

Municipal Waste Management Plan

Technical Plan 2016 - 2019



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1.0 INTRODUCTION

This is the Technical Plan that sits below and supports the Municipal Waste Management Strategy Summary document.

North East Lincolnshire Council (the Council) published a Municipal Waste Management Strategy in 2009 that included the following targets:

Table 1: Previous Strategic Targets

Target Area	Target
Prevention / Re-use	Reduce waste growth to 1.5% per annum by 2012 and to 1.0% by 2017
Recycling	35% recycling by 2010 (and a target of 40% by 2015)
Recovery	Maximising the recovery of energy from the residual waste by treating all of it in an additional CHP facility
Disposal	No biodegradable waste to landfill

These targets were set in accordance with the principles of the Waste Hierarchy, which places prevention of waste as the number one priority, and disposal to landfill (or incineration without energy recovery) as the least desirable option for waste management.

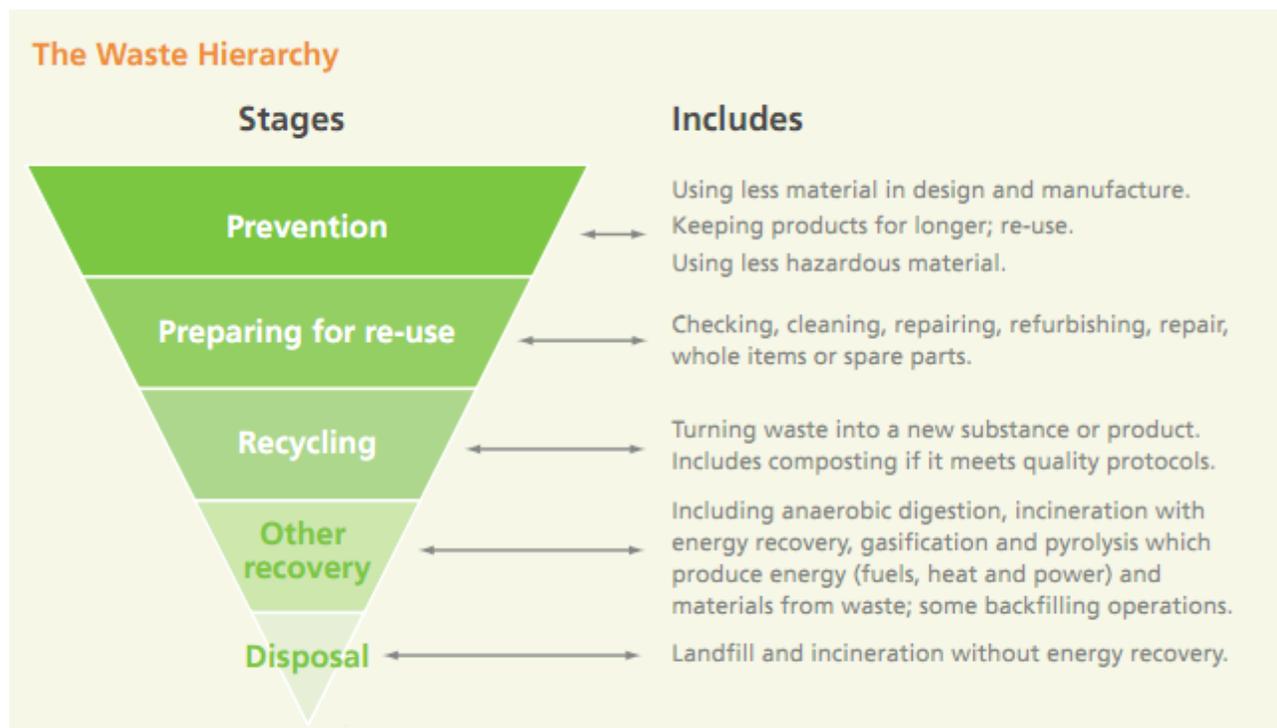


Figure 1: Waste Hierarchy

The 2009 Strategy has been renamed as the Municipal Waste Management Plan for North East Lincolnshire (2015 to 2020) to reflect the terminology introduced under the EU revised Waste

Framework Directive¹ and used by the UK Department for Environment, Food and Rural Affairs (Defra)².

This document has been developed with consideration to the Waste Management Plan for England published by Defra in December 2013³.

Waste should be considered a resource and the Council wishes to promote this philosophy through the implementation of this Plan. The Governments’ guidance “[Prevention is better than cure](#)” published in 2013 advocates the application of the waste hierarchy⁴.

The Council’s preferred approach for meeting the principal challenges identified in the Government guidance is to meet or exceed the following targets:

Table 2: Proposed Strategic Targets

Target Area	Target
Prevention / Re-use	1% reduction in waste arisings per person per year to 2020.
Recycling	50% household recycling rate by 2020, reflecting the EU revised Waste Framework Directive target
Recovery	Maximising the recovery of energy from the residual waste by treating all of it in a CHP facility
Disposal	Zero waste to landfill by 2020 (for untreated waste) and banning landfilling of biodegradable waste by 2017. This should be achievable through the management of waste at the CHP facility

The Council plans to:

- treat waste as a resource and improve the sustainability of our waste management services by:
 - providing a continuous increase in value;
 - minimising local and global environmental impact;
- make waste a valuable resource in North East Lincolnshire through re-use and recycling;
- communicate with, and educate the public and stakeholders to minimise municipal waste arisings and divert waste from landfill;
- work with local businesses in the future to reduce the cost of waste management and recover value;
- meet waste recycling targets to make our existing treatment and disposal more cost effective;
- seek new partnerships in the management of waste as a resource in the region; and
- seek opportunities to recover energy from waste through the Council’s strategic partnership with ENGIE⁵

Further details of Council plans are given in sections 5 and 7 of this Plan.

This Plan should be revisited in 2019.

¹ (<http://ec.europa.eu/environment/waste/framework/>)

² https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69590/pb13813-waste-legal-def-guide.pdf

³ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/265810/pb14100-waste-management-plan-20131213.pdf

⁴ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/265022/pb14091-waste-prevention-20131211.pdf

⁵ <http://www.cofely-gdfsuez.co.uk/sectors/references/north-east-lincolnshire-council/>

1.1 What We Know, The Waste We Make

The Council collected 325kg of residual waste per capita in 2014/15. The largest component of the residual waste is kitchen organics (31%). The other major components are paper (19%) and plastics (15%).

Although some of these materials are targeted by the current kerbside recycling collection services, householders need to be encouraged to be more proactive in their reduction of the amount of waste they are producing and recycling.

National research from the Waste and Resources Action Programme (WRAP) shows that householders are wasting large amounts on food which could have been eaten, equivalent to a monetary value of almost £60⁶ a month for the average household.

Case studies on food waste conducted by the Council's waste strategy team show that this is a representative figure for families in our area, which is reflected in the large amount of kitchen organics identified in our local residual waste stream.

Clearly the principles of waste prevention can therefore potentially provide direct financial savings to residents, over and above those which are achieved indirectly by reducing the costs of waste management / disposal.

1.1 Behavioural Barriers to Waste Prevention

It is clear from the above that waste prevention has potential benefits including saving money, and we therefore need to better understand why residents may not be maximising opportunities to realise those benefits.

WRAP has identified in a behavioural study that a proportion of the population are 'Honestly Disengaged' from environmental issues⁷. WRAP identified that other behavioural groups have barriers such as:

- lack of information;
- low income;
- low awareness of, or belief in, climate change; and
- absence of a 'socio-environmental conscience'.

The household waste prevention evidence review (Brook Lyndhurst, 2009)⁸ identifies barriers to waste prevention as being:

- apathy (it's someone else's responsibility);
- inconvenience;
- cost;
- weak self-efficacy and a sense of powerlessness;
- social norms don't favour waste prevention; and
- dominance of the recycling norm.

With this in mind, the Council will focus on encouraging a change to the norm and perceptions, educating, and empowering the public, in order to raise awareness that an individual's actions can make a very real difference.

⁶ <http://www.wrap.org.uk/sites/files/wrap/hhfdw-2012-main.pdf.pdf>

⁷ http://www.wrap.org.uk/sites/files/wrap/Barriers_to_Recycling_Summary_Report.pdf

⁸ http://www.brooklyndhurst.co.uk/media/bca47249/WR1204_8366_FRP.pdf

1.2 The Challenges We Face

1.2.1 Increasing Recycling and Avoiding Landfill

The Council's main challenges will be to meet the recycling requirements set in the revised Waste Framework Directive, and reduce the quantity of waste generated per capita. If the Council meets the revised Waste Framework Directive recycling target of 50% by 2020, then it will meet the Landfill Directive⁹ target on reducing the amount of biodegradable waste that is sent to landfill.

The European Commission will be able to fine Member States (including the UK) who do not meet their Landfill Directive targets and the level of this fine is currently €500,000 (about £450,000) per day. Some Government officials believed Britain would face a fine of €700,000 a day if it fails to increase recycling rates to 50 per cent.¹⁰ It is clear that it will be therefore be necessary to become more prescriptive to service users, to ensure that items prohibited to landfill are clearly segregated rather than being placed in 'general waste' containers.

The Council has a long term contract with Newlincs Developments Limited (Newlincs) to manage waste that the Council collects. Newlincs has a combined heat and power (CHP) waste incineration facility near Immingham which has capacity to combust the biodegradable element of the waste to meet the Landfill Directive target. However, if dry waste is not recycled, and is included in the residual waste to be combusted, the Council may not meet its Landfill Directive target.

Meeting the challenge set by the Landfill Directive is clearly made more difficult if the amount of waste that is produced increases. The landfill diversion targets will still need to be complied with and, if the national target is not met, then Defra could consider fining authorities that do not meet their target for diverting waste from landfill.

The mechanism by which diversion of waste from landfill has been driven in the UK is the Landfill Tax. Under the previous annual Landfill Tax 'escalator' the cost of landfilling non-inert waste has risen to £82.60 (plus the site gate fee) a tonne for 2015/16.

The impact of rising Landfill Tax has been to increase the recycling of municipal waste in the UK from just 12% in 2001 to approximately 43.2% in England in 2012/13¹¹ (Waste management in the UK has been devolved to the individual countries). This is due to the fact that rising Landfill Tax has made it cheaper to treat waste in preference to landfill disposal. For future years, Landfill Tax will continue to increase annually, but in line with the rate of inflation.

The Council's Plan therefore includes a zero waste to landfill target, to avoid the tax implications and the environmental implications of disposing of waste to landfill.

1.2.2 Carbon Metrics

The Council is required to reduce its carbon footprint under the Carbon Reduction Commitment regulations. The Government has indicated in the 'Review of Waste Policy in England 2011'¹² a possible move towards carbon based measurements and carbon targets. Applying this to waste and moving from weight-based targets to carbon-based targets may require us to look again at the recyclables we collect.

Materials such as plastic, with greater embedded carbon, could require collection as a priority over other materials.

⁹ <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:31999L0031>

¹⁰ "Waste chief warns on EU fines over recycling targets", Financial Times June 14

¹¹ <http://www.publications.parliament.uk/pa/cm201415/cmselect/cmenvfru/241/24106.htm>

¹² https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69401/pb13540-waste-policy-review110614.pdf

Whilst there may be this move to carbon-based measurement in the future, the Government has clearly stated that the revised Waste Framework Directive target to recycle 50% of waste from households by 2020 needs to be met. This will require the Council to increase its current recycling performance by a further 17% over the next 4 years.

2.0 WASTE ARISING

2.1 Controlled Waste

The revised Waste Framework Directive identifies the following waste source arisings as controlled waste:

- municipal solid waste (MSW);
- commercial premises;
- industrial premises;
- construction and demolition (C&D); and
- certain agricultural wastes (this only covers a small percentage of total agricultural waste).

Certain agricultural wastes, which excludes manure, slurries and straw, came under the same legislative controls as other controlled wastes in May 2006.

2.2 Municipal Solid Waste (MSW)

Municipal Solid Waste (MSW) is waste that is household or household like. It includes all waste under the control of local authorities, some commercial and industrial waste. MSW comprises Local Authority Controlled Waste (LACW) which means all household waste, waste arisings from municipal parks, garden wastes and Council office waste. It also includes all other waste collected and received by the Council. Legislation limits the amount of mixed MSW that can be sent to landfill.

The latest figures from 2014/15 show that MSW generation in North East Lincolnshire was approximately 79,113 tonnes, including commercial waste materials collected at the kerbside or taken to the Community Recycling Centres (CRCs).



Figure 2: MSW Arisings in North East Lincolnshire

Figure 2 above shows MSW arisings in North East Lincolnshire since 2007/08. The graph demonstrates a significant reduction in MSW arisings from 2007/8 to 2012/13, which is likely to be a reflection of reduced economic activity during the global financial crisis.

The increases recorded in the last two years may be a reflection of increased economic activity, but could also be influenced by an increase in the resident population.

2.3 Household Waste

Although the Council has a duty to manage all MSW, the Government sets targets for household waste, which includes waste collected from:

- household residual waste collection rounds, dry recyclables collected through banks or kerbside collections, bulky waste collections, hazardous household waste collection, garden waste collections, food waste collections; and
- services such as street sweeping, litter and Community Recycling Centres (CRCs).

Household waste arisings in North East Lincolnshire in 2014 / 2015 were recorded as 76,451 tonnes. This figure is lower than the MSW arisings of 79,113 tonnes because it excludes waste streams such as beach waste, gulley waste and fly-tipped waste collected by the Council and rubble collected at the Community Recycling Centres (CRC).

This tonnage equates to a household waste generation rate of approximately 478 kg/capita/year. The average household waste generated in England in 2013 was 403kg/capita/year¹³. Waste generated per capita in North East Lincolnshire is almost 20% above the average in England.

The per capita generation of waste provides only a general benchmark value, but is clearly an issue that will have to be addressed to keep waste management costs down and also reduce the carbon footprint which could become a future measurement of waste management services.

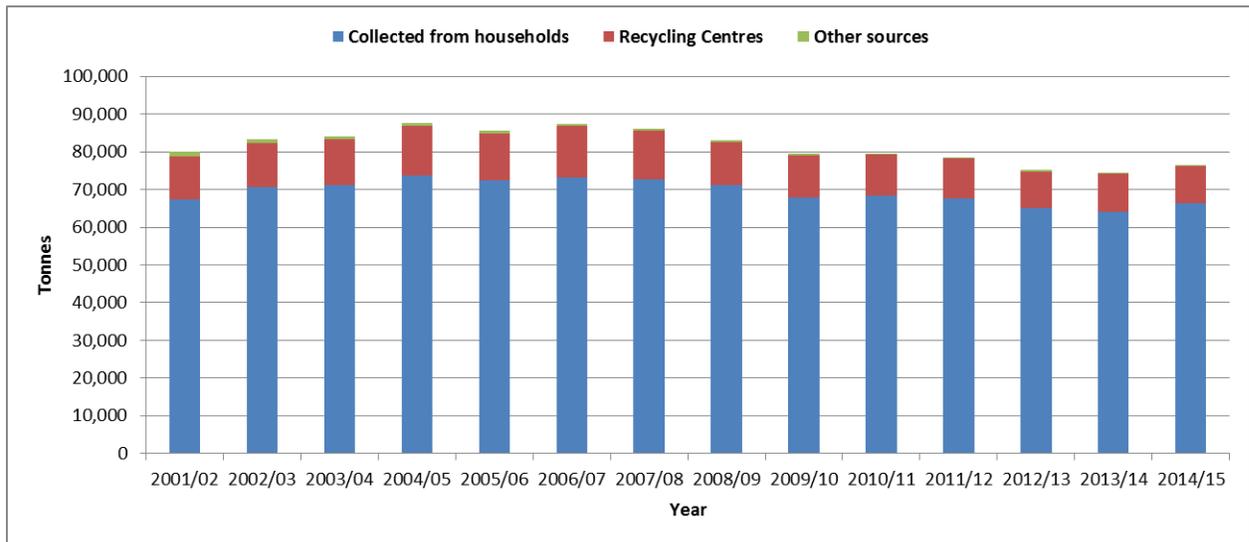


Figure 3: Sources of Waste

Figure 3 above shows that the primary source of household waste in North East Lincolnshire is that which is collected from households (including material collected by the kerbside recycling schemes), which currently represents approximately 86% of total household arisings.

Waste taken to the CRCs represents approximately 13% of household waste and the other sources of household waste, such as litter, street sweepings and bulky household waste collections represents only around 1%.

¹³ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/422618/Digest_of_waste_England_-_finalv2.pdf

The graph shows that trends in household waste arisings broadly reflect those of MSW, with a significant reduction in arisings noted in the period 2007/8 – 2012/13 (coinciding with the global financial crisis) and a slight increase noted thereafter. Consideration of potential future waste arisings is discussed in the following section.

The recent increase in waste arisings further demonstrates the need to focus on reducing waste, and decoupling economic growth from rising waste production. The Waste Hierarchy identifies waste prevention as the preferred approach to waste management. This is an area which the Council recognises as being a priority and it has developed a waste prevention strategy which is incorporated into this Technical Plan.

Table 3 and Figure 4 below summarise the predicted local authority collected waste (LACW) arisings in North East Lincolnshire to 2031/32, as calculated in support of the development of the draft Local Plan for North East Lincolnshire¹⁴.

Table 3: Waste Forecasts to 2032

Year	Local Plan Year	Waste Tonnes
2014/15		76,883
2015/16		76,396
2016/17		75,983
2017/18	1	75,589
2018/19	2	75,324
2019/20	3	75,042
2020/21	4	75,624
2021/22	5	76,154
2022/23	6	76,703
2023/24	7	77,483
2024/25	8	78,218
2025/26	9	78,945
2026/27	10	79,674
2027/28	11	80,368
2028/29	12	81,079
2029/30	13	81,741
2030/31	14	82,407
2031/32	15	83,045

* Based on a population increase to 182,516 by 2032 - 'medium growth' employment led forecast

** Growth profile 1% reduction in waste arising per person per year by 2020 and stasis thereafter

¹⁴ <http://www.nelincs.gov.uk/council/planning-policy/new-local-plan/consultation-draft-local-plan/>

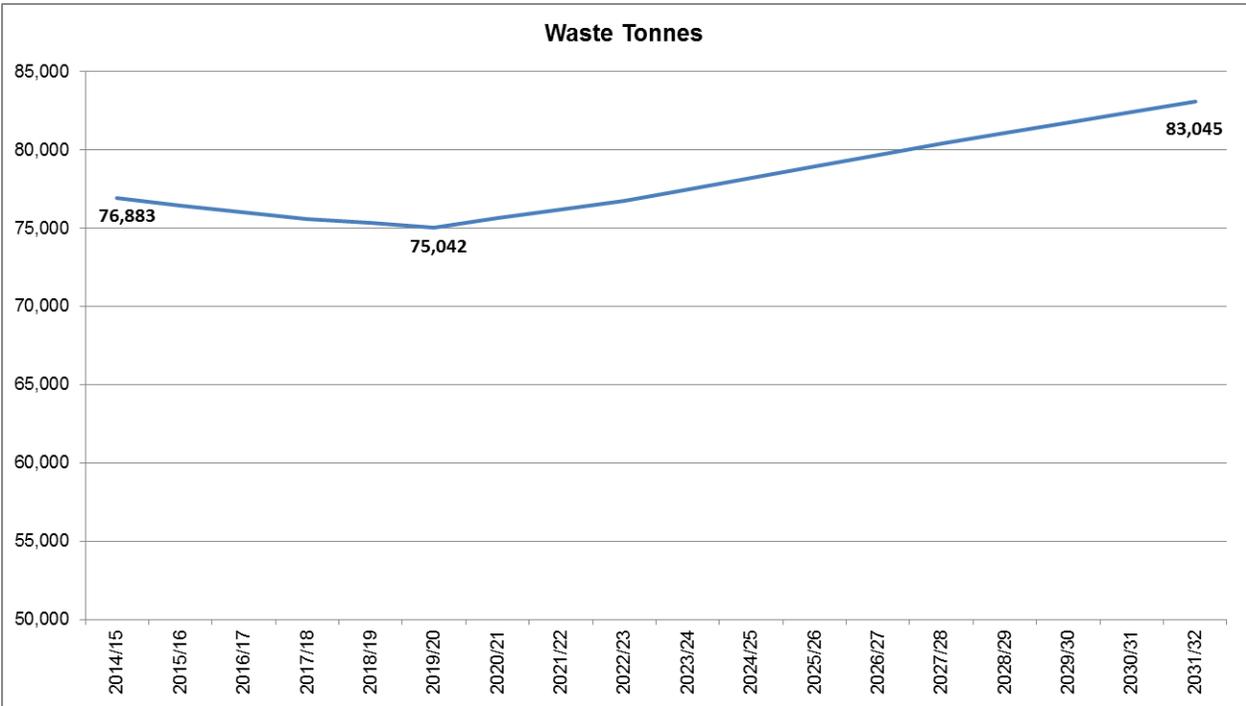


Figure 4: Waste Forecast 2032

The Council has selected population growth as the factor most likely to influence waste growth as individuals are the producers of waste. A population based growth scenario allows the Council to model different factors, such as differing quantities produced per capita, to assess the possible outcomes of increased consumption.

This option is considered to provide a robust basis on which to undertake a projection of waste arisings. Waste minimisation and re-use initiatives aim to tackle the growth in waste produced by each household. Arisings of household waste will still increase as a result of an increase in the number of households and will need to be taken in to account when reporting.

3.0 WASTE COMPOSITION

The composition of local authority collected waste (LACW) for England 2010/11¹⁵ was

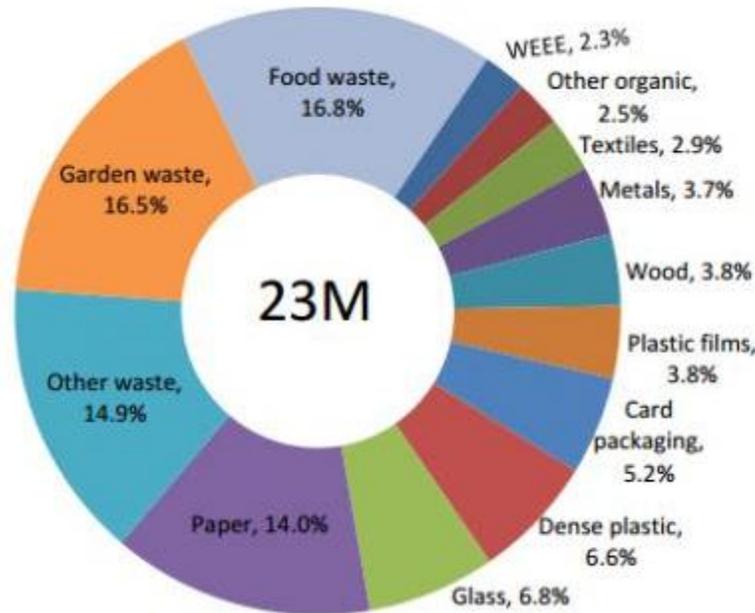


Figure 5: LACW Composition in England (2010/11)

This demonstrates that approximately 50% of LACW in England is dry and should be suitable for recycling.

A further 33.3% of LACW is biodegradable (garden and food waste) and should be suitable for material and energy recovery.

Delivering more effective recycling and recovery of these waste streams will be dependent upon:

- the range and structure of services being provided by, and on behalf of the Council; and
- the participation of the residents of North East Lincolnshire.

The partnering agreement between Newlincs and the Council provides a forum where open discussion, the exchange of information and generation of ideas to solve problems strengthens the partnership.

The majority of North East Lincolnshire’s MSW is sent to the Newlincs facility for incineration. The 30-year contract commenced in 1999 and will expire in 2029.

Under the Contract, Newlincs is responsible for:

- **identifying markets for dry recyclables** - such as newspapers and magazines;
- **sorting garden waste** - to remove contaminants and then shredding it prior to delivery to composting facilities;
- **operation of the CRC facilities in Grimsby and Immingham** – to accept and recycle bulky household wastes;

¹⁵ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/422618/Digest_of_waste_England_-_finalv2.pdf

- **operation of the CHP facility in Immingham** - this generates electricity and heat is used by a neighbouring factory. The bottom ash and metal from this plant are recycled; and
- **landfill of the remaining waste** - this is sent to Immingham Landfill, which has a remaining lifetime of approximately 20 years (an estimated 2 million cubic metres of capacity).

Different waste types have different calorific values (CV) and thus provide different amounts of energy per unit of weight. The physical capacity (i.e. the number of tonnes that can be burnt) of the EfW plant will therefore vary according to the CV of the waste feedstock. The higher the CV, the smaller the number of tonnes burnt, and vice versa, but the amount of electricity and heat produced remain the same.

The thermal capacity of the Newlincs plant is designed to be 16.3MW, which dictates the physical capacity of the plant in terms of the number of tonnes it can burn. Increasing dry recycling should reduce the CV and increase the capacity of the CHP facility for residual waste.

The CV of waste in the UK has been increasing gradually over recent years due to the changing nature of residual waste and the recycling strategy adopted by the UK Government. The net effect of these changes has been to slowly increase the CV of residual waste, from around 8MJ/kg in the mid-1990s to about 9.2MJ/kg today. This increase in CV effectively reduces the waste tonnage capacity of the CHP facility.

The Council recognises that it may be necessary to conduct waste analyses later in the life of this Plan to assess progress towards meeting the targets set in the Plan. Data on waste composition will inform implementation of the Plan through better targeting of recycling and composting programmes.

It should be noted that if recycling is increased it could result in spare capacity at the Newlincs CHP facility, with the Council receiving a royalty from third party waste rather than disposing of waste to landfill at over £100 per tonne.

4.0 SERVICES PROVIDED

The Council provides the following services for waste collection and recycling.

Table 4: NE Lincs Waste Services Provision

Service Type	Description
Regular collection of household waste, dry recyclables and green waste	<ul style="list-style-type: none"> • Approx. 69,000 households receive a weekly kerbside dry recyclable collection service. • An offer of a wheeled bin for garden waste. • Provision of 3 recycling containers for paper, cardboard, glass, plastic and cans.
Community Recycling Centres (CRC)	<ul style="list-style-type: none"> • 2 CRCs exist, one in Grimsby, one in Immingham managed by Newlincs Development Ltd • Provision for disposal of: <ul style="list-style-type: none"> ○ garden waste, ○ dry recyclable materials ○ small quantities of construction / demolition materials ○ waste electrical equipment
Bring recycling	<ul style="list-style-type: none"> • Provision of recycling banks at 58 locations (excluding those at the two community recycling centres) for residents who wish to deposit glass, textiles, shoes, cans, newspapers and magazines, plastic bottles and books.
Bulky household waste collection	<ul style="list-style-type: none"> • Bulky items and excess household waste which may be unsuitable for collection as part of the normal weekly refuse collection service. • Does not cover such items as asbestos and dead animals. • A charge is made for this service. <p>Details of these charges and a list of items which are collected by this service are available at: http://www.nelincs.gov.uk/resident/recycling-rubbish-waste/request-the-collection-of-a-large-or-heavy-item/</p>
Clinical waste	<ul style="list-style-type: none"> • Collected free of charge from domestic properties. • Collected from healthcare premises on a chargeable basis. • Instructions to be adhered to with regards the disposal of syringes and sharp objects. • Operated by the Council in partnership with the Primary Care Trust http://www.nelincs.gov.uk/resident/recycling-rubbish-waste/household-collections/clinical-waste-collections/
Commercial and Industrial Waste collection	<ul style="list-style-type: none"> • The Council does not operate a commercial waste collection service. • Business advice on waste collection is available on the website http://www.nelincs.gov.uk/business/commercial-waste/business-waste/ or by contacting Bell Waste Control http://www.bellwastecontrol.co.uk/
Street cleansing	<ul style="list-style-type: none"> • Carry out street cleaning duties 362 days a year between 6am and 6pm. • Litter bins are emptied on a regular basis, from twice a day, to two or three times a week, dependent on location <p>http://www.nelincs.gov.uk/resident/environment/street-care-and-community-pride/#SC</p>
Abandoned vehicles	<ul style="list-style-type: none"> • The Enforcement Team responds to reports of abandoned vehicles on both public and private land.
Fly-tipping	<ul style="list-style-type: none"> • The Council collects fly-tipped waste from public land, investigates the waste source and, if identifiable, will take necessary enforcement action.

Service Type	Description
	http://www.nelincs.gov.uk/resident/environment/street-care-and-community-pride/flytipping/
Waste electrical & electronic equipment (WEEE)	<ul style="list-style-type: none"> • Two HRCs as Designated Collection Facilities (DCFs) for the collection of WEEE managed by NewlinCs, an agreement that expires in December 2024.
Promotion of waste prevention in the media	<ul style="list-style-type: none"> • Engagement of two Officers with roles to promote waste prevention and educate the public.
Home composting initiatives	<ul style="list-style-type: none"> • Compost bins sold at a subsidised rate. The prices for 2015-2016 are: <ul style="list-style-type: none"> ○ 220L compost bin £9.00 and a second at £4.50 ○ 330L compost bin £10.00 and a second at £5.00 ○ Single delivery charge of £4.99 per order
Education on waste	<ul style="list-style-type: none"> • DVDs available for schools Key Stages 1 and 2 which cover various aspects of the national curriculum. • Presentations about recycling and resource management may be provided on request, subject to staff availability.
Working at the regional level	<ul style="list-style-type: none"> • Exchanging information and ideas, and jointly entering into new initiatives, Local Authorities can be supported within our region.

5.0 FUTURE MANAGEMENT OF LOCAL AUTHORITY COLLECTED WASTE

5.1 Options Appraisal

The Council considers that failing to reduce the amount of waste which is landfilled would be unacceptable despite the fact that it will meet the 2020 Landfill Directive target if recycling increases to meet EU statutory requirements.

The Council needs to identify the most suitable way forward, which will enable it to meet the recycling targets to 2020 and beyond. In order to assist in this process, it has:

- developed a number of approaches for meeting future targets (following consultation with Council officers, elected Members and other stakeholders); and
- assessed the issues which are applicable to each of these approaches.

In 2014 / 15, a base case waste flow and cost model of the current services was prepared. Potential options to increase recycling to 50% by 2020 were identified and modelled. The options identified and modelled and the estimated potential cost savings are listed below in Table 5.

Table 5: Options Identified

Option	Estimated Annual Saving (£)
Retain current collection arrangements	Nil
Introduce smaller residual (normal) waste bin and alternate weekly co-mingled recycling collections	-££
Introduce alternate weekly collections of residual (normal) waste	-£££
Introduce a new lower cost disposal arrangement for DIY waste	-£
Outsource waste collection services	-£
Introduce a charge for Garden Waste collections (already implemented)	-££
Review / Reduce opening hours and costs at CRC (Community Recycling Centre) sites	-£
Transfer dry recyclables from Gilbey Road Depot to EFW site and not take direct	-£
Collect more recyclable items at kerbside	-£
Reduce / prioritise number of bring sites	-£
Education and awareness raising campaign	+£
Develop Partnership(s) with neighbouring authorities	Not known at this stage
Develop a commercial waste disposal solution (in partnership with private sector)	Not known at this stage
Key: -£££ = Saving £1m per annum -££ = Saving between £0.5m and £1m per annum -£ = Saving less than £0.5m per annum +£ = Costing up to £0.5m per annum	

5.2 Future Waste Management Objectives

The Council plans to:

- continue to treat waste as a resource and improve the sustainability of our waste management services by:
 - providing a continuous increase in value;
 - minimising local and global environmental impact; and
 - optimising new local employment opportunities;
- review waste collection policies and operations to encourage practice which seeks to maximise waste prevention;
- make waste a valuable resource in North East Lincolnshire through re-use and recycling;
- continue joint working with neighbouring local authorities;
- communicate with, and educate the public and stakeholders to minimise municipal waste arisings and divert waste from landfill;
- work with local businesses in the future to reduce the cost of waste management and recover value;
- meet waste recycling targets to make our existing treatment and disposal more cost effective;
- seek new partnerships and opportunities in the management of waste as a resource in the region;
- continue to promote waste prevention in the media;
- continue to encourage home composting;
- educate future generations in partnership with schools; and
- continue to seek to improve local environmental quality through effective communications and enforcement activity.

These goals will initially be achieved through:

- a long-term publicity / education campaign which will aim to encourage households to reduce the amount of waste that they produce and to increase the amount of waste which is recycled; and
- increasing the range of materials collected for recycling and reviewing the method of collection provided, to achieve 50% recycling by 2020.

The Council will publish a yearly progress report outlining the progress made in meeting the aims and targets identified in this Plan and accompanying action plan referenced in Section 7.0 of this document.

5.3 Waste Minimisation

Waste minimisation (prevention) is an integral part of this Plan and will be one of the Council's main objectives in future years. As a means of affecting waste growth this is the single most positive action that should be achieved.

The main impact of waste minimisation initiatives will be a reduction in the growth rate for waste arisings (these initiatives may well impact on waste composition by reducing the weight of packaging materials).

The economic downturn saw waste arisings decline over a period of several years. The focus of waste minimisation efforts through education and awareness raising among residents, in terms of the alternatives which are available in managing and reducing their waste arisings, should continue this reduction despite growth in the economy. Residents should benefit from savings not just by lowering the cost of Council services, but by achieving direct household savings (e.g. through reducing food waste which is thrown away).

5.4 Promoting Re-Use

In 2010, we implemented 'sale days' on a monthly basis at the Grimsby CRC site. Bring and buy sales are held between 11.00am and 3.00pm on the last Friday of each month between March and October.

Bike sales days are held throughout the year on the last Thursday of each month at 9am. The goods that we sell have all been donated by members of public which have been brought in to the two CRC sites. Some of the items are brand new still in the packaging, other items were initially going to be thrown away by members of the public and we have retrieved them to be included in the sale days.

We raise approximately £1,000 per month from sales days, at least 50% of which is donated to St Andrew’s Hospice, and the remainder is distributed amongst various other charities and good causes.

Table 6 presents a list of charities and ‘good causes’ that we support or have supported over the past 5 years.

Table 6: Charities and Good Causes Supported

St Andrews Hospice	YMCA
Young Peoples Project	Lincs MS
Ark Animal Rescue & Retirement Home	Lacey Acres Scholl
Treats	Glenfield Hospital
Gatehouse	Gy Rotary Club
Mayors Charity	Immingham in Bloom
Teenage Cancer Trust	Cleethorpes Ladies Guild
Friendship at Home	Gy Twist & Flip Gymnastics Academy
Shoe Box Appeal	East Marsh Childrens Home
Cleethorpes Football Team	Saint Mary’s Catholic Primary Academy
Healing Cub Scouts	Jerry Green
Grimsby Food Kitchen	Cycle Hub
Sewing Club	RNLI
Immingham Town Council	

5.5 Increased Recycling

The Government clearly states it wishes to see Councils moving towards the 50% target of the revised Waste Framework Directive by 2020. The Council intend to take actions to make steady progress to this goal during this period.

By examining the waste currently being collected through the scheme and the levels of participation, we can target those materials not being collected and households not participating.

5.6 Recovery of Additional Materials

The Council has considered the following options for collection of additional materials:

- introduction of a co-mingled plastic recyclables collection;
- collection of food waste; and
- maximising recycling and minimising waste to the CHP facility.

5.6.1 Plastic Recyclables Collections

The kerbside dry recyclable waste collection scheme currently covers 52,934 of the 72,693 properties. The arisings of dense plastic (including plastic bottles) are estimated to represent 15% by weight of this waste stream. However, this total dense plastic content includes many items such as yoghurt pots and plastic toys, which cannot be collected for recycling as there is no market / use for this material in the manufacture of new items.

Findings from schemes which collect plastic bottles from the kerbside indicate that a maximum of 50% of these are collected. This is a weight of 900 tonnes representing about 1% of overall household waste, indicating that the collection of plastic bottles would only enable the Council to increase its recycling rate by between 0.5% and 1%. However, as carbon measurement is a possible future requirement, it may well be that plastics would be recognised as providing greater efficiencies in reducing carbon impact.

5.6.2 Food Waste Collections

The Government 'Review of Waste Policy in England 2011' encourages collection of food waste and this could increase the recycling rate achieved in North East Lincolnshire by up to 5%.

The Animal By-Products Regulations (ABPR) require food waste, which contains meat or dairy products, to be either composted in an ABPR compliant facility (an in-vessel composting system) or an anaerobic digestion (AD) facility. New food waste collection schemes are now exclusively AD due to the ABPR and the recovery of energy from the waste.

The collection of food waste separately would require new or refurbished collection vehicles. The food waste would have to be collected weekly, which would result in an increase in collection costs.

5.6.3 Impact on the CHP Facility

One factor that will need to be considered for the introduction of any new recycling scheme is the impact of the collection of additional recyclable materials on the CV (Calorific value i.e. the energy content) of the residual waste sent to the CHP facility.

The CHP facility has been designed to produce a specific amount of energy. If the CV of the waste that is burnt to provide this energy increases, then fewer tonnes of waste can be burnt. Modelling of the impact of changes in the CV of the waste sent to the CHP due to changes in the types of material collected for recycling showed that:

- collection of additional paper, glass and metal has little impact on the CV. Paper has a high CV, but glass and metal have low CV;
- collection of plastic will reduce the CV as it has a much higher CV than any of the other materials in MSW. Removing it from MSW will reduce the CV of the residual waste stream; and
- collection of food waste will increase the CV as it has a much lower CV than any of the combustible materials in MSW. Removing food waste from MSW will increase the CV of the residual waste stream.

If food waste collection was provided to all households in North East Lincolnshire, the amount of such material collected for recycling could be about 6,000 tonnes per year. The subsequent increase in the CV of the residual waste sent to the CHP facility would result in a reduction in the capacity of the facility of about 4,000 tonnes per year, but this would be off-set by the reduction in CV from plastics and paper recycling, and capacity for third party waste at the CHP facility resulting from increased recycling.

5.7 Recovery of Commercial Waste

The Council's in-house waste collection services can consider the collection of commercial waste from November 2017.

This could have a net cost to the Council but would significantly help in reaching the 50% recycling target by 2020.

5.8 Estimated Capture Rates

Using the average kg/hh/wk figures for each waste stream, it is possible to estimate the amount of material that is being captured by the dry recycling and garden waste collections:

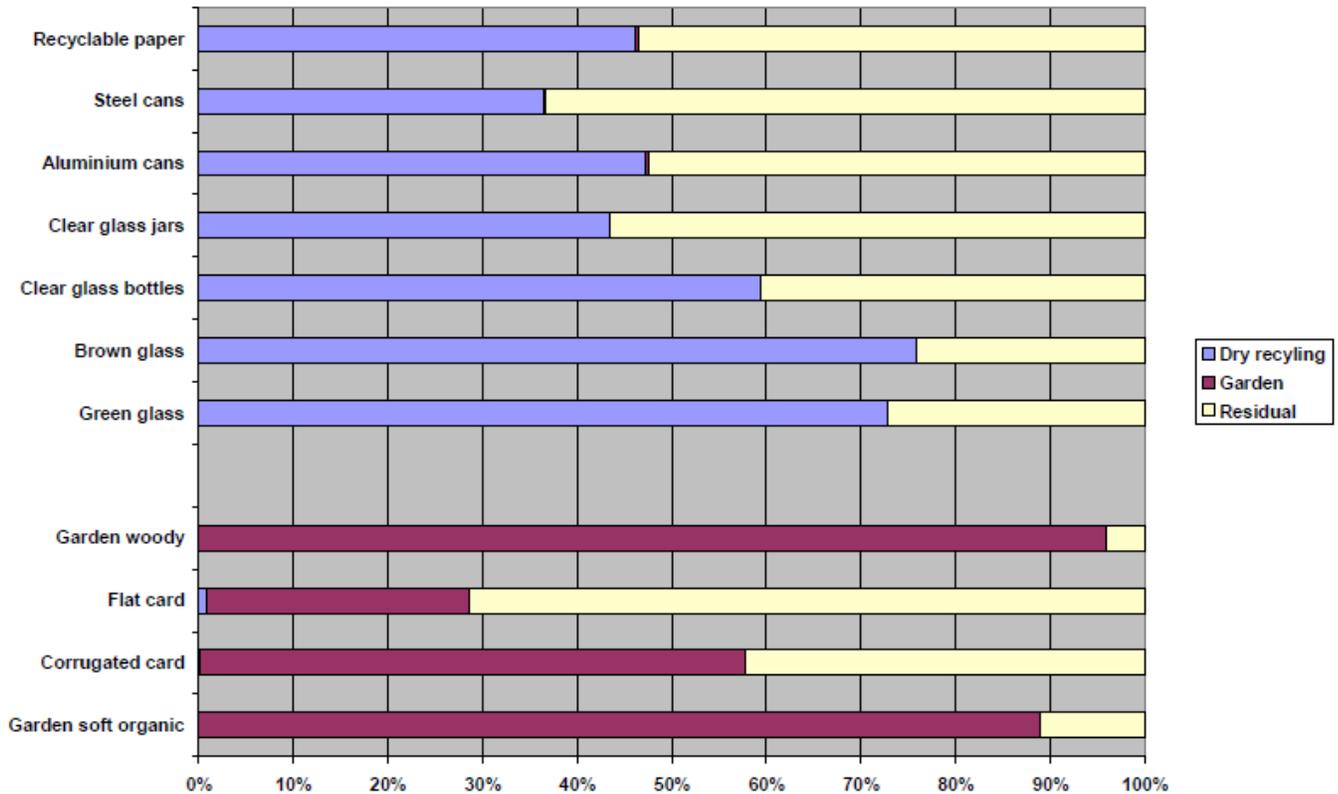


Figure 6: Estimated Capture Rates

It can be seen from Figure 6 above that the garden organic materials would appear to be successfully targeted and captured by the garden waste scheme.

The capture rate for card is not so successful, with only about 30% of the flat card and just under 60% of the corrugated card being captured.

The data for the dry recyclables would suggest that the glass is the most successfully captured material and there is scope for improvement with the paper and cans material streams.

Increasing capture rates for specific materials will be a key target for the Council in aiming to increase the overall rate of recycling to achieve the 50% target by 2020.

5.9 Increasing the Number of Households Which Recycle

Currently, the dry recyclables collection scheme collects material from each household on a weekly basis. The introduction of a co-mingled collection scheme for dry recyclables increased the cost of collection, but made recycling more convenient for households and encouraged more households to recycle.

Of those Councils achieving recycling rates of over 45%, nearly all collect residual waste fortnightly. The Government recognises that it does not have the right to prescribe how waste is collected and it is a matter for local authorities to decide.

Experiences from authorities in the UK and abroad suggests that well designed and implemented alternate week collection schemes can contribute to significantly higher recycling rates.

5.10 Provision of Additional Treatment Capacity

If waste arisings are reduced and 50% recycling is achieved, based on the projected population increase there is unlikely to be a need for significant additional treatment capacity. The Council believes there is no need for additional treatment capacity in the short to medium term (to 2020).

In the Review of Waste Policy in England 2011, the Government indicated that, subject to further analysis and consultation, it may introduce legislation that will ban biodegradable and recyclable waste from landfill sites. Scotland and some European countries already have similar legislation.

The existing CHP facility is a proven technology that is meeting all of its specified requirements and has a well-established market for the main product (electricity). If additional CHP capacity is required before 2029, the Council may consider sending waste to a third party facility. The main advantage of sending waste to a suitable facility in a neighbouring authority is that no new treatment facility would need to be built in North East Lincolnshire. However, there may be limited capacity for the Council to send residual MSW to these facilities if the planning conditions for them stipulate that they can only treat waste generated in that authority area.

The Council will investigate working with other authorities to look at possible treatment of waste when the CHP is shut for maintenance.

6.0 PROPOSED ARRANGEMENTS TO MEET THESE CHALLENGES

The 'Waste Management Plan for England, December 2013' indicates the Government's vision for sustainable waste management. Its aim is to reduce waste by making products with fewer natural resources and breaking the link between economic growth and waste growth.

Products should be re-used, their materials recycled, energy from waste recovered and landfilling of residual waste should be done only where necessary.

After assessing a number of options for meeting the Government's stated aims, including consideration of the resulting costs to Council Tax payers, the Council's proposed targets to meet these challenges are as follows:

Table 7: Proposed Strategic Targets

Target Area	Target
Prevention / Re-use	1% reduction in waste arisings per person per year to 2020
Recycling	Increase to 50% recycling by 2020
Recovery	Maximising recovery of energy from the residual waste by treating all of it in a CHP facility
Disposal	Zero waste to landfill by 2020 (for untreated waste) and no biodegradable waste to landfill by 2017

Measures to meet these targets have been modelled and are listed in Table 5 (see Section 5.1), including fortnightly collection of residual waste. The Council recognises that there is currently a strong level of public opposition to the introduction of alternate weekly collection of household waste. However, this should be reviewed if recycling and waste minimisation targets are not being achieved, along with the introduction of a co-mingled kerbside recycling scheme.

The vast majority of the top performing recycling local authorities in the UK have fortnightly collection of residual waste. Some authorities have introduced three weekly collections of residual waste to increase recycling and recycle income, and reduce disposal rates and disposal costs.

Meeting the average annual reduction target of 1% per year by 2020 will be a challenging target, particularly as the number of households (one of the two factors that affect waste growth) is expected to grow and the economy begins to recover after the global financial crisis. However, with the high waste arisings per capita in North East Lincolnshire compared to the national average, there is a good opportunity to reduce the waste arisings per capita.

Waste minimisation initiatives can take up to five years to have any noticeable effect and measurement of the effect will be difficult due to the effect that economic growth has on waste arisings, but the aim of the Council will be to decouple the growth from this effect.

The 50% recycling rate target for 2020 has been set on the basis that it should be possible to achieve this through increasing the number of households which recycle through the long-term waste minimisation and recycling campaign.

This is the most cost-effective approach to achieving this target. The Council recognises that additional recycling initiatives are likely to be required in order to meet the 50% target. It will conduct a further assessment of these through the implementation of the measures listed in Table 5 of this Plan.

The main risks to achieving these targets are summarised in the following table:

Table 8: Outline Risk Register

Risk	Mitigation / Monitoring
The waste minimisation campaign is not effective in reducing the rate of waste growth	<ul style="list-style-type: none"> The long-term nature of a waste minimisation campaign means that it will be more difficult to monitor progress towards meeting this target, but data on yearly tonnage arisings will be used to assess this.
The recycling education campaign does not encourage a sufficient number of new households to start recycling	<ul style="list-style-type: none"> The effectiveness of the recycling education campaign will be monitored through regular set-out / participation surveys and these will identify the priority areas to be targeted for the door-stepping campaigns and targeting using behavioural change techniques.
The recycling education campaign does not encourage households (that are already recycling) to separate more material for recycling	<ul style="list-style-type: none"> The recycling education campaign will aim to reduce the level of contamination of the collected materials, which will reduce costs of sorting these materials to remove contaminants before they are sent for recycling or composting and will increase market acceptability for these products.
Markets for the materials that are collected are affected by reduced demand and reduced material value, making collection uneconomical and landfill becomes the cheapest option for disposal	<ul style="list-style-type: none"> Markets for all of the dry materials (paper, glass, plastics and metal) which are collected are well established and stable. There are well established markets for the compost produced from the collected garden waste.

The Action Plan in Section 7 summarised how the Council intends to meet the challenges of our MWMS. We set out below:

- how we will monitor progress;
- roles and responsibilities;
- partnering with neighbouring authorities; and
- the need for new capacity.

6.1 How We Will Monitor Progress

Table 9: Monitoring Plan

Year	Activity
2015	<ul style="list-style-type: none"> Provide an annual Waste Management report to Scrutiny, Leadership Team and Cabinet. Continue to meet each month with our Waste Management Contractor in order to focus our joint efforts on achieving the Plan aims and objectives. Publicise our recycling performance rate on the Council’s website. Launch long-term waste minimisation and recycling education campaign.
2016	<ul style="list-style-type: none"> Provide an annual Waste Management report to Scrutiny, Leadership Team and Cabinet. Continue to meet each month with our Waste Management Contractor in order to focus our joint efforts on achieving the Strategy aims and objectives. Review progress towards meeting 50% recycling target and zero to landfill of biodegradable waste. Review progress towards meeting 50% recycling target and waste growth target. Have in place carbon measurement of waste treated.
2017	<ul style="list-style-type: none"> Provide an annual Waste Management report to Scrutiny, Leadership Team and Cabinet. Continue to meet each month with our Waste Management Contractor in order to focus our joint efforts on achieving the Plan aims and objectives.

	<ul style="list-style-type: none"> Review progress towards meeting 50% recycling target and zero to landfill of biodegradable waste. Review progress towards meeting 50% recycling target and waste growth target. Review waste minimisation and recycling education campaign.
2018	<ul style="list-style-type: none"> Provide an annual Waste Management report to Scrutiny, Leadership Team and Cabinet. Continue to meet each month with our Waste Management Contractor in order to focus our joint efforts on achieving the Strategy aims and objectives. Review progress towards meeting 50% recycling target and zero to landfill of biodegradable waste. Review progress towards meeting 50% recycling target and waste growth target.
2019	<ul style="list-style-type: none"> Provide an annual Waste Management report to Scrutiny, Leadership Team and Cabinet. Continue to meet each month with our Waste Management Contractor in order to focus our joint efforts on achieving the Strategy aims and objectives. Review progress towards meeting 50% recycling target and zero to landfill of biodegradable waste. Review progress towards meeting 50% recycling target and waste growth target.
2020	<ul style="list-style-type: none"> Review the Waste Plan, taking account of possible changes in Government legislation and identify any new requirements.

6.2 Roles & Responsibilities

There are a number of groups that will have a role to play in implementing the Council's Waste Plan, as summarised in Table 10 below.

Table 10: Key Stakeholders and Roles

Stakeholder	Role
National Government	<ul style="list-style-type: none"> Provide publicity / education programmes through Waste and Resources Action Programme (WRAP), which aim to encourage a reduction in the amount of waste and increase the amount of recycling.
Regulators	<ul style="list-style-type: none"> Ensure that facilities for processing dry recyclables, composting organic material and treating residual waste, meet all environmental requirements on emissions to air, water and land.
The Council	<ul style="list-style-type: none"> Arrange for the provision of facilities for recycling and composting, and ensuring that any new treatment facilities are sited in accordance with the policies in the waste development plan. Appropriate Council assets will be employed to assist with delivery.
Newlincs	<ul style="list-style-type: none"> Operate recycling and composting services, the CHP facility which treats North East Lincolnshire's residual waste and provide capacity for any landfilled waste.
The public	<ul style="list-style-type: none"> Participate in waste reduction and recycling activities.

6.3 Partnerships with Neighbouring Authorities

Council officers will continue to have informal discussions with neighbouring authorities about possible partnership options on future waste management.

6.4 Requirements for New Capacity

To increase the sustainability of the Newlincs contract, there is a requirement to improve the Gilbey Road transfer station to transport dry recyclable and dry recyclable waste directly to the reprocessors. This will provide cost savings to the Council and reduce impacts on the environment.

The Newlincs CHP facility has capacity to treat the Council's residual waste provided waste recycling targets are met. There should not be a requirement for additional waste treatment capacity for the foreseeable future.

There is adequate regional landfill capacity for the ultimate disposal of residual waste.

7.0 PERFORMANCE

The Council details waste collection services on our web site¹⁶. These need to be amended to meet the proposed strategic targets set out in Table 2 of this Plan.

To meet the targets, the Council is developing an Action Plan. This will be published separately, and it will set out the performance and reporting arrangements with respect to the aims and objectives set out in the Council's Municipal Waste Management Plan. The Action Plan may be summarised as follows:

- 2015/16:
 - Promote education and awareness raising campaigns; and
 - Seek to improve the waste recycling rate.
- 2016/17:
 - If the recycling rate has not been improved to 35% for the financial year end to March 2016, we would seek to trial a smaller residual bin and alternatively weekly collection to assess financial and performance implications with a view to rolling out across the Council area in 2017/18; and
 - Transfer of dry recyclables from Gilbey Road Depot to EfW site and not take direct.
- 2017/18:
 - If the recycling rate has not been improved to 40% for the financial year end to March 2017, we would seek to trial a smaller residual bin and alternatively weekly collection to assess financial and performance implications with a view to rolling out across the council area in 2018/19;
 - Review and update of the Municipal Waste Management Plan; and
 - Review and update of this Action Plan.

¹⁶ <https://www.nelincs.gov.uk/resident/recycling-rubbish-waste/next-collection/>

8.0 LEGAL REQUIREMENTS & GUIDANCE

8.1 Review of Waste Legal Requirements

Current waste requirements are listed in Table 11 below. All Council waste management services will comply with this legislation.

Table 11: Legislation Summary

Legislation	Key Elements
Landfill Directive (1999/31/EC)	<ul style="list-style-type: none"> • The Landfill Directive’s (1999/31/EC) aim is to reduce, as far as possible, the negative effects and pollution potential of landfill sites. At present, the most challenging target set under the Directive requires the UK to reduce the amount of bio-degradable waste it sends to landfill to 35% of 1995 levels by 2020. • The Council has already met this target through the introduction of the recycling schemes and CHP NEWLINCS contract. • In March 2011, the EU announced that it intends to propose a phase-out of biodegradable waste going to landfill in 2020-2025 as part of a revision of the 1999 Landfill Directive.2.1.2.1 Waste and Emissions Trading Act and Landfill Allowances and Trading Scheme (WET Act). • The WET Act sets out a definition of the term ‘municipal waste’ based on the Landfill Directive (1999/31/EC). It includes more commercial waste collected by the private sector. The definition “local authority collected municipal waste (LACMW)”, distinguishes it from the broader term, ‘municipal waste’. The UK Government is required to meet the EU landfill diversion targets.
Directive on Packaging and Packaging Waste (94/62/EEC)	<ul style="list-style-type: none"> • Defines the term ‘packaging’ and increased targets for recovery and recycling of packaging waste.
Waste Electrical and Electronic Equipment Directive (2002/96/EC) WEEE Recast 2012/19/EU	<ul style="list-style-type: none"> • A number of substantial changes have been made to Directive 2002/96/EC of the European Parliament and of the Council of 27 January 2003 on Waste Electrical and Electronic Equipment (the WEEE Directive). In the interests of clarity, Directive 2002/96/EC has now been recast.
End of Life Vehicles Directive (2000/53/EC)	<ul style="list-style-type: none"> • Requires that Member States have in place a Certificate of Destruction (CoD) system as part of the vehicle registration/de-registration process. Annex II lists vehicle materials and components exempted from the prohibition set out in Article 4(2)(a) thereof. • The End of Life Vehicle Regulations 2003 requires vehicle producers to set up collection, treatment and disposal systems to make sure that components in vehicles can be recovered, reused and recycled at the end of their life. Provides powers of entry and inspection for the enforcement authorities. In order to transpose the Directive, improved environmental standards for vehicle dismantlers have been introduced in the UK. These include new site standards, requirements to de-pollute vehicles at the start of the treatment process and increased recovery/recycling targets of 95% by 2015.
Ozone Depleting Substances (Regulation Number 2037/2000)	<ul style="list-style-type: none"> • EU Ozone Depleting substances (ODS) Regulation (EC) No. 1005/2009 (EU ODS Regulation) aimed at phasing out the use of ozone depleting chemicals and controls the production, import, export, placing on the market, recovery, recycling, reclamation and destruction of substances that deplete the ozone layer. The regulations concern the control of emissions from refrigeration systems, air conditioning units, fire protection systems, heat pumps and the use of halons. Enforced through Environmental Protection (Controls on Ozone-Depleting Substances) • The Council provides facilities for the collection of refrigerators and freezers at

Legislation	Key Elements
	<p>the HRC. These are sent to a suitable facility which separates out the ozone depleting substances, the remaining materials are then sent for recycling.</p>
<p>Directive on Batteries (2006/66/EC)</p>	<ul style="list-style-type: none"> • aims to reduce the environmental impact of the manufacture, distribution, use and disposal and recovery of batteries. • aims to increase the level of waste portable battery recycling by requiring Member States to collect at least 45% of waste portable batteries by 2016. A ban on the disposal of waste industrial and automotive batteries by landfill or incineration creating a 100% separate collection and recycling target for these types of waste batteries. • is implemented through the Waste Batteries and Accumulators Regulations 2009SI 890 Battery Compliance Scheme (BCS). • Most producers of portable batteries will finance collection and recycling of waste portable batteries by joining a Battery Compliance Scheme (BCS). The BCS will take on responsibility for meeting the Directive's targets on behalf of its members. Distributors of portable batteries are required to collect waste portable batteries in store and have a right to call on BCSs to ensure pick up of those batteries. BCSs will be required to accept waste batteries for recycling from competent public authorities and economic operators. Small producers and distributors have exemptions from some or all of the regulations requirements. Finally, the instrument provides that the treatment and recycling of waste batteries meet standards set out in the Directive. • Facilities for collecting portable batteries are provided at the 2 Council CRC sites.
<p>Waste Incineration Directive (2000/76/EC)</p>	<ul style="list-style-type: none"> • Aims to limit the risks that waste incineration poses to the environment and human health and is implemented through the Environmental Permitting Regulations (England and Wales) 2010 Includes water discharge and groundwater activities, radioactive substances and provision for a number of Directives, including the Mining Waste Directive. Thermal treatment facilities would require a bespoke permit under the Environmental Permitting Regulations.
<p>Waste Electrical and Electronic Equipment Directive (WEEE)</p>	<ul style="list-style-type: none"> • The Waste Electrical and Electronic Equipment (WEEE) Directive (2002/96/EC) aims to reduce the quantity of waste from electrical and electronic equipment and increase its re-use, recovery and recycling. • A re-cast of the WEEE Directive (2012/19/EU) came into force in Member States in January 2014. The new targets agreed in the European Parliament required member states to increase their WEEE collection rates above the old target of 4kg/person. • The new collection targets agreed, an ambitious 85% of WEEE generated, will ensure that around 10 million tonnes, or roughly 20kg per capita, will be separately collected from 2019 onwards. The existing binding EU collection target is 4 kg of WEEE per capita, representing about 2 million tonnes per year, out of around 10 million tonnes of WEEE generated per year in the EU. By 2020, it is estimated that the volume of WEEE will increase to 12 million tonnes. • The Directive gives the tools to fight illegal export of waste effectively. Illegal shipments of WEEE disguised as legal shipments of used equipment, will force exporters to test and provide documents on the nature of their shipments when the shipments run the risk of being waste. • There is a retailer take-back scheme for consumers to take small WEEE items to an electrical retailer free of charge, without having to purchase a new product. This scheme will apply to retailers of electrical goods with a shop space of 400 sq meters or larger. • The Directive sets out tougher restrictions on illegal export of WEEE to prevent waste electrical items from being processed in countries where conditions are hazardous to workers and the environment. It will now be the responsibility of exporters to prove that goods are being shipped abroad for repair or reuse.

Legislation	Key Elements
	<ul style="list-style-type: none"> • Enforced through the Waste Electrical and Electronic Equipment Regulations 2006 SI 3289, which came into force January 2014. • The Council provides facilities for collecting these items at the two Community Recycling Centres.

Other legislation that may impact the future delivery of waste services includes:

- The Finance Act and the Landfill Tax Regulations;
- Waste Minimisation Act;
- Animal By-Products order and Regulations; and
- Household Waste Recycling Act.

8.2 Waste Policy and Guidance

European waste policy is to promote resource efficiency by applying a ‘circular economy’ model. Properly implemented, this Waste Plan can respond to and support this wider policy¹⁷.

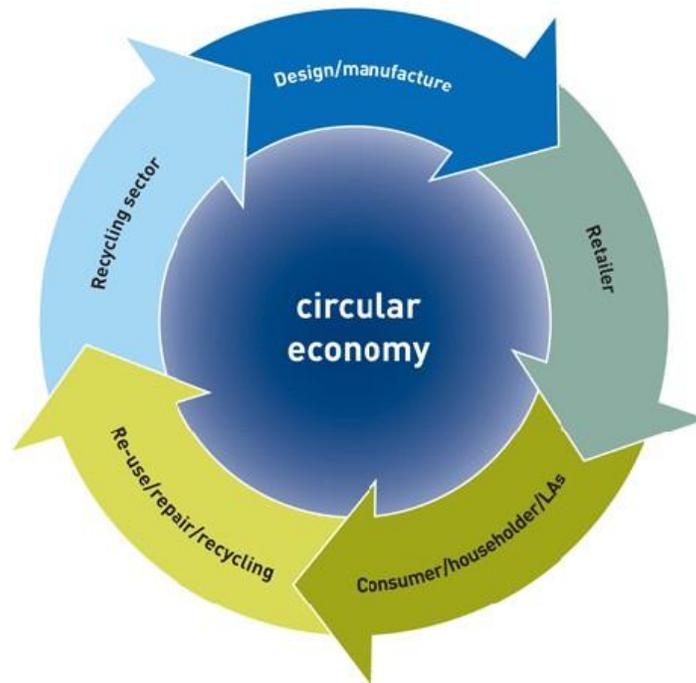


Figure 7: Circular Economy Model

In 2014 proposals were made by the European Commission to review recycling and other waste-related targets in the EU Waste Framework Directive 2008/98/EC, the Landfill Directive 1999//31/EC and the Packaging and Packaging Waste Directive 94/62/EC, and seek to adopt a more circular economy’ to resource management. These proposals were withdrawn in December 2014 but in June 2015 the European Commission instigated public consultation into the circular economy.¹⁸

The European Commission states:

- “A ‘circular economy’ aims to maintain the value of the materials and energy used in products in the value chain for the optimal duration, thus minimising waste and resource use. By preventing losses

¹⁷ Ref: Image courtesy of WRAP (<http://www.wrap.org.uk/>)

¹⁸ <https://ec.europa.eu/eusurvey/runner/circular-economy>

of value from materials flows, it creates economic opportunities and competitive advantages on a sustainable basis”; and

- “Moving towards a more circular economy can promote competitiveness and innovation, a high level of protection for humans and the environment, and bring major economic benefits, thus contributing to job creation and growth. A circular economy fosters sustainable development in which environmental, economic and social dimensions go hand in hand. It can also provide consumers with longer-lasting and innovative products that save them money and improve their quality of life”.

The European Parliament has voted for a legally binding recycling target of 70 per cent for municipal solid waste by 2030 together with measures to limit incineration to non-recyclable waste after 2020. These requirements will be passed into EU law and are likely to be passed into English law. The Council supports increasing recycling targets after 2020.

The Council will consider the circular economy in all future changes to waste services in North East Lincolnshire.