

Agenda Item 9



LINCOLNSHIRE WASTE PARTNERSHIP

21 NOVEMBER 2019

SUBJECT :	Proposed new measures and targets for waste-related environmental performance
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BACKGROUND INFORMATION

The UK Government has identified the need to find appropriate ways to measure environmental performance. Recent publications which directly refer to this have included:

- "Resources and Waste Strategy for England" (Defra, December 2018) – Chapter 8 is titled "Measuring progress: data, monitoring and evaluation".
- "Environmental metrics" (National Audit Office, January 2019) – States that "performance information is only useful if it actually informs decisions in practice".

In line with this, the recently-adopted Joint Municipal Waste Management Strategy (JMWMS) for Lincolnshire makes clear the importance of having effective ways to measure progress against the LWP's strategic objectives. Specifically, one of those objectives is:

"To find the most appropriate ways to measure our environmental performance, and set appropriate targets."

In line with this objective, this report sets out a proposed suite of performance measures with suggested targets where appropriate.

DISCUSSIONS

Proposed new Key Performance Measures (KPIs)

The LWP's Strategic Officer Working Group (SOWG) has proposed two initial KPIs on the basis that they are both:

- "Useful" – i.e. provide a genuine measure of performance against our JMWMS, and
- "Readily available" – Other "useful" KPIs are being considered for future use but will require work to establish how to measure them.

Recycling rate of “waste from households” <i>(NB – Includes recycling, reuse and composting from all sources, not just kerbside collections)</i>	
“Useful”	Measures performance against JMWMS Objective 5: <i>“To contribute to the UK recycling targets of 50% by 2020 and 55% by 2025”</i>
“Readily available”	This is largely the existing headline measure of recycling rate (“NI192”) which Defra calculate from our statutory submissions of raw data. However, in order to bring it in line with the calculation used for the UK rate, we will add recycling of metals from Incinerator Bottom Ash (IBA).
Household Waste Collection (kilograms per household) <i>(NB –Includes all sources, not just kerbside collections)</i>	
“Useful”	Measures performance against JMWMS Objective 4: <i>“To explore new opportunities of promoting waste minimisation and of using all waste as a resource in accordance with the waste hierarchy”</i> Additionally, showing the data per household (particularly when broken down to individual waste streams) gives an indication of required bin sizes.
“Readily available”	This uses weight data from a former statutory measure (“BV84a”) and the number of households is used by Defra for another measure (“NI191”).

In addition to the above, the SOWG are working to develop a number of KPIs to measure progress against other aspects of the JMWMS vision and objectives. These have also been identified as “useful” but are not yet “readily available”:

- **Contamination** – Recycling contamination rate (kerbside recyclables)
- **Carbon** – Overall LWP waste management carbon footprint (per head)
- **Customer friendly** –
 - Satisfaction with waste collections
 - Satisfaction with HWRCs
- *(Value for money was also discussed, but it is felt that differing circumstances make inter-authority comparisons unhelpful)*

Whilst the above KPIs should provide the LWP with a robust and comprehensive overview of performance in implementing our JMWMS, a wide range of supporting measures will be used to give background information. This will enable officers to provide a more in-depth analysis of factors influencing KPI performance.

Past performance

Charts 1, 2, 3 and 4 show the LWP's performance against the two proposed KPIs. In order to tell the overall “story” of that performance, the text is presented all together rather than with each individual chart.

Recycling rate of “waste from households”	
Summary	<p>The LWP's overall recycling rate has fallen by over nine percentage points since a peak of 52.9% in 2010/11 (Chart 1). This can largely be attributed to:</p> <ul style="list-style-type: none"> • Less recyclables reported in kerbside MDR (Chart 2) – This now contributes five percentage points less, so the LWP are looking to address the twin issues of non-recycling in MDR and recyclables "lost" in residual waste. • Less composting of green waste (Chart 3) – This now contributes three percentage points less. This may recover if national policy makes "free" kerbside collections a statutory duty (although note the possible negative impact on waste minimisation described below regarding kg per household).
Chart 1	The LWP's overall recycling rate has fallen since a peak of 52.9% in 2010/11. Although the opening of Hykeham EfW in 2013 gave us a boost from recycling of IBA metals, our performance has now dropped behind the overall UK rate.
Chart 2	The contribution of kerbside Mixed Dry Recyclables (MDR) to the overall rate is falling as less material is reported as recycled. MDR now contribute over six percentage points less than in 2013/14.
Chart 3	Around half of the overall "recycling" rate is actually green waste composting. Fluctuating weather conditions affect the amount of green waste presented, but generally composting grew as kerbside collections increased/became free, but have been falling in recent years, possibly due to kerbside charges. Composting now contributes three percentage points less than the 2012/13 peak.

Household Waste Collection (kilograms per household)	
Summary	<p>The average Lincolnshire resident appears to be throwing away considerably less than a decade ago (Chart 1). Changes to specific waste streams include:</p> <ul style="list-style-type: none"> • Kerbside MDR collections (Chart 2) – Overall kg per household is reasonably steady but the proportion (shown by sampling) as non-recyclable is increasing dramatically. The LWP are seeking to address the twin issues of non-recycling in MDR and recyclables "lost" in residual waste. • Green waste composting (Chart 3) – This has fallen in recent years. Whilst this is good from the point of view of waste minimisation, the national proposal for statutory "free" kerbside collections may, whilst increasing recycling, push up total kg per household. • Residual waste (Chart 4) – This fell to a low of 487kg per household in 2011/12 but since then has climbed to 575kg largely on the back of an increase of over 40kg per household in MDR contamination (Chart 2). It should be noted, however, that our EfW diverts most of this away from landfill.
Chart 2	Overall kg per household in kerbside MDR collections is reasonably steady, but the proportion (reported in sampling) as non-recyclable is increasing dramatically. That contamination is included in the rising level of "not recycled" waste shown in Chart 4 .
Chart 3	Whilst green waste per household varies significantly depending on weather conditions, we have seen a general downward trend, possibly resulting from charges for kerbside collections. This could either be seen as a good thing (waste minimisation) or a bad thing (less recycling). If "free" collections are mandated nationally, this trend may be reversed.
Chart 4	In addition to the changes in MDR and green waste, we are seeing a rise in non-recycled waste. This may be green waste diverting from charged collections, but may also mean people are throwing away more as the county recovers from the economic downturn. NB – Prior to 2013/14, recycled MDR is included in the "other recycled/reused" figure as data is not so readily available.

Chart 1 – LWP history with regard to the two initial KPIs

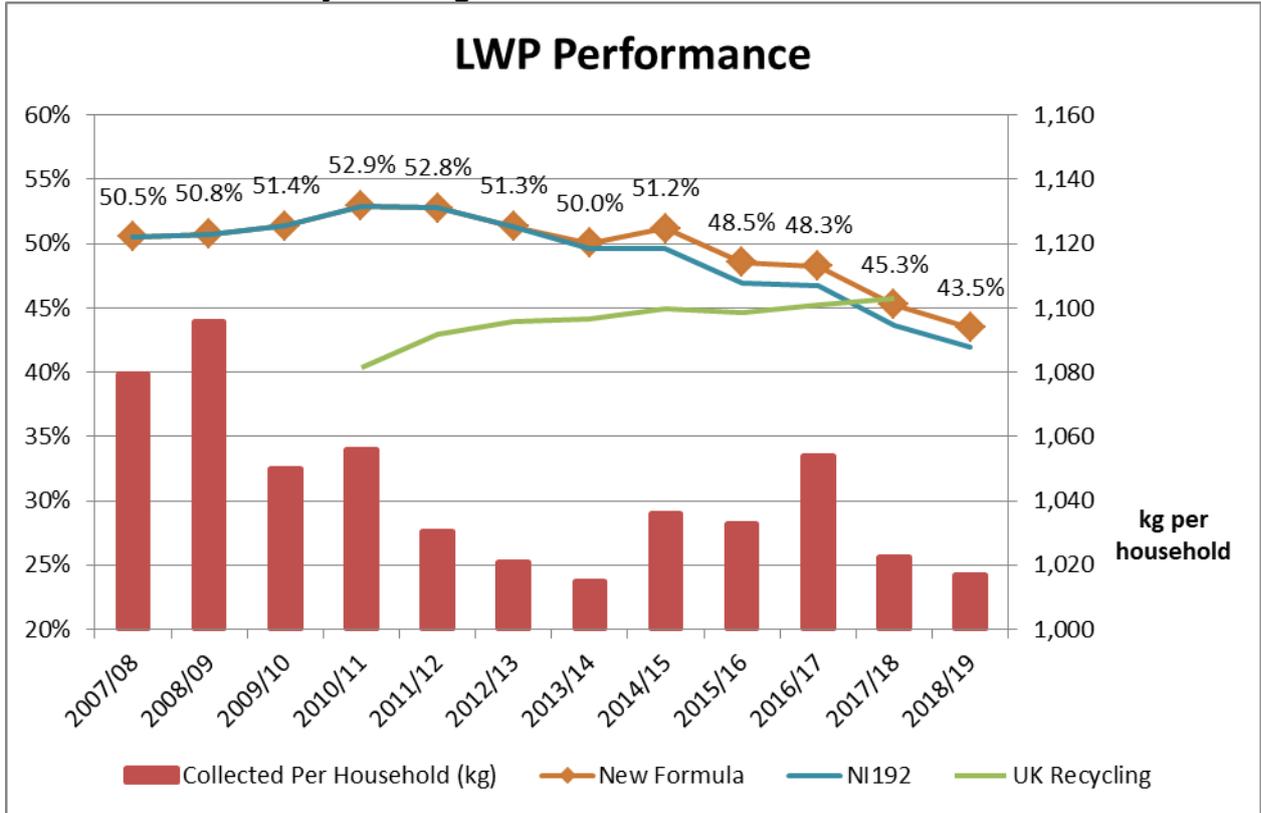
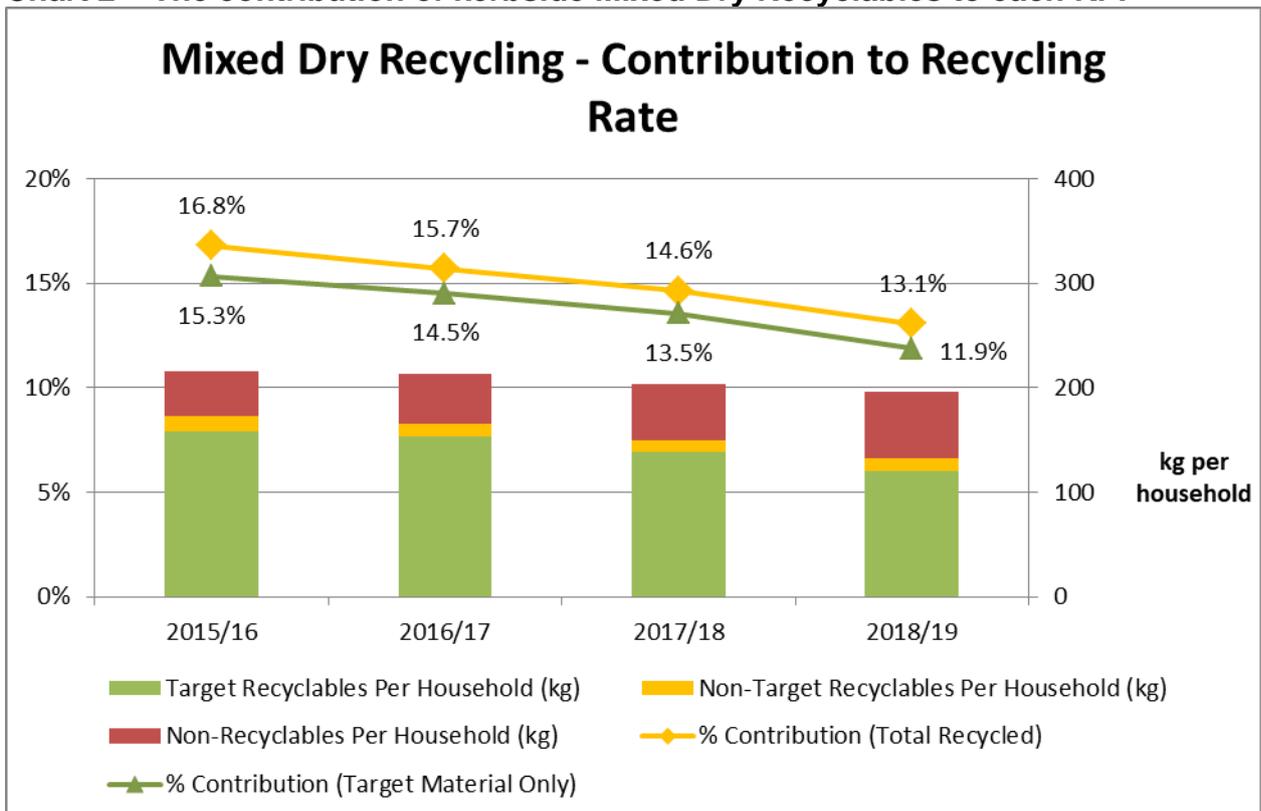


Chart 2 – The contribution of kerbside Mixed Dry Recyclables to each KPI



- Target Recyclables = paper; card; plastic (bottles, pots, tubs, trays); metal cans; glass
- Non-Target Recyclables = other recycled plastics (film, rigid); other metals; small paper
- Non-Recyclables = fines; other non-recycled material

Chart 3 – The contribution of green waste composting to each KPI

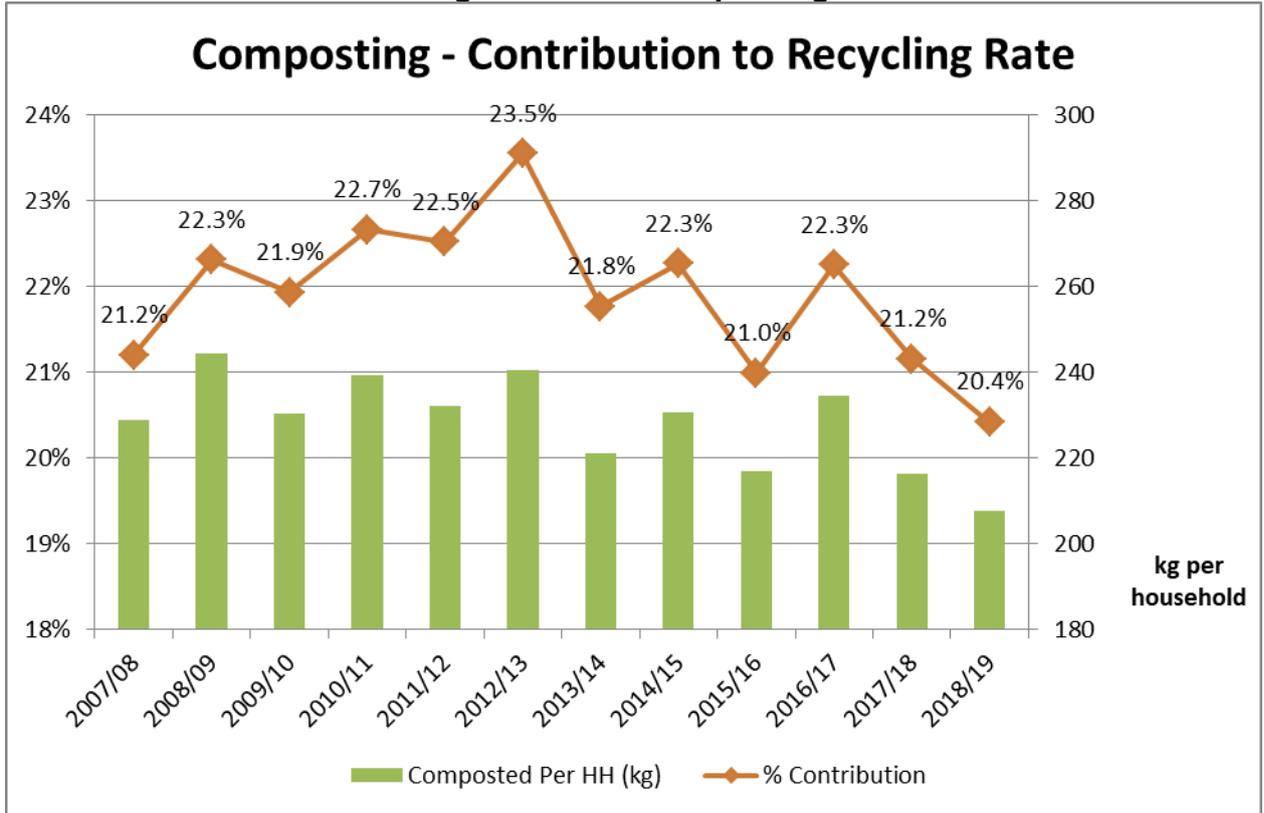
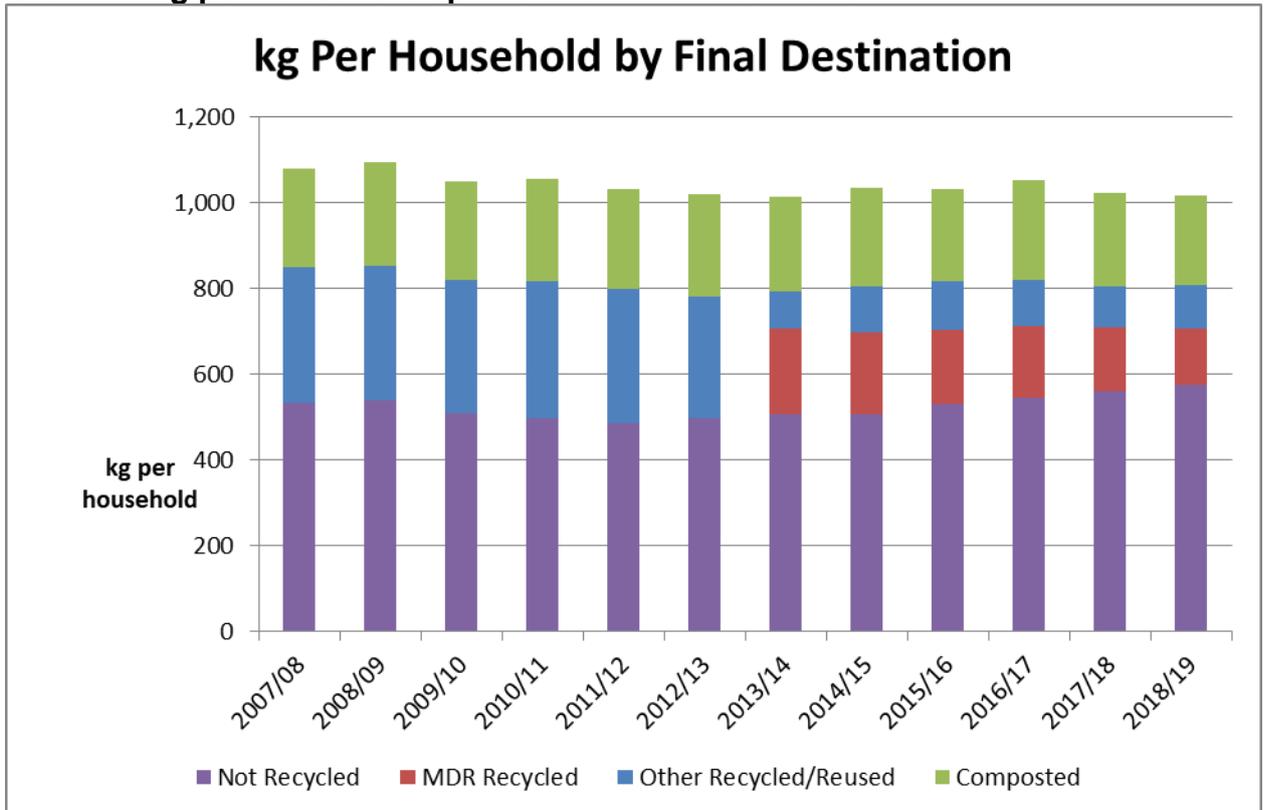


Chart 4 – kg per household split to show final destination



Current performance (2019/20)

Recycling rate of “waste from households”

- Quarter 1 (April to June) = 49.6%
 - NB – This includes some estimated figures)
- **Full year forecast = 43.5%**
 - NB – This is an early forecast and should be treated with caution
- Direction of travel
 - Whilst Quarter 1 shows a small improvement on the same period in 2018/19, the forecast for the year as a whole is currently almost identical.
 - However, it has not been possible to adjust this forecast to reflect the as yet unknown impacts of our strategic actions – e.g. communications to divert materials to the correct stream.

Household Waste Collection (kilograms per household)

- Quarter 1 (April to June) = 276kg (includes some estimated figures)
 - NB – This includes some estimated figures)
- **Full year forecast = 990kg**
 - NB – This is an early forecast and should be treated with caution
- Direction of travel
 - Quarter 1 saw a fall of over 16kg compared to the same period in 2018/19.
 - More than half of the fall was because around 9kg less green waste per household was collected.
 - If this fall were to continue through the year, the full year figure would be significantly lower than the above forecast.

Future Projections

Modelling work has suggested that future performance is difficult to predict as it is dependent on a number of external factors including:

- Population growth
- National waste policy – e.g. possible compulsory food waste collections

However, modelling suggests that the following **may** be achievable by 2025/26:

- Recycling rate of “waste from households” = 55%
 - In line with the national target for 2025
- Household Waste Collection (kilograms per household) = 1,000kg
 - Maintaining the current low level

NB – Achieving 55% recycling is likely to require significant service changes and investment.

Ongoing reporting of performance

In order to monitor progress against these KPIs, it is proposed to provide regular updates to the LWP as follows:

- Monthly – SOWG will receive charts showing the latest information. In addition to overall LWP figures, each WCA will receive a summary of their own performance to enable consistent reporting. The aim is to provide charts with selectable options so

that officers can focus in on specific elements which contribute to the overall figures – e.g. trial areas.

- Formal LWP meetings – Each meeting will receive a summary report.

OPTIONS

The LWP are asked to consider the following proposals.

Performance Measures

As stated previously, the aim is to work towards having a suite of KPIs which reflect the following from the JMWMS Objectives:

- **Waste Hierarchy** – KPIs already defined as per this paper
 - Recycling rate of “waste from households”
 - Household Waste Collection (kilograms per household)
- **Contamination** – A suitable measure needs to be decided upon and baselined
 - Recycling contamination rate (kerbside recyclables)
- **Carbon** – Measuring the environmental impact of our services
 - Overall LWP waste management carbon footprint (per head)
- **Customer friendly** – Identified in the JMWMS Vision
 - Satisfaction with waste collections
 - Satisfaction with HWRCs

Targets

In setting targets for the two initial KPIs, reference should be made to the above notes on “future projections”.

Noting that the stated figures for 2025/26 represent a significant challenge, it is proposed that the following targets would be stretching.

	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
Recycling rate of “waste from households”	46%	48%	50%	52%	54%	55%
Household Waste Collection (kilograms per household)	1,000kg	1,000kg	1,000kg	1,000kg	1,000kg	1,000kg

RECOMMENDATIONS

1. That the LWP approves the use of the two initial Key Performance Indicators (KPIs) as ongoing measures of performance against the JMWMS.
2. That the LWP approves the targets proposed for those measures – See “options” above.
3. That LWP notes the proposed themes for additional KPIs which will follow later – contamination; carbon; customer friendly.

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