily on agriculture. The authorities' response should also refer to the more holistic nature of the sector and consider issues from field to fork.

This is not simply a rural issue: the UK has a strong "food value chain" not only located in rural communities. Even in Greater Lincolnshire, a predominately rural area with the largest agri-food production sector of any LEP area, over 70% of food businesses are located in areas classed as "urban" by government statistics.

Rural communities are not simply where people who work in agri-food live. They are communities that add substantial value to the UK's economy and they should be seen as just as important to the economy as cities. Businesses operating in rural communities need access to the same facilities that businesses operating in towns and cities have; poor mobile phone and broadband coverage is simply not acceptable in 2018. The document doesn't address these issues, but this technology is vital for all rural businesses to thrive in the future.

#### 3. Consultation

Meetings of the councils Brexit Working Group, and the Lincolnshire Forum for Agriculture and Horticulture will be held during March/April 2018 to analyse the DEFRA proposals for future farming policy

#### a) Have Risks and Impact Analysis been carried out?

N/A

#### b) Risks and Impact Analysis

N/A

#### 4. Background Papers

Document title		Where the document can be viewed
Consultation	- The	https://www.gov.uk/government/consultations/the-future-
future for food,		for-food-farming-and-the-environment
farming and	the	
environment		

This report was written by Vanessa Strange, who can be contacted on 01522 553038 or Vanessa. Strange@lincolnshire.gov.uk

## Agenda Item 10



#### **Policy and Scrutiny**

Open Report on behalf of Richard Wills,
<b>Director responsible for Democratic Services</b>

Report to: Environment and Economy Scrutiny Committee

Date: | 10 April 2018

Subject: Environment and Economy Scrutiny Committee Work

**Programme** 

#### **Summary:**

This item enables the Committee to consider and comment on the content of its work programme for the coming year to ensure that scrutiny activity is focused where it can be of greatest benefit. The work programme will be reviewed at each meeting of the Committee to ensure that its contents are still relevant and will add value to the work of the Council and partners.

Members are encouraged to highlight items that could be included for consideration in the work programme.

#### **Actions Required:**

Members of the Committee are invited to:

- 1) Review, consider and comment on the work programme as set out in Appendix A to this report.
- 2) Highlight for discussion any additional scrutiny activity which could be included for consideration in the work programme.

#### 1. Background

Overview and Scrutiny should be positive, constructive, independent, fair and open. The scrutiny process should be challenging, as its aim is to identify areas for improvement. Scrutiny activity should be targeted, focused and timely and include issues of corporate and local importance, where scrutiny activity can influence and add value.

Overview and scrutiny committees should not, as a general rule, involve themselves in relatively minor matters or individual cases, particularly where there are other processes, which can handle these issues more effectively.

All members of overview and scrutiny committees are encouraged to bring forward important items of community interest to the committee whilst recognising that not all items will be taken up depending on available resource.

#### **Committee Scope**

The Environment and Economy Scrutiny Committee combines two areas of responsibility (Protecting & Sustaining the Environment, Sustaining & Growing Business & the Economy) to provide an opportunity to join these areas and encourage a more holistic approach and a greater focus on strategic outcomes. There is a clear logic to this arrangement as environment and economy are directly connected to supporting growth.

As part of its terms of reference, the Environment and Economy Scrutiny Committee will work to review and scrutinise the following services and their outcomes:

- environment and growth, including:
  - > carbon management
  - the natural and built environment
  - sustainable planning and the historic environment
  - growth and access
- economic development projects including broadband
- waste management, including waste recovery and recycling
- skills and employability
- support to business and growth sectors
- business investment
- attracting funding for Lincolnshire, including the Greater Lincolnshire Local Enterprise Partnership

There will inevitably be service specific subjects that the scrutiny committee will want to consider, either through policy development, project updates, or through pre-decision scrutiny.

There will also be a number of strategic considerations which span both environment and economy. It is likely that those areas which require strategic consideration will include but not be limited to the following:

**Coast** – taking a holistic approach to coastal issues. This should combine various partners' interests (especially Environment Agency) as well as achieving a balance between flood risk management and the exploitation of coastal assets for tourism and leisure purposes.

Water – Lincolnshire County Council, Greater Lincolnshire Local Enterprise Partnership, and other partners have worked on a water management plan, which was launched in the House of Commons last year. The water management plan is closely linked to Lincolnshire's Joint Flood Risk and Drainage Management Strategy, focusing on those strategic elements of our broader approach to managing water which can make a critical difference in promoting economic growth. The plan has been well received by government officials and local business and it is now an appropriate time for LCC and the LEP to take the plan into its implementation stage.

**Visitor economy** – Lincolnshire's visitor economy has several strengths, but the natural environment and associated heritage is one of the most prominent strengths. Our historical importance, from Magna Carta and the Battle of Lincoln Fair through to the anniversary of the Pilgrim Fathers setting sail all provide opportunities to strengthen the visitor economy.

Members may also wish to note that environmental and economic issues should not be considered in isolation. There is a strong connection between investments in highway infrastructure and growth, between support for school age children and the wider skills agenda, and the relationship between the council's own heritage assets and the visitor economy. These will require a relationship with the Highways and Transport, Children and Young People, and Public Protection and Communities Scrutiny Committee's respectively.

#### **Purpose of Scrutiny Activity**

Set out below are the definitions used to describe the types of scrutiny, relating to the items on the Committee Work Programme:

<u>Policy Development</u> - The Committee is involved in the development of policy, usually at an early stage, where a range of options are being considered.

<u>Pre-Decision Scrutiny</u> - The Committee is scrutinising a proposal, prior to a decision on the proposal by the Executive, the Executive Councillor or a senior officer.

<u>Policy Review</u> - The Committee is reviewing the implementation of policy, to consider the success, impact, outcomes and performance.

<u>Performance Scrutiny</u> - The Committee is scrutinising periodic performance, issue specific performance or external inspection reports.

<u>Consultation</u> - The Committee is responding to (or making arrangements to) respond to a consultation, either formally or informally. This includes preconsultation engagement.

<u>Budget Scrutiny</u> - The Committee is scrutinising the previous year's budget, or the current year's budget or proposals for the future year's budget.

Requests for specific items for information should be dealt with by other means, for instance briefing papers to members.

#### **Identifying Topics**

Selecting the right topics where scrutiny can add value is essential in order for scrutiny to be a positive influence on the work of the Council. Members may wish to consider the following questions when highlighting potential topics for discussion to the committee:-

- Will Scrutiny input add value?
   Is there a clear objective for scrutinising the topic, what are the identifiable benefits and what is the likelihood of achieving a desired outcome?
- Is the topic a concern to local residents?
   Does the topic have a potential impact for one or more section(s) of the local population?
- Is the topic a Council or partner priority area?
   Does the topic relate to council corporate priority areas and is there a high level of budgetary commitment to the service/policy area?
- Are there relevant external factors relating to the issue?
   Is the topic a central government priority area or is it a result of new government guidance or legislation?

#### **Scrutiny Review Activity**

Where a topic requires more in-depth consideration, the Committee may commission a Scrutiny Panel to undertake a Scrutiny Review, subject to the availability of resources and approval of the Overview and Scrutiny Management Board. The Committee may also establish a maximum of two working groups at any one time, comprising a group of members from the committee.

#### 2. Conclusion

The Committee's work programme for the coming year is attached at Appendix A to this report. A list of all upcoming Forward Plan decisions relating to the Committee is also attached at Appendix B.

Members of the Committee are invited to review, consider and comment on the work programme as set out in Appendix A and highlight for discussion any additional scrutiny activity which could be included for consideration in the work programme. Consideration should be given to the items included in the work programme as well as any 'items to be programmed' listed.

#### 3. Consultation

# a) Have Risks and Impact Analysis been carried out? Not Applicable

## b) Risks and Impact Analysis

Not Applicable

#### 4. Appendices

These are listed below and attached at the back of the report						
Appendix A	Environment and Economy Scrutiny Committee – Wor Programme					
Appendix B	Forward Plan of Decisions relating to the Environment and Economy Scrutiny Committee					

#### 5. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Daniel Steel, Scrutiny Officer, who can be contacted on 01522 552102 or by e-mail at <a href="mailto:daniel.steel@lincolnshire.gov.uk">daniel.steel@lincolnshire.gov.uk</a>



## **Environment and Economy Scrutiny Committee**

10 APRIL 2018 – 10:00am					
Item	Contributor	Purpose			
Joint Municipal Waste Management Strategy	Matthew Michell, Senior Commissioning Officer (Waste)				
Implementing the Outcomes of the Utility Study	Andy Brooks, Commissioning Manager (Regeneration Programme)				
Anglian Water's Draft Water Resources Management Plan	David Hickman, Growth & Environment Commissioner	Consideration of the Anglian Water Draft Water Resources Management Plan consultation to enable direct member input while the consultation is live.			
A Green Future: 25 Year Plan to Improve the Environment	David Hickman, Growth & Environment Commissioner	Consideration of the Governments 25 Year Environment Plan to help the natural world regain and retain good health.			
LCC Response to government consultation on 25 year agricultural strategy	Justin Brown, Commissioner for Economic Growth				

22 MAY 2018 – 10.00am						
Item	Contributor	Purpose				
Quarter 4 Performance Report (1 January to 31 March 2018)	Justin Brown, Commissioner for Economic Growth; David Hickman, Growth and Environment Commissioner	Review of the Key Performance and Customer Satisfaction Information				
Co-commissioning Historic Environment Services	David Hickman, Growth & environment Commissioner	To shape development of a more integrated approach to LCC services relating to the historic environment.				
Rural Broadband Provision	Steve Brookes Lincolnshire Broadband Programme Manager	Status report on the onlincolnshire Broadband Project in rural areas.				
Hotel Investment Action Plan	Mary Powell, Tourism Manager	Review of the tactical approach to developing a Hotel Strategy Action Plan				
Team Lincolnshire	Team Lincolnshire Members, Jill McCarthy, Principal Officer (Growth)					

10 JULY 2018 – 10.00am						
Item	Purpose					
Greater Lincolnshire Local Industrial Strategy	Justin Brown, Commissioner for Economic Growth; Ruth Carver, Commissioning Manager (LEP)	Review of the initial work undertaken on the Greater Lincolnshire Local Industrial Strategy				
Exporting in Lincolnshire	Senior Project Officer, (Economic Research)					
Apprenticeships in Lincolnshire	Clare Hughes, Principal Commissioning Officer (LEP)					
Future bids for EU funding	Susannah Lewis, Principal Commissioning Officer (Funding)	Review of current situation with regards to Future bids for EU funding				
Progress and prioritisation of, Economic Development Capital Projects	Andy Brooks, Commissioning Manager (Regeneration Programme)					

18 SEPTEMBER 2018 – 10.00am						
Item	Contributor	Purpose				
Quarter 1 Performance Report (1 April to 30 June 2018)	Justin Brown, Enterprise Commissioner; David Hickman, Growth and Environment Commissioner	Review of the Key Performance and Customer Satisfaction Information				
Greater Lincolnshire Local Enterprise Partnership – Accountable Body Progress Report	Linsay Hill Pritchard, Principal Commissioning Officer	To scrutinise performance of the projects funded by greater Lincolnshire LEP (NB. Lincolnshire County Council is the accountable body for the GLLEP)				

30 OCTOBER 2018 – 10.00am							
Item Contributor Purpos							
Greater Lincolnshire Local Industrial Strategy	Justin Brown, Commissioner for Economic Growth; Ruth Carver, Commissioning Manager (LEP)	Review of the work undertaken on the Greater Lincolnshire Local Industrial Strategy					
Agri-Food Sector – Plan, Progress and Prospects	Kate Storey, Commissioning Officer (LEP)						

27 NOVEMBER 2018 – 10.00am							
Item	Contributor	Purpose					
Quarter 2 Performance Report (1 July to 30 September 2018)	Justin Brown, Commissioner for Economic Growth, David Hickman, Growth and Environment Commissioner	Review of the Key Performance and Customer Satisfaction Information.					
Visitor Economy Sector – Plan, Progress and Prospects	Nicola Radford, Senior Commissioning Officer (Regeneration Programmes)						

#### Items to be programmed

- Third Carbon Management Plan Vanessa Strange, Accessibility and Growth Manager
- Manufacturing Economy Sector Plan, Progress and Prospects
- Learning points from DWP/GLLEP Skills Pilot Project
- Growth Hub Expansion Samantha Harrison, Commissioning Manager (Enterprise)

For more information about the work of the Environment and Economy Scrutiny Committee please contact Daniel Steel, Scrutiny Officer on 01522 552102 or by e-mail at daniel.steel@lincolnshire.gov.uk

## Forward Plan of Decisions relating to the Environment and Economy Scrutiny Committee

	MATTERS FOR DECISION	DATE OF DECISION	DECISION MAKER	PEOPLE/GROUPS CONSULTED PRIOR TO DECISION	DOCUMENTS TO BE SUBMITTED FOR DECISION	COMMENT PRIOR TO	RESPONSIBLE PORTFOLIO HOLDER AND CHIEF OFFICER	DIVISIONS AFFECTED
I015013	Lincolnshire Wolds Area of Outstanding Natural Beauty Management Plan 2018-2023 - Public Consultation	1 May 2018	Executive	Environment and Economy Scrutiny Committee; Lincolnshire Wolds Area of Outstanding Natural Beauty Partnership – Joint Advisory Committee and Joint Management Group (including other relevant local authorities and Natural England); relevant Parish and Town Council; local landowners and community representatives; general public (via Have Your Say); and formal consultation		Team Leader - Countryside Services Email: chris.miller@lincolnshire. gov.uk Tel: 01522 553091	Executive Councillor: Commercial and Environmental Management and Head of Paid Service & Executive Director for Environment and Economy	Ingoldmells Rural; Louth North; Louth South; Louth Wolds; Market Rasen Wolds; Woodhall Spa and Wragby