

Lancashire Waste Strategy (Consultation Draft) A low waste Lancashire, 2026 - 2036



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Frith Resource Management would like to thank the essential contributions from waste management officers at each of the councils within the Lancashire Waste Partnership throughout this project:

- *Blackburn with Darwen Borough Council*
- *Blackpool Council*
- *Burnley Borough Council*
- *Chorley Borough Council*
- *Fylde Borough Council*
- *Hyndburn Borough Council*
- *Lancashire County Council*
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- *Pendle Borough Council*
- *Preston City Council*
- *Ribble Valley Borough Council*
- *Rossendale Borough Council*
- *South Ribble Borough Council*
- *West Lancashire Borough Council*
- *Wyre Borough Council*

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Executive Summary

Our new draft waste strategy 'A low waste Lancashire' sets out the future direction for rubbish and recycling collection, management and disposal services for Lancashire as a whole, as represented by the Lancashire Waste Partnership. It sets out a united, shared vision to reduce rubbish, improve recycling, and build a low waste Lancashire that benefits both people and the planet.

The **Lancashire Waste Partnership** is made up of the 15 Authorities comprising the County Council, the 12 constituent District Councils and the 2 Unitary Councils. The Partnership aims to provide the most efficient waste management service possible for Lancashire residents.



As a Partnership we collect and manage approximately 660,000 tonnes of household waste each year from around 700,000 households. Lancastrians are successful in recycling well over a third of household waste (37% in 2023/24). However, of the rubbish left over, 70% of the bin contents could also be recycled, with the largest proportion of that being food waste that is thrown away. That's why this strategy aims to prevent and reduce waste and move any items that can be recycled out of our rubbish and into recycling.

We have also seen significant changes in waste management across all of England, with new environmental laws encouraging more recycling and less rubbish to be thrown away - this means our collection, recycling and disposal services, will need to continue to evolve.

Managing our services through change requires a strategy that is both robust, but also flexible, so that we can adapt to new challenges. This draft strategy provides a clear direction

to support decision making and includes policies and actions which can be also applied following any local government reorganisation.

We want to enable you, our residents and businesses, to reduce, reuse and recycle as much of your waste as possible. We want to make it as easy as possible for everyone to do the right thing. We will do this by delivering accessible, efficient and sustainable services that achieve the vision and objectives of this strategy. Our vision is **‘Working together for a low waste Lancashire.’**

To deliver our vision, the Lancashire Waste Partnership has set out the following objectives, grouped into three themes, as shown below:

Theme	Objective
Achieving a low waste and circular economy ¹	1) To recognise waste as a resource
	2) Actively support waste prevention and reduction to minimise the amount of waste generated across Lancashire
	3) Encourage reuse, repair and share activities for the benefit of communities and the environment
	4) Educate and engage with residents and businesses to help drive a reduction in waste and increase reuse and recycling
Delivering high quality, good value local services	5) Provide high quality, efficient and affordable services
	6) Identify opportunities to work in partnership between local authorities / community groups / the private sector and share best practice for a low waste Lancashire
	7) To ensure services are accessible and meet the needs of the residents and businesses of Lancashire
Reducing carbon and improving sustainability	8) Increase recycling by providing services that are easy to use and include a wide range of materials (including food waste)
	9) Reduce the environmental impact and carbon emissions of the waste management service
	10) To minimise the amount of residual waste being sent for disposal

¹ A circular economy aims to keep our resources (items and materials) in circulation for as long as possible so that we get the most use of them. This may be better design so that things are ‘made to last’, can be easily reused or repaired, for example.

Our targets

How we intend to deliver the strategy and achieve our vision is set out in accompanying action plans and in the 5 key targets we have set ourselves:

1. Reduce the amount of household waste collected per household by **10% by 2035**, from a **2023 baseline**.²
2. Recycle half of our waste by **2030**
3. Aim to meet the national **65%** municipal waste recycling rate by **2035**
4. Aim for **50%** recycling of household waste from Recycling Centres by **2030** and **65% by 2035**
5. Reduce waste to landfill to below **5% by 2035**

Finally, this is a draft of the waste strategy for Lancashire that is open to the views of our residents and businesses. See section 6 for details of how to provide your views on the strategy.

Contents

Our draft strategy 'A Low Waste Lancashire' is structured as follows:



Figure 1 Draft waste strategy structure

Section 1 'Why a waste strategy' – our strategy begins with this introductory section, explaining why we have a strategy and what it covers

Section 2 'What are we trying to achieve?' - presents our draft vision and objectives of our strategy

Section 3 'Setting the scene' - summarises how our waste service is delivered now, what (law and policy) influences your collection, recycling and waste management services going forwards. There are also facts and figures about how much rubbish and recycling takes place in Lancashire and what we have achieved so far.

Section 4 'What could the future look like?' - looks ahead, to what we could do differently, options to improve the service and what these might mean.

Section 5 'Making it happen' – sets out draft actions and proposed priorities and targets for the service to help meet our strategy vision and objectives together with activities to measure success.

Section 6 'What do you think?' - finally, this is a draft document, so we explain the public consultation exercise which will be seeking your opinions on the ideas and direction of this strategy.

² From 950kg per household in 2023, to 900kg in 2030 and 850kg by 2035.

This draft strategy has been developed as a partnership and will be informed by public feedback. It is also supported by research and analysis, including:

- 1) A review of waste prevention, reuse and repair options to maximise waste reduction and realise the benefits of developing a circular economy,
- 2) An options appraisal which looks at alternative ways of collecting recycling and rubbish to help meet the objectives of this strategy and improve the services to residents,
- 3) A forecast of what the future might look like in terms of recycling performance and waste generation, taking account of local and national policy, population and household growth, and
- 4) A chance for people to have their say on the draft strategy through a public consultation exercise on key elements of the strategy (section 6).

The results will be used to inform the final strategy and how the Partnership will deliver its vision of a low waste Lancashire.

1 Introduction

1.1 Why have a waste strategy?

Our new draft waste strategy ‘**A low waste Lancashire**’ sets out the future direction for rubbish and recycling collection, management and disposal services for the whole of Lancashire, as represented by the Lancashire Waste Partnership. Alongside adapting to changing national policy and new environmental laws, this waste strategy aims to:

- Provide an efficient, well-functioning waste system across the Partnership
- Reduce waste and improve recycling rates across Lancashire
- Deliver value for money for residents

1.2 What is the strategy?

This draft waste strategy covers the period 2026 – 2036 and is an update to the previous waste strategy for Lancashire which ran from 2008 – 2020 (called ‘From Rubbish to Resources’). Figure 2 illustrates what our draft strategy is aiming to do, and who is involved.

This draft strategy includes objectives and actions that apply across the Partnership area focusing on **lowering waste, increasing sustainability** whilst providing **high quality, local services** to our residents. It helps the councils to plan your services for the longer term, taking account of future housing growth, responding to the needs of the community and other changes (like new laws and policy).

As a strategy that is intended to be agreed amongst all councils within Lancashire, it would continue to provide a clear foundation for decision making and policies following any local government reorganisation. It reflects the single, united view of the Partnership to create a low waste Lancashire.



Figure 2 Our strategy

1.3 Lancashire Waste Partnership

The Lancashire Waste Partnership ('Partnership') is made up of 15 councils, the role of each of the councils in managing Lancashire's waste and recycling is illustrated below.

The 12 Lancashire Borough & City Councils are Waste Collection Authorities, responsible for collecting household waste (rubbish) and recycling. Lancashire County Council, as the Waste Disposal Authority, is responsible for managing the disposal or recycling of waste collected by the Waste Collection Authorities. The two Unitary Authorities of Blackpool and Blackburn with Darwen perform the role of both the Waste Collection and Disposal Authority. Along with Lancashire County Council, these three are also responsible for providing Household Waste Recycling Centres (just called 'Recycling Centres' in the County area) for residents to deposit waste and recycling. The councils in the Partnership are as follows:

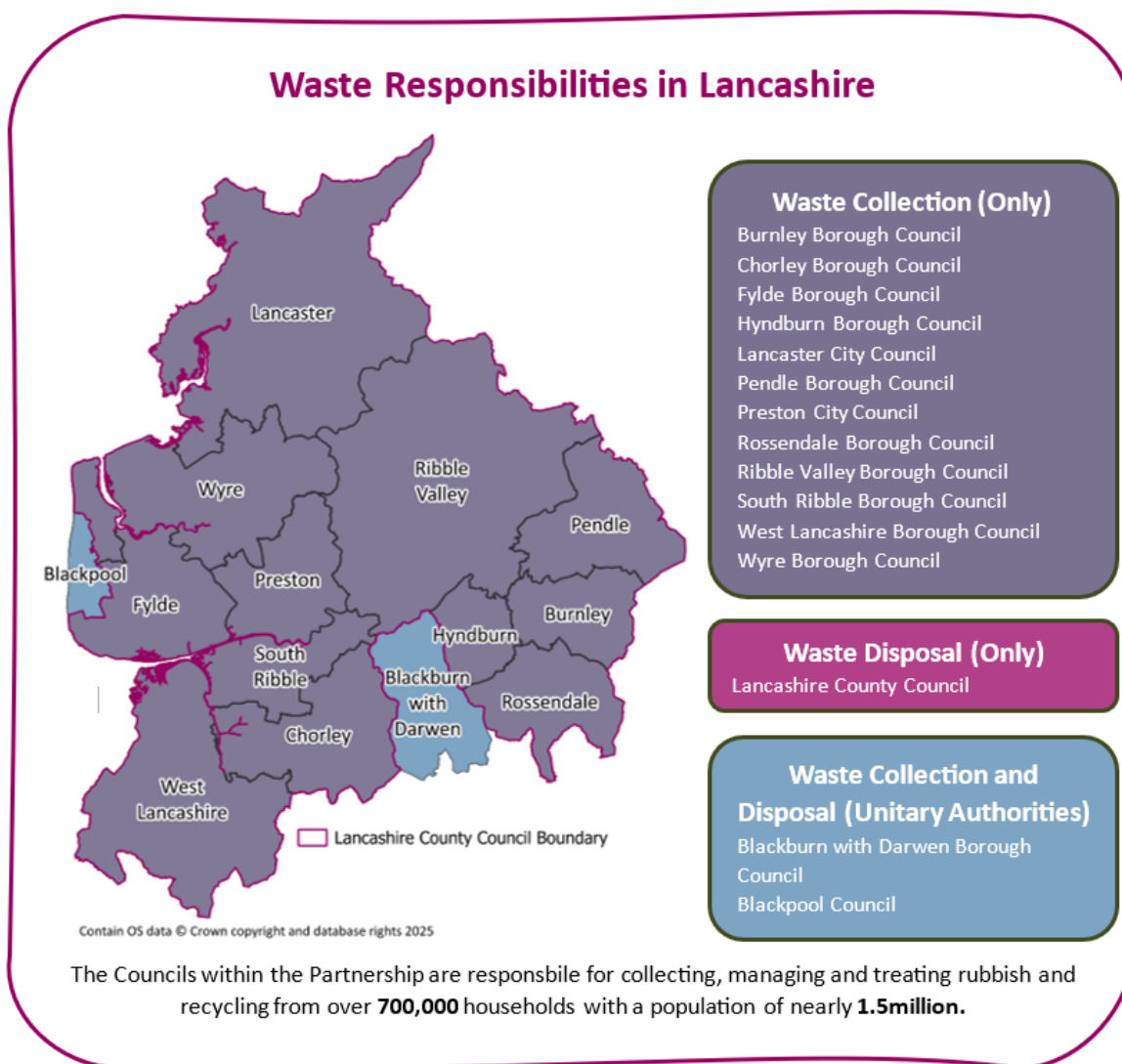


Figure 3 Lancashire Waste Partnership³

³ Contains OS data © Crown copyright and database right 2025.

Contains National Statistics data © Crown copyright and database rights 20nn

Local Government Reorganisation

This draft strategy has been developed as a partnership covering all Lancashire Councils. It reflects a single united view and is designed to be robust to any forthcoming Local Government Reorganisation (LGR) changes which may impact on our services, and therefore be readily adopted by any new Lancashire based council formed in future.

1.4 Why 'A low waste Lancashire'?

Our strategy is called '**A low waste Lancashire**' because reducing our rubbish by buying less packaging / items, repairing and reusing items, and also recycling more helps us all save money⁴, is good for the environment, and protects our planets resources. Reusing, sharing and recycling activities help to keep items in use for longer (rather than throwing them away), so less new materials need to be dug out of the ground and / or be manufactured, promoting a 'circular economy' (see below and Figure 5). It also saves the environmental impact of making a new item as, less emissions of damaging climate change gases (like carbon dioxide (CO₂) and methane (CH₄)) are released into the atmosphere.

Councils across England, and Lancashire is no exception, are struggling with rising costs and we need to keep managing our services as efficiently as possible for residents and businesses in our local area. Reducing the amount of rubbish, and achieving more recycling, is one important way of helping, as it costs less to recycle materials than to dispose of them, and is better for the environment! It is even better to repair or reuse an item than recycle, as well as often being cheaper for the resident. Our strategy considers the costs of different collection, recycling and waste management options, to help us deliver good value for money services, both now and in the future.

⁴ Waste collection and disposal is primarily paid for through the Council Tax, the most expensive thing to do with collected waste is to throw it away. It is usually much cheaper to recycle it, and avoids both collection and recycling / disposal costs if waste are avoided or items are reused.

What is waste and what do we mean by 'low waste'?

Waste

This strategy is about '**municipal waste**' which includes rubbish and recycling collected from homes (household waste), and similar waste from other sources (like shops or offices) and litter.

Low Waste

Low waste means producing the smallest amount of rubbish as possible.

It means reducing the amount of 'stuff' we buy (for example unnecessary packaging around goods), making it easier to prevent waste (e.g. by buying less items because the ones we have last longer or are made from less raw materials, etc.), and then, after prevention, to help provide and support services that repair, reuse and share items, again reducing the amount of waste. The next best thing is to recycle and compost items that we do need to throw away, so our bins have less rubbish in them in the future. Together, these are parts of what is known as the '**circular economy**' approach to managing our valuable resources and it aims to keep our resources (items and materials) in circulation for as long as possible so that we get the most use of them.

Some waste is unavoidable no matter how hard we all try to prevent it by reusing and repairing things, this is referred to here as 'rubbish'. We will always be collecting some rubbish for disposal, but we want this to be a small amount for the benefit of the environment and the economy.

1.5 What is the best way to manage rubbish and recycling?

This strategy is underpinned by the principles of the 'waste hierarchy'. It emphasises the importance of minimising waste (rubbish) as a first priority, and then reusing (or repairing) what we can, followed by recycling and composting (as the next best thing) and then recovering some energy from rubbish, with disposal (e.g. landfill) being the worst outcome.

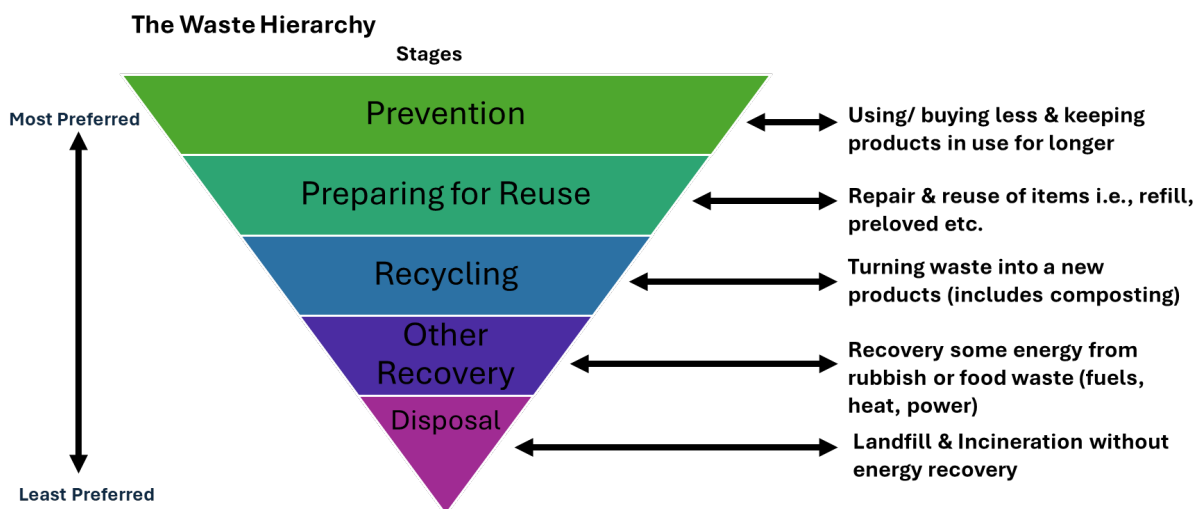


Figure 4 Waste Hierarchy

A Circular Economy uses **less raw materials** and produces **less waste** by:

- Better **design** and using recycled materials in products so less materials are needed
- **Things are 'made to last'** and can be easily repaired
- **Leasing or sharing** rather than buying
- More **reuse & repair**, including **remanufacturing** (manufacturers repairing / upgrading an item)

A **Circular Economy** helps us to move towards **low waste**.

Following the waste hierarchy also encourages the development of a 'circular economy'. Instead of items going linearly (in a line) from buying something, using it and then throwing it away in our bin, we try to make them go around in a circle (see Figure 5) for as long as we can before they become rubbish. For example, this might include repairing a broken zip on a coat instead of buying a new one or using a reusable coffee cup instead of a buying a disposable one.

A circular economy is a system that minimises the use of natural resources, waste and carbon emissions (climate change) by reducing the amount of stuff we buy and keeping products in use for as long as possible, for example by reuse and repair. This is one area where we can all contribute to climate action (see section 4.3). Reducing carbon emissions to combat climate change will benefit our society, through less

extreme weather, leading to improved health, benefits to nature and food (crop) security.

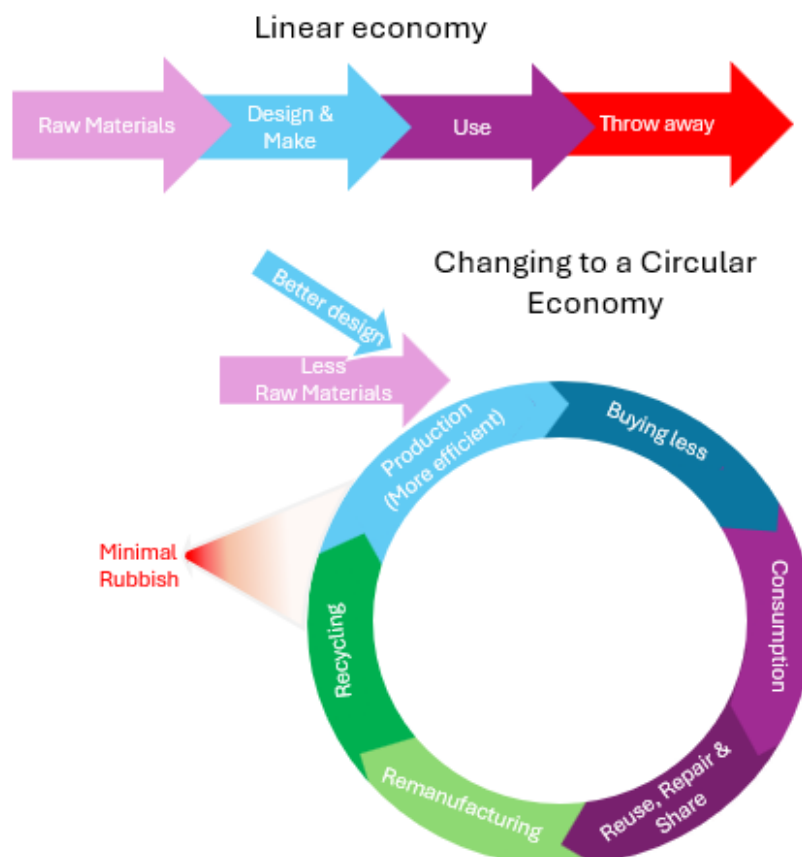


Figure 5 A Linear Economy and a Circular Economy

1.6 Waste responsibilities

As residents and businesses, we are responsible for the rubbish we produce. The ideal situation is we minimise our waste as much as possible. This can be achieved, for example, at a household level, by 'meal planning' (to reduce food waste), buying second-hand and products with less packaging, repairing and re-using items (rather than throwing them away and purchasing new). As well as environmental issues, recent rises in the cost of living have also led to changes in society and these include, for example, more furniture upcycling, buying second hand, minimising food waste, use of 'pre-loved' Apps etc.

The various Lancashire councils have responsibility for collecting and / or disposing⁵ of our rubbish and recycling and can also support other aspects like reuse and repair, as explained in this strategy. The Lancashire Waste Partnership can also work with other councils and businesses to help meet the vision and objectives set out in section 2.

It is the role of central Government to set out laws around products that are sold in the UK (which end up as rubbish) and environmental policy to help guide councils and producers of waste.

Our vision of a low waste Lancashire cannot be delivered by us alone, we all a role to play in delivering better outcomes in waste management, working together, as shown below:

⁵ Borough & City Councils have responsibility for collection (only), unitary authorities (Blackburn with Darwen & Blackpool) have both collection and disposal responsibilities and Lancashire County Council has only disposal responsibilities (which includes running of Household Waste Recycling Centres and organising for the recycling and treatment of materials / wastes collected by the Boroughs & City Councils).



Figure 6 Waste Responsibilities

Raising awareness about waste and recycling is an integral part of this strategy. We will support and encourage behaviour change across these groups to ensure we successfully deliver our vision of a Low Waste Lancashire.

Education and engagement can take many forms, including speaking at schools, running campaigns and providing information to ensure residents know how to correctly use their collection system at homes. There can also be education and support to promote reuse and repair initiatives and empowering residents to be ‘responsible consumers’. This is a theme which runs through this strategy and is supported by the targets and actions set out in Chapter 5.

2 What are we trying to achieve?

2.1 Vision

Our (draft) vision for the strategy is:

‘Working together for a low waste Lancashire’

2.2 Strategic objectives

To deliver our vision, we have ten strategic objectives grouped into three priorities:

Achieving a low waste and circular economy

1. To recognise **waste as a resource**
2. Actively support **waste prevention and reduction** to minimise the amount of waste generated across Lancashire
3. Encourage **reuse, repair and share** activities for the benefit of communities and the environment
4. **Educate and engage** with residents and businesses to help drive a reduction in waste and increase reuse and recycling

Delivering high quality, good value local services

5. Provide **high quality, efficient and affordable** services
6. Identify opportunities to **work in partnership** between local authorities / community groups / the private sector and share best practice for a low waste Lancashire
7. To ensure services are **accessible** and meet the needs of the residents and businesses of Lancashire

Reducing carbon and improving sustainability

8. **Increase recycling** by providing services that are easy to use and include a wide range of materials (including food waste)
9. Reduce the **environmental impact and carbon emissions** of the waste management services
10. To minimise the amount of residual waste being **sent for disposal**

This vision and the ten objectives have been developed by the Lancashire Waste Partnership, representing all 15 councils across Lancashire, they have been used to shape the actions and targets within this strategy.

3 Setting the Scene

The councils within the Partnership are responsible for collecting, managing and treating rubbish and recycling from over 700,000 households with a population of nearly 1.5 million.

The collection of recycling and rubbish is the responsibility of the Borough, City and Unitary authorities. How this waste is then treated, recycled or disposed of is the responsibility of the Unitary authorities for waste collected in their area (Blackburn with Darwen and Blackpool) and Lancashire County Council. Close partnership working aims to ensure that the waste services operated across the Partnership are designed and operated as efficiently and effectively as possible, a key component of this strategy.

3.1 How is your waste service delivered?

3.1.1 Collections

All councils in Lancashire currently have household collections of recycling, rubbish and garden waste. How this is collected is determined by each council and as such varies depending on where you live and can also depend on the type of property (i.e. house, flat, flat above shop).

Recycling

How recycling is collected is broadly consistent across the Partnership area. All councils collect recycling via two collections (this is often referred to as a 'twin-stream' collection). Residents are provided with two containers for collecting recycling, one which collects paper and card, and another for all remaining recyclable material (plastics, glass and metals, known as 'dry mixed recycling'). The containers used and how frequently this is collected varies however across the Partnership. Council websites can advise on when a collection will take place.



The collected dry mixed recycling is sent to a materials recycling facility (MRF) where it is sorted and separated into different material streams. Once separated, this material is then sent for reprocessing, after that it can be used to make something new. The paper and card is sent to paper mills for recycling. Blackburn with Darwen has its own arrangement for processing recycling and this is currently managed via contract by a private waste management company.

Garden waste

All councils in the Partnership currently charge for the collection of garden waste, except for Ribble Valley, who offer this service without a subscription charge. Collected garden waste is sent to be processed into compost.

Residents are also encouraged to use other methods for managing garden waste, including home composting (e.g. for cuttings, trimmings, small branches, plants and other garden waste that can be composted). Residents can also take garden waste to any of the Household Waste Recycling Centres (see below).

Food waste

All of the Lancashire Councils are preparing to introduce separate weekly food waste collections to its residents from 2026. Residents will be provided with two bins (often referred to as caddies), a small one to collect food waste inside the house, and a larger caddy to store the collected food waste outside and to be presented for collection at the kerbside.



For the district councils and Blackpool Council, Lancashire County Council will employ anaerobic digestion at their waste recovery park to treat the collected food waste. This process will create electricity which can be used to power the waste recovery park and be sent onto the electricity grid as renewable energy. Residents will be provided with more information on food waste collections in their area as the service is introduced.⁶

Q. What happens to my food waste?

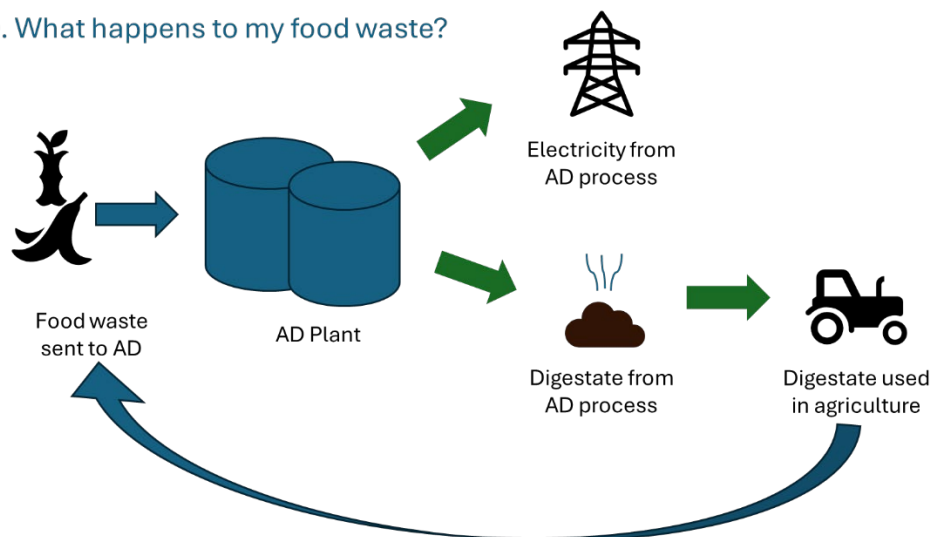


Figure 7 Anaerobic digestion process

Rubbish

All residents in Lancashire receive regular collections of rubbish, however the size of the bin and how frequently this is collected varies depending on where you live.

A number of the Lancashire Councils are exploring alternative ways of providing rubbish collections to reduce waste, improve recycling performance and save money. This might mean collecting rubbish at different frequencies, or providing smaller wheeled bins and / or more recycling capacity to incentivise the use of recycling and food waste collections. This is in line with the (draft) objectives set out in this strategy.

⁶ Blackburn with Darwen introduced a pilot food waste collection service in 2025, with the remainder of the borough seeing this introduced for June 2026, with the food waste already processed via anaerobic digestion via contract with Suez.

Bulky waste

Across the Partnership, residents can arrange for the collection of larger items - this is known as a bulky waste collection. Each council has its own service in place for its residents. This service is chargeable (price varies per council), often with a minimum collection fee. The types of items that can be collected include domestic furniture and appliances (televisions, fridges, freezers, washing machines).

Bulky Matters, Blackpool

A partnership between Blackpool Council (via wholly owned company EnvEco) and charity Furniture Matters. Residents can arrange for the collection of furniture, soft furnishings, small electrical appliances, kitchen items, toys games and bicycles. These items are then distributed to the local community reducing the amount of items going to landfill and ensuring reuse of items.

Recycling Centres & other recycling points

Recycling centres (also commonly referred to as Household Waste and Recycling Centres or 'HWRCs' and previously known as 'tips') are provided for residents to get rid of any additional waste and recycling not collected from the kerbside.

The Recycling Centres take a wide range of items which can be sent for reuse, recycling or disposal. Lancashire residents are generally able to use these sites for free. Some charges may apply for specific items, for example, hardcore and rubble, tiles, plasterboard and asbestos. Often, vans, hire vans and trailers (all types) must make a booking before visiting a recycling centre.

There are 16 Recycling Centres across Lancashire under the operation of Lancashire County Council, plus Blackburn HWRC and Darwen HWRC within Blackburn with Darwen Borough Council and Bispham HWRC in Blackpool Council. The locations of the HWRCs are shown below in Figure 8.

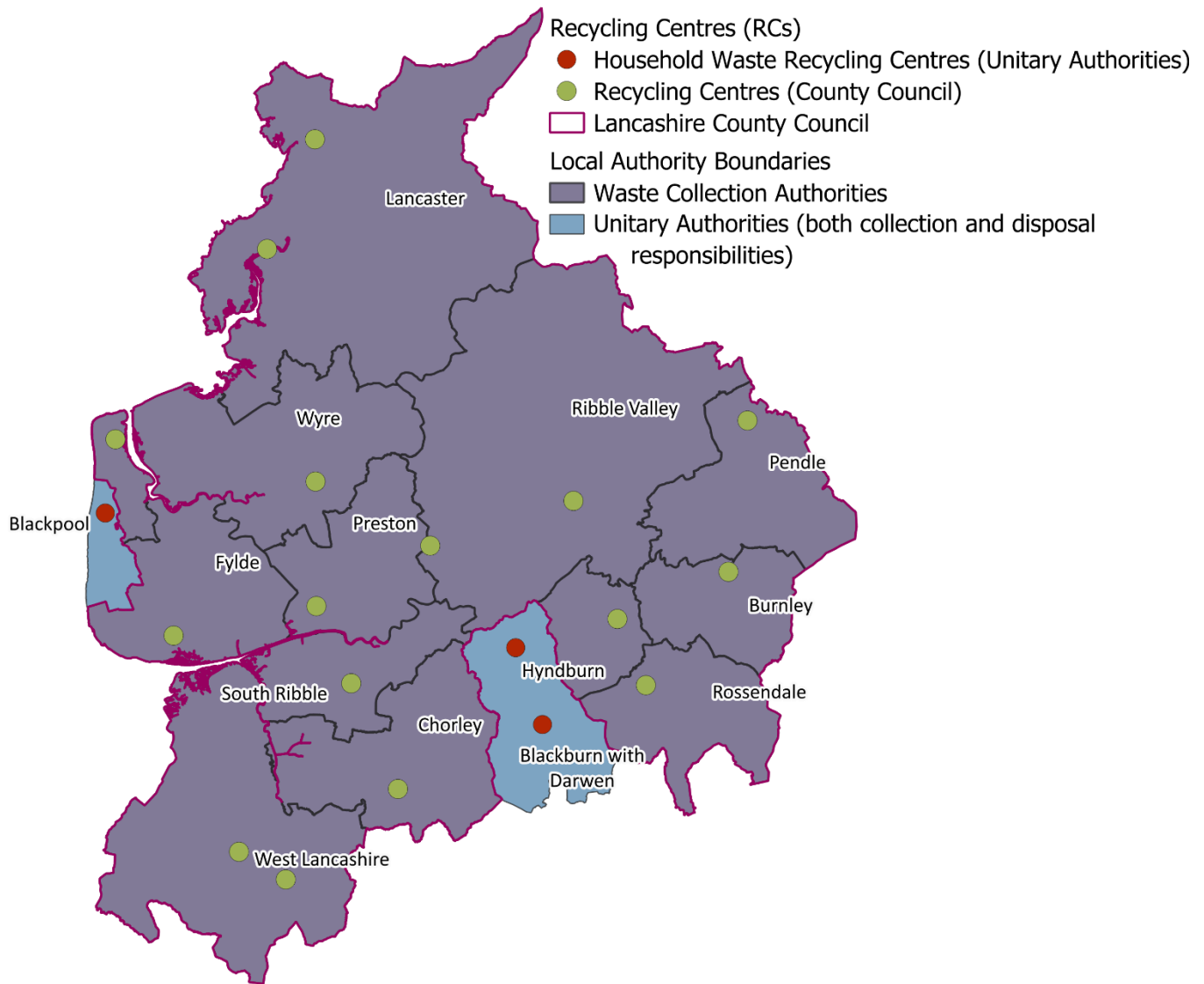


Figure 8 Recycling Centres & Household Waste Recycling Centres across Lancashire

Reuse at the Recycling Centres

The Partnership support a number of reuse projects, including **reuse360 shops** (located at the Preston, Garstang and Burnley recycling centres). Residents can donate items at the drop off points located at each site. These shops accept and sell items including homeware, clothing, toys, sports equipment, garden supplies, furniture, books and DVDs.

Commercial / Business waste

The majority of the councils also offer a collection service from businesses and certain non-household premises (e.g. schools, community organisations) within their area, this is known as a commercial or 'trade' waste collection.

As of March 2025, new requirements from Government require businesses to separate recyclable materials from general waste (see Appendix A). For businesses with over 10 full time employees, this includes the need to separate food waste for collection. Many of the Lancashire councils have or are expanding their commercial waste services to introduce food waste collections from businesses. For businesses with under 10 full time equivalent employees the requirement for separate collections is from March 2027. For more information, please refer to your local council's website.

3.1.2 Disposal

Lancashire County Council manage what happens to the rubbish collected by the borough & city councils. Collected rubbish either goes to one of two waste recovery parks (WRP) at Farington and Thornton or Whinney Hill landfill. The current landfill contract is due to end in 2026. Future arrangements will see Lancashire's reliance on landfill significantly reduce, aligning with the objectives of this strategy.

Blackburn with Darwen, as a unitary authority is responsible for managing the recycling and waste collected in their local authority area. Blackburn with Darwen has a separate arrangement via a contract, with the majority of the rubbish collected sent to energy from waste (EfW).

At present, Lancashire County Council provide the disposal function for Blackpool (despite it being a Unitary authority) and currently send their rubbish to Whinney Hill landfill and Thornton WRP.

Q. What happens at a waste recovery park?

At both our Farington and Thornton WRPs metals are separated from the rubbish and waste is then sorted to take out the organic material. The organics are composted and this can then be sent for land spreading (called a 'compost like output'). What is left over creates a fuel (refuse derived fuel or 'RDF'), which is sent to either energy from waste plants (EfW) or sent to a cement kiln in Clitheroe for use as a lower carbon fuel alternative for cement making.

3.2 The performance of the current service

There are many factors which influence the amount of recycling from an area, including the way that rubbish and recycling is collected, housing types and demographics.

The average household recycling rate for the Partnership is shown in Figure 9. In 2023/24 the recycling performance was ~37% and is below the national average of 42.3%. The recycling rate for the Partnership has remained relatively steady for the past 6 years. A key component of this strategy is to explore ways to improve recycling performance.

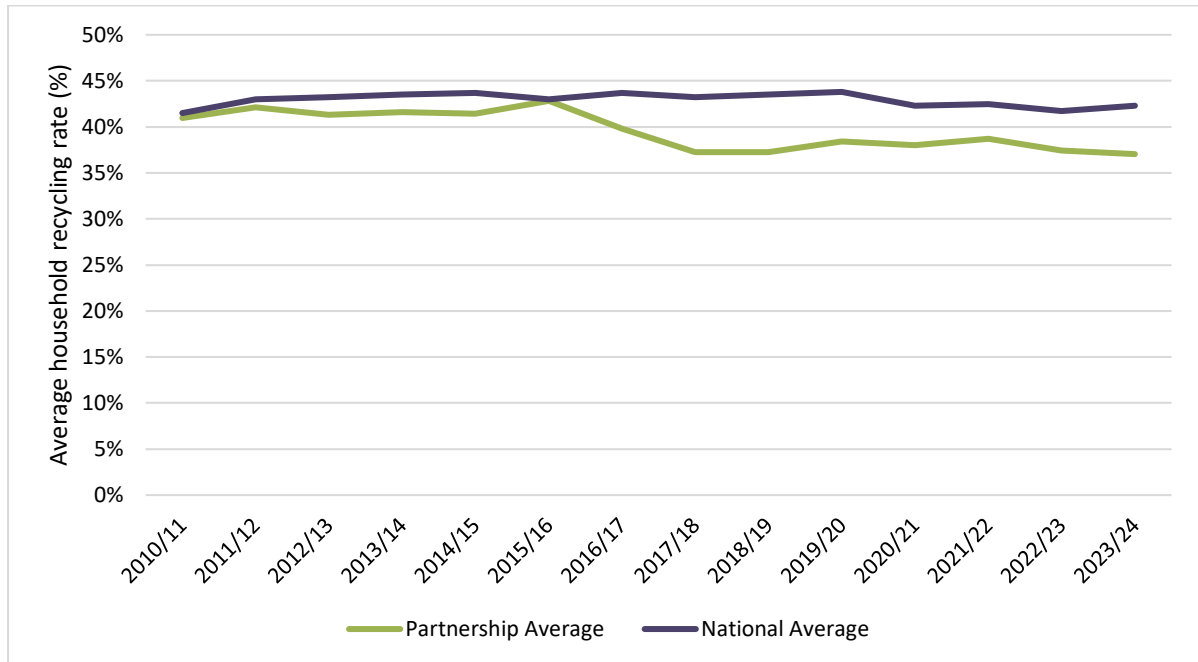


Figure 9 Household recycling rate (Partnership average) 2010/11 – 2023/24, Defra MSW Stats



Figure 10 Facts and figures about waste and recycling services across the Partnership, 2023/24

3.3 How much waste is there and what is in our rubbish bin?

Across the Partnership, we collect and manage approximately 660,000 tonnes of household waste⁷ each year (also see section 4.1) from over 700,000 households.

Our strategy considers how much waste there is and what that is made up of. The image of the bin shows us, on average, what a Lancashire resident puts in their rubbish bin each year (example shows an average of available waste composition data across Lancashire). What this tells us is that a large amount of the rubbish that is collected, still has recyclable materials in it.

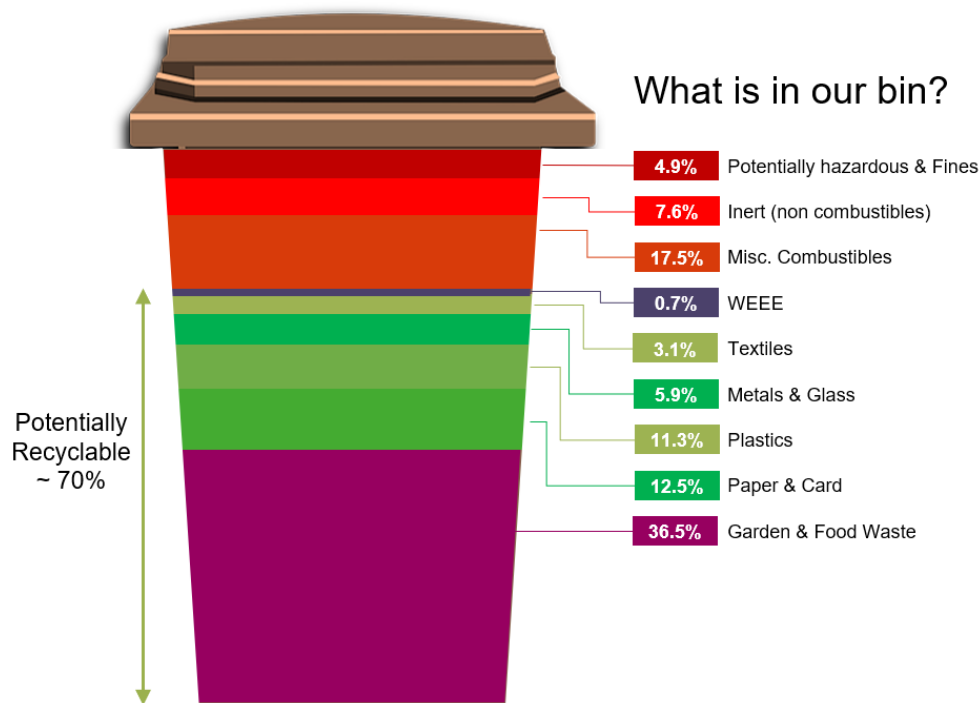


Figure 11 Waste Composition

Many items that are disposed of can be prevented, reduced, reused or recycled in some way. This isn't just the materials that we are familiar with recycling like paper, card, metals, glass and plastic, but also other materials like food waste and waste electrical and electronic equipment (WEEE), which can be collected separately and have their value recovered (i.e. recycled to make something new).

Separating these additional materials for recycling can help contribute towards achieving 65% recycling, the national recycling target for 2035, set by Government⁸. Furthermore, other items may be reused to prevent them becoming waste at all. This is preferable to recycling, and options such as using washable nappies, reusable water bottles for drinks and refilling containers with goods from a refill shop or station to avoid new packaging all help conserve resources and avoid packaging and other wastes. The priorities and actions set out in this strategy are aimed at educating and empowering our residents and businesses to reduce waste and maximise recycling.

This strategy aims to prevent and reduce waste and move any items that can be recycled out of our rubbish and into recycling.

⁷ Defra MSW Statistics

⁸ This is included in the 2018 Resources & Waste Strategy for England.

3.4 Summary of Policy & Legislation

The way that waste is managed in Lancashire is influenced by policy and legislation set at a national, regional and local level. Many of these policies support the move to a circular economy, focusing on managing resources efficiently and keeping materials in use for as long as possible. It also supports the ambition of achieving the national net zero target and tackling climate change. There are a number of existing key policy changes and targets already set within the timeframe of this strategy, a summary is shown below. Many of these will directly affect our residents and businesses, and subsequently the type and amount of waste and recycling generated. More information can be found in Appendix A.

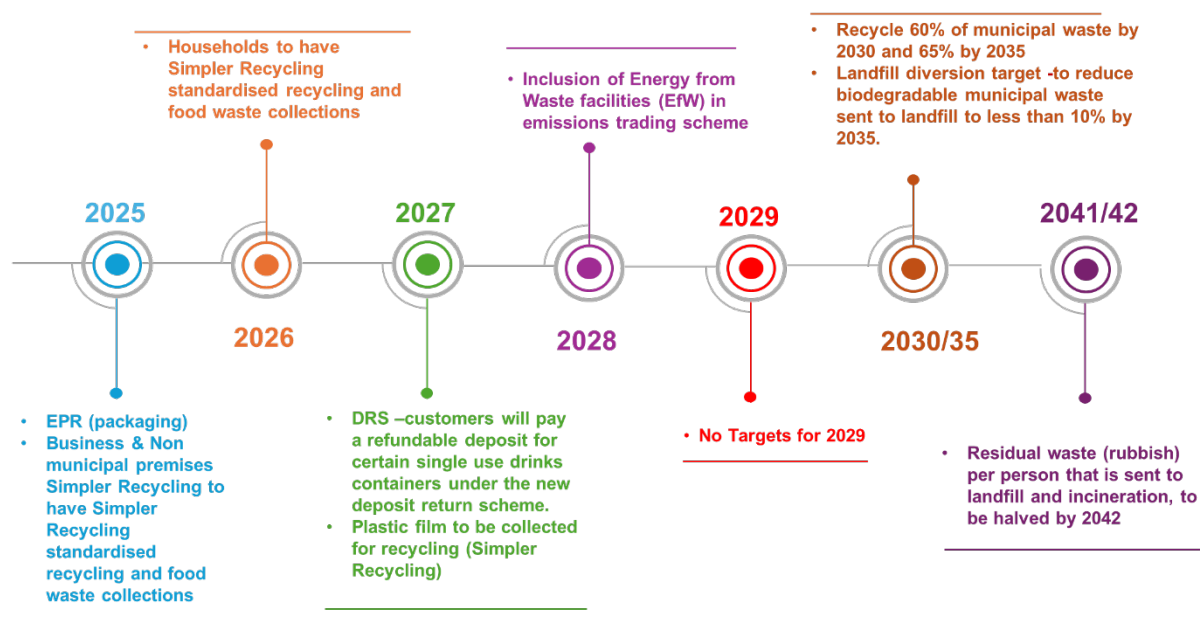


Figure 12 Policy Timeline

So, what are the key national waste policies?

2025 - Extended Producer Responsibility for packaging

Producers to design more sustainable and recyclable packaging to increase the amount of household packaging waste recycled. The new system requires producers to pay for the full net costs of collecting, handling, recycling and disposing of packaging waste.

2027 – Deposit Return Scheme

Single use drinks containers to have a returnable deposit on them, redeemed at stores or through “reverse vending machines”, designed to reduce littering and increase recycling

2028 – UK Emissions Trading Scheme

Increased cost for carbon emitted from incinerators & Energy from Waste facilities burning rubbish (this will make waste disposal more expensive)

2035 – target: max. 10% municipal waste to landfill

2035 – target: 65% municipal waste recycled

‘Simpler Recycling’ in waste collections:

A national ‘model’ for recycling collections, based around a **common set of materials**, and a preference for paper and card to be collected separately from other recycling.

31 March 2025 Businesses / non household municipal premises with over 10 full time equivalent employees – to have recycling collections for plastics, glass, paper, card, cans, food waste

31 March 2026 Households - to have recycling collections for plastics, glass, paper, card, cans, garden and weekly food waste

31 March 2027 Businesses / non household municipal premises with under 10 full time equivalent employees – to have recycling collections for plastic, glass, paper, card, cans, food waste

31 March 2027 Businesses & Households - to have separate collection of cartons and plastic film

This strategy operates within the spatial framework set out by the Lancashire Minerals and Waste Local Plan (see Appendix A). While this strategy defines our service delivery and circular economy goals, the Minerals and Waste Plan ensures that adequate land and infrastructure capacity are safeguarded to treat the waste we collect, ensuring our operational targets are spatially deliverable.

3.4.1 Local Government Reorganisation

The government has expressed its ambition to reduce the number of councils by establishing new (larger) unitary authorities through local government reorganisation (LGR) with the aim of simplifying governance and service delivery. This would therefore include the waste management service. Based on current understanding, for any LGR in Lancashire, the new formed larger, Unitary Councils could potentially take over services from April 2028, during the period of this strategy. This draft strategy has been developed as a partnership covering all Lancashire Councils. It reflects a single united view and is designed to be robust to any forthcoming changes which may impact on our services, and therefore be easily adopted by any new Lancashire based council formed in future.

4 What could the future look like?

4.1 Looking ahead to 2036

Population projections, housing and waste growth

In developing this strategy, we have thought about how waste arisings might change between now and 2036. These projections consider housing forecasts across Lancashire and explore different scenarios to see what this might mean for waste generation.

The number of people living in Lancashire is set to increase. Household numbers are expected to increase by over 70,000 across the strategy period (2026-2036) to over 793,000 households, as shown in Figure 13.

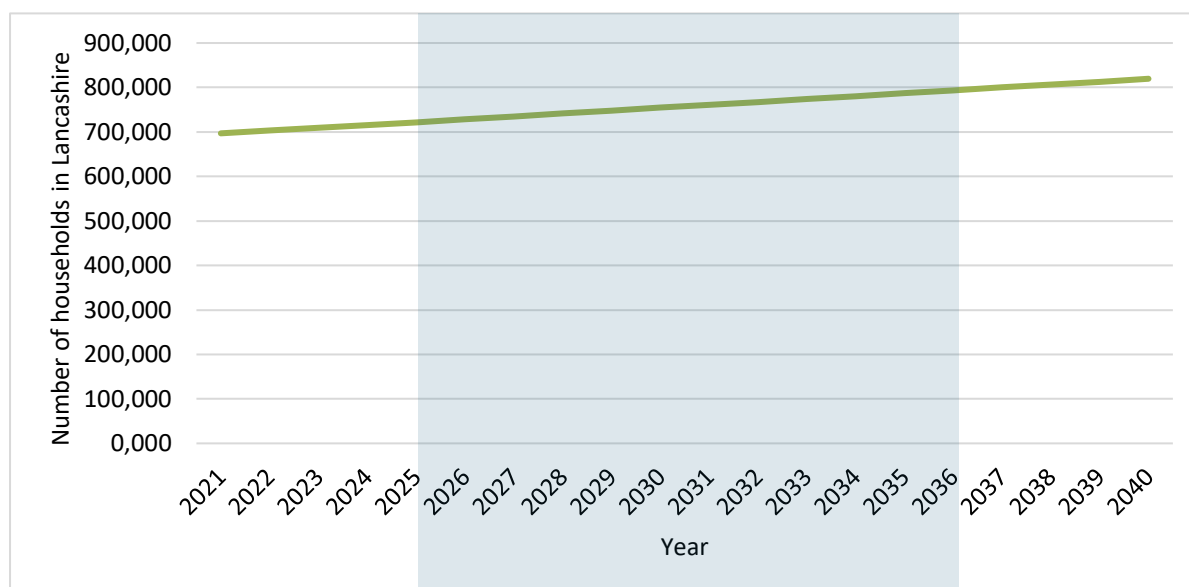


Figure 13 Projected household numbers across strategy period (blue column)

This projected growth in households (and population) could lead to an increase in the amount of waste generated. However, as shown below, the amount of waste collected across the Partnership also has the potential to reduce across the strategy period, if we are prepared to make significant changes in our approach to waste and recycling. These changes can be delivered by a variety of education and engagement, waste prevention and reuse activities but also driven by national changes and new

policies such as obligations placed on packaging producers to be responsible for packaging they produce (Extended Producer Responsibility measures, see section 3).

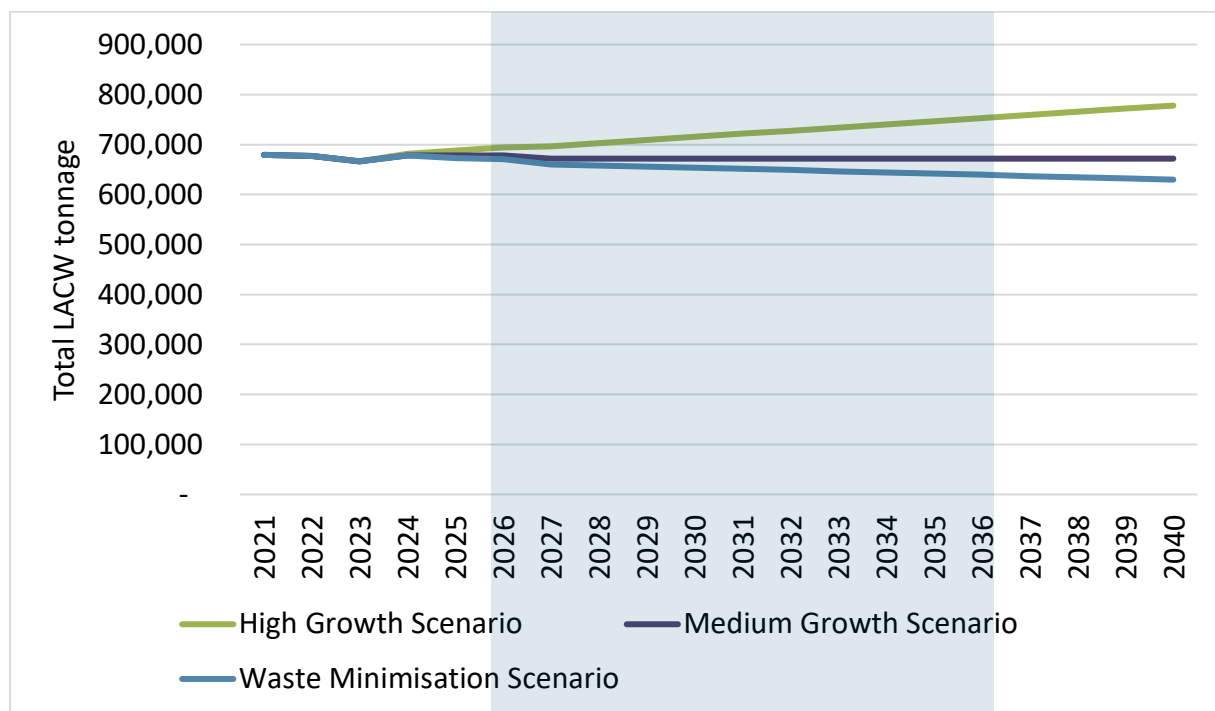


Figure 14 Waste growth projections for Local Authority Collected Waste (LACW) across the strategy period⁹

4.2 Maintaining high quality, good local services

There are increasing pressures on our councils around saving money, meeting new recycling and disposal laws and policies and increasing performance. When looking ahead, this will mean changes to how the recycling, collection and disposal services are run. It is important that our residents and businesses have a reliable set of services that are easy to access and help meet their needs for managing rubbish and recycling. We will design our changes accordingly and with consideration to the strategy targets (see section 5). This means that different situations might need different solutions (see section 0). For example, households without a car might need different services to those with a car (and who can more easily access the Household Waste Recycling Centres), and residents that live in flats or flats above shops might need different services from those that live in houses. We will support our residents by providing services, information and campaigns that inspire behaviour change and make it as easy as possible for residents and businesses to do the right thing.

A key part of this draft strategy is also about developing more services for residents and businesses to get items repaired, reused and recycled, which should save money for the council and those using the services, as well as reducing our environmental impact. It also means managing the materials that are left over in the most beneficial way.

⁹ Projection 1 assumes that household waste grows in line with household numbers, prior to the effects of packaging policy drivers, with a minor increase in commercial waste, with the effect of the arisings per household remaining largely static. This projection is considered to represent the “high growth” scenario for LWP.

Projection 2 ‘medium growth projection’ decouples waste growth from household numbers, assuming a static tonnage growth projection prior to the impact of packaging policy measures.

Projection 3 represents higher levels of waste reduction and increased recycling, but also uses the lower household number projections in the current /draft Local Plans. The waste minimisation effects on the arisings per household may be more pronounced with higher household numbers.

All these activities need to be considered, taking in the viewpoints of both the users of the services (e.g. residents) and the providers of the services (e.g. the Council, businesses or the voluntary sector). We want to deliver the most efficient service that provides good value for money.

4.3 Climate change & waste management

How we manage our waste (or rubbish) plays an important role in climate change and the carbon emissions we generate. More carbon emissions lead to a warmer atmosphere and a faster rate of climate change. Carbon (usually in the form of carbon dioxide or methane) is generated from the extraction, processing and transport of the raw materials which become the things we buy, use and ultimately dispose of as rubbish.

When we throw items away, the collection and treatment of our rubbish also generates carbon emissions (see Figure 15). We can lower our carbon emissions if we reduce our demand for new resources through reducing the amount of stuff we buy and increasing material reuse and recycling, which also means less rubbish we need to manage. Figure 15 illustrates the relationship between the things we buy and the climate change impacts of what happens to them.

Our review of options has shown there are many ways of reducing our carbon emissions. By improving recycling (for example through introducing separate food waste and flexible plastic collections and including cartons as a collected material) coupled with frequency or volume changes to the rubbish collection could see the Partnership saving between 5% and 29% (2,879tonnes CO₂-equivalent to 15,998 t CO₂-eq) of our baseline (current) emissions¹⁰.

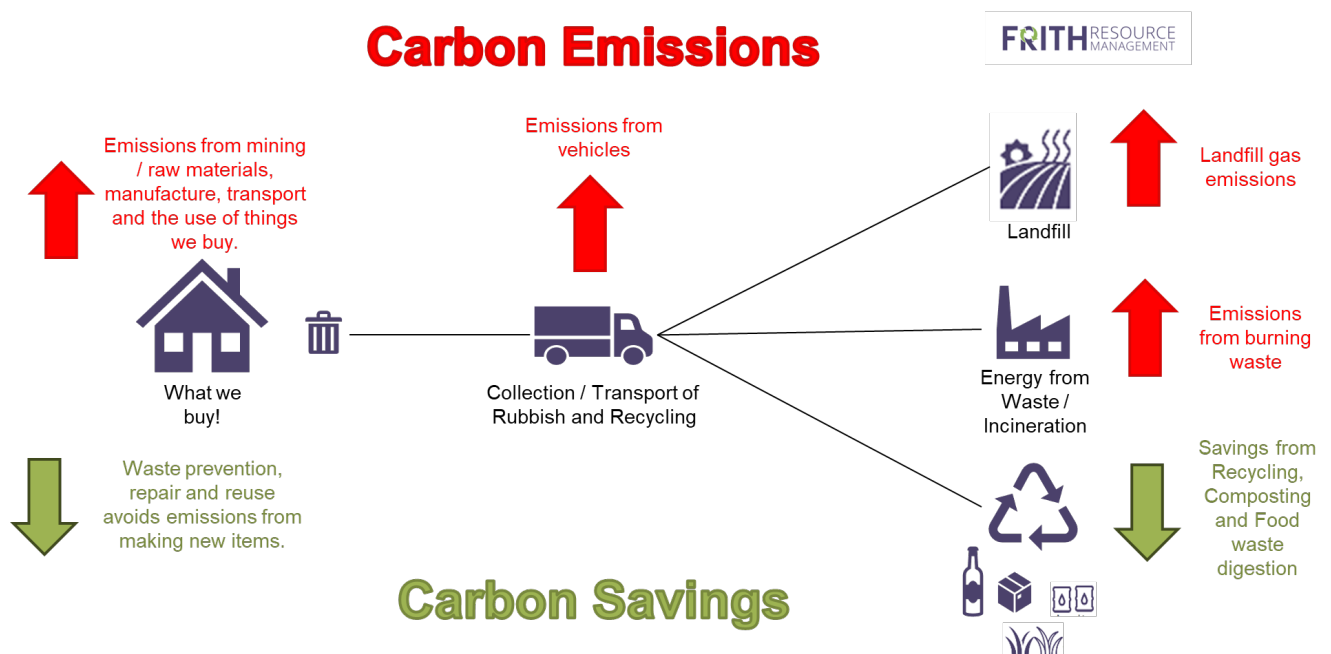


Figure 15 How the things we buy & how they are managed affects climate change

¹⁰ This is equivalent to removing between c.1,100 and 6,100 cars off the road. More detail on the options modelled and the savings which could be made are found in the supporting Options Appraisal report.

4.4 What are the solutions?

Our vision for this strategy is to move towards a 'low waste Lancashire'. Through this strategy we want to reduce waste arisings, improve reuse, repair and recycling and manage what is left over in the most suitable way.

We believe the three priority areas for achieving a low waste Lancashire are as follows:

- reducing **waste & developing a circular economy**;
- delivering **good quality, good value local services**, and
- reducing **carbon & improving sustainability**.

These are summarised in Figure 16, with the possible solutions which can help to deal with these challenges.

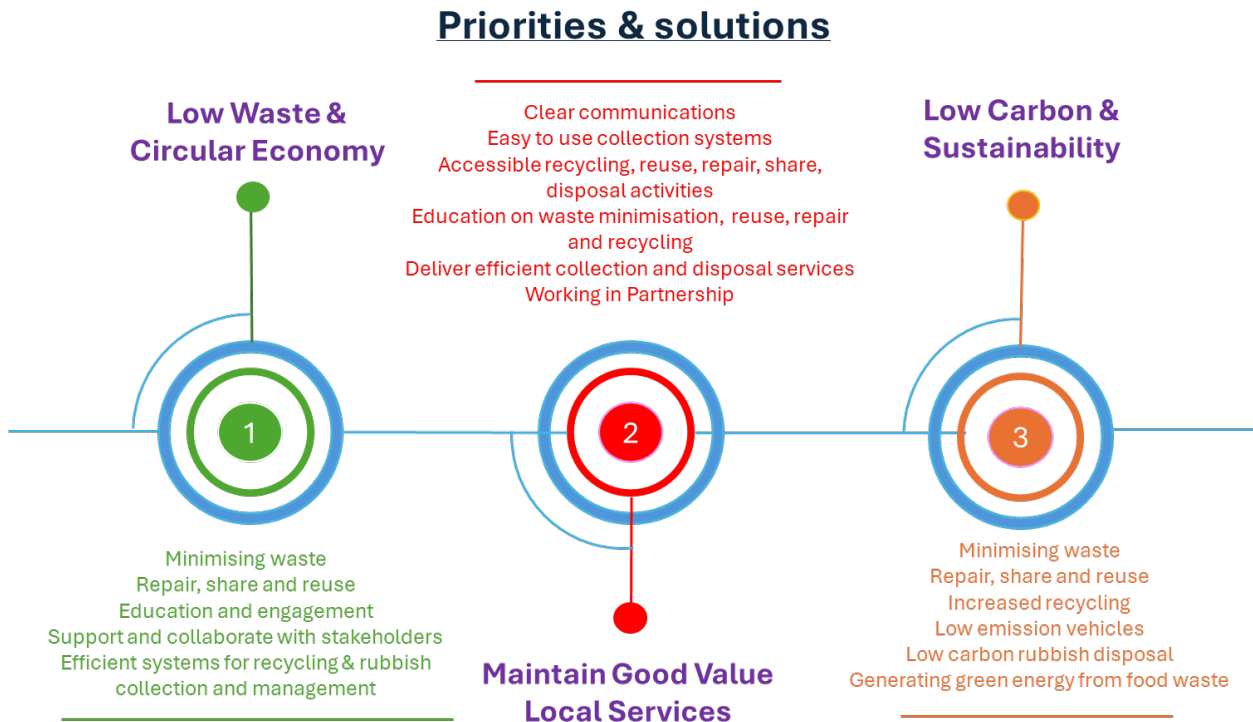


Figure 16 The three key strategy priorities and possible solutions

This draft strategy considers the solutions listed in Figure 16 and sets out the suggested way forward for the Partnership.

5 Making it happen

Delivering a low waste Lancashire.

We have seen significant changes in waste management across Lancashire, and upcoming policy and law changes means that the waste and recycling we generate, how this is managed and how we deliver our services, will continue to evolve.

Managing our services through ongoing changes requires a strategy that is both robust, but also flexible, so that we can adapt to new challenges. We have set out several actions which will deliver real improvements to the management of rubbish and recycling across Lancashire.

We want to enable you, our residents and businesses, to reduce, reuse and recycle as much of your waste as possible. We want to make it as easy as possible for everyone to do the right thing. We will do this by delivering accessible, efficient and sustainable services.

We also know we can achieve more when we work together, collaborating, sharing ideas and learning from each other. As part of delivering our strategy, we will continue to work as a partnership, and with others, to identify new and innovative ways to deliver our services, communicate with and educate people, explore opportunities to reduce waste, recycle more and reduce the environmental impact of waste management.

This section sets out how we intend to deliver our strategy and ultimately achieve our vision of a 'low waste Lancashire'. We have set ourselves 5 targets (below) and divided our actions into our three priority areas.



Our draft strategy targets

1. Reduce the amount of household waste collected per household by **10%** by **2035**, from a **2023 baseline**
2. Achieve **50%** municipal waste recycling rate for the Partnership by **2030**
3. Aim to meet the national **65%** municipal waste recycling rate by **2035**
4. Aim for **50%** recycling of household waste from Recycling Centres by **2030** and **65% by 2035**
5. Reduce waste to landfill to below **5% by 2035**

These targets and draft actions are supplemented by individual action plans for monitoring the success of our strategy. Monitoring the targets and key actions within our strategy will ensure that we keep on track and together achieve our vision of a low waste Lancashire.

Priority 1: Achieving a Low Waste & Circular Economy

Waste management can help with the circular economy through increased reuse, repair and recycling. A circular economy could also lead to green growth, skills development and local jobs. We can also help promote services and platforms that reduce the amount of waste that is produced across Lancashire, leading to significant cost and environmental cost savings.

Within 12 months we will:

- Introduce weekly food waste collections
- Work with schools and communities to promote waste reduction, minimisation and the circular economy through visits to Eco Town and wider communications
- Produce authority action plans detailing how each authority will contribute to achieving a low waste Lancashire and promote the circular economy

Over the first three years of the strategy, we will:

- Introduce the collection of plastic film and cartons
- Review options for increasing the amount of collected waste streams, specifically including small electricals and batteries
- Run campaigns on waste prevention (including food waste), reuse / repair & share, increasing recycling and reducing contamination
- Explore the provision of a fund to support community waste prevention & reuse initiatives
- Engage with schools and community groups on reduce, reuse and recycle
- Incorporate digital waste tracking and emissions trading into waste management processes
- Develop and promote reuse & repair activities at the recycling centres and from bulky waste collections
- Engage with relevant groups to support circular economy initiatives across Lancashire

Over the course of the strategy, we will:

- Ensure all authorities work well together to reduce waste and achieve a circular Lancashire economy
- Consider all available options to achieve a reduction in consumption, and increases in recycling and reuse across Lancashire
- Report progress on individual Authority action plans every 6 months
- Invest in people and ideas by creating new funding routes for community and business innovation in reuse, repair and remanufacture — supporting local enterprise, apprenticeships and green skills
- Include the 'circular economy' into relevant policy and planning, so that housing, construction and procurement across Lancashire is designed for the long term and provides the right infrastructure for recycling and reuse

* a circular economy is defined in section 1 of the strategy

Case Study – Reuse360, Lancashire County Council

The Reuse360 Hub is a circular economy initiative developed by Lancashire County Council to divert furniture and household items away from the waste stream. Items are collected from selected Recycling Centres, cleaned and collected by staff and volunteers. Access to items is granted on a referral basis i.e. by social workers, teachers etc. Items are selected via the online Reuse360 Hub and then distributed by click & collect or a delivery service which is run in partnership with Lancashire's Child and Youth Justice Service.



Case Study - Lancaster Environmental Action and Protection – Lancashire LEAP

Lancashire LEAP work as an Environment Partner for Community Organisations and also work nationally to enable grassroots action. LEAP often reach people through their faith or community spaces and deliver grassroots impact through schools. For example, LEAP worked with a number of schools across Lancashire and were supported by Lancashire County Council to encourage students and families to partake in green activities.

LEAP deliver upskilling workshops aimed to reduce textile waste and to continue the legacy of Recycled Fashion workshops that LEAP conducted in 2024 and 2025. The learning from the workshops is available on LEAP's YouTube channel for people to watch.

Across 2022-24 LEAP delivered a National Lottery Community Fund project, providing training on environmental management of faith spaces, Lancashire County Council Youth Climate Conference 2024 Eco-Festival booklets and engage with webinars, surveys and networking events.

Eco Town education walkway

Visitors can find out more about what happens to their recycling and waste at the Eco Town Walkway at the Farington Waste Recovery Park. The centre is open to anyone living in Lancashire and has welcomed schools, education and community groups for visits and tours. The site is run by Lancashire Renewables, on behalf of the Council and through its interactive exhibitions and activities aims to help people to understand what happens with their waste and recycling once it is collected and encourage waste reduction and better recycling habits.

Priority 2: Delivering high quality, good value local services

It is essential that households and businesses across Lancashire have high quality rubbish and recycling services that are accessible to all, are efficiently run and contribute to a clean and safe environment.

Within 12 months we will:

- Process food waste through anaerobic digestion, creating energy to reduce the cost of managing wider waste streams
- Develop a business case for reducing costs under the Emissions Trading Scheme (which will now include some aspects of waste management)
- Explore joint working options with neighbouring councils or other parties to achieve economies of scale and share best practice
- Compare service provision costs and efficiencies against other councils with a view to sharing good practice and driving savings for more efficient and effective services

Over the first three years of the strategy, we will:

- Achieve 'efficient & effective' under the new Packaging laws (pEPR)
- Consider the use of allocated packaging (pEPR) monies to support the aims of this strategy in terms of the efficiency and effectiveness of the service
- Seek regular feedback from households and businesses regarding the performance of the collection services and recycling centres / HWRCs
- Raise awareness on penalties and promote behaviour change in relation to the impacts of litter and fly tipping
- Ensure systems are in place to allow for easy reporting of fly tipping and litter incidences

Over the course of the strategy, we will:

- Ensure all authorities work well together to provide the most efficient and cost-effective waste management service possible for Lancashire residents
- Invest in efficiency and innovation, compare against leading authorities, embracing smart technology and using data to drive continual improvement
- Utilise existing waste management sites and infrastructure where practicable to maximise the use of assets and save financial and environmental costs
- Explore opportunities as the Partnership for economies of scale & saving money
- Explore the use of savings achieved as a Partnership to support and/or fund the initiatives and objectives of this strategy
- Collaborate with volunteers & other stakeholders (businesses and community groups) to improve the local environment and meet local needs
- Seek to provide more social value benefits to residents and businesses from council contracts
- Apply enforcement activity to combat fly tipping and other environmental crime

Priority 3: Reducing carbon & improving sustainability

As well as the challenge of using less resources there are major environmental challenges around climate change and other sustainability issues. Reducing our carbon emissions is key to tackling climate change.

Within 12 months we will:

- Reduce carbon emissions by recycling food waste
- Stop the general landfilling of wastes except for those which cannot be managed any other way
- Create green energy from food waste

Over the first three years of the strategy, we will:

- Reduce carbon emissions by recycling plastic film and cartons
- Make recycling inclusive and accessible, extending services to flats, student housing, and hard-to-reach properties so that every household has equal opportunity to take part
- Explore opportunities to increase recycling through Recycling Centres / HWRCs and other recycling and treatment facilities
- Target the reduction, reuse and recycling of plastics (and other oil based materials) and those which have the biggest environmental impact

Over the course of the strategy, we will:

- Ensure all authorities work well together to provide an environmentally and financially sustainable service to Lancashire residents
- Plan smarter infrastructure, optimising the location and efficiency of tipping, recycling and treatment facilities so that every journey, collection and process minimises environmental impact. This includes household waste, bulky, fly-tipped and street cleansing wastes
- Maximise participation in Lancashire's kerbside recycling schemes by adopting good practice collection systems from higher performing areas
- Embed sustainability across the Partnership, so that decisions (from procurement to operations) support the objectives of this strategy
- Contribute towards the achievement of national and local Net Zero targets*

*some of the Lancashire Waste Partnership councils have local carbon / net zero targets

Case Study – alternative fuels, Hyndburn Borough Council

In October 2024, Hyndburn Council introduced five new vehicles to their waste collection service, all which operate on HVO (hydrotreated vegetable oil) fuel instead of diesel.

Using HVO means that when the new vehicles are in use they have the potential to reduce CO₂ emission by up to 90 per cent compared to using diesel fuel.

HVO fuel is a biofuel made from vegetable oils (often waste cooking oils). **HVO can be used as a replacement for diesel**, often without the need to modify or change vehicles.



6 What do you think?

This document presents a draft waste strategy for consultation. We are asking for views and feedback from our residents and communities, including businesses, that use, or are affected by the proposed strategy.

The feedback obtained from our Public Consultation exercise will be used to develop our final waste strategy, due to be published later in 2026.

The Consultation Survey is available on this link <https://www.surveymonkey.com/r/ZM57L78> or via the QR code below, until the consultation closes on 9th August 2026.



If you have further comments or wish to request a consultation survey in another format, please contact your Council.

Glossary

Term	Acronym	Glossary term
Anaerobic Digestion	AD	Anaerobic digestion is a common treatment method used for food waste collected by Local Authorities. It is a process by which microorganisms break down the food waste, in large vessels, in the absence of oxygen to produce biogas (consisting of methane and carbon dioxide) which can be used to generate energy.
Bulky Waste		Bulky waste refers to large items that cannot be handled/collected in regular kerbside collections. These items are often household furniture (wooden or soft furnishings) and domestic appliances.
Carbon Emissions / tCO ₂ eq		Carbon emissions are the greenhouse gas (carbon compounds) released into the atmosphere. The main source of carbon emissions is from burning fossil fuels. For this strategy we are looking at carbon dioxide emissions (CO ₂) and this is measured in tonnes equivalents (t -eq), which is a standard measure of climate change impact.
Circular Economy		The circular economy aims to keep items and materials (resources) in circulation for as long as possible, instead of in a take, make and use economy, less resources are required due to sustainable design and use of products and services and items are reused, recycled and repurposed.
Compost		Compost is the product of decayed organic materials (such as vegetable food waste or garden waste). Composting allows for organic waste to be decomposed in the presence of oxygen, commonly in windrows (pile rows) and turned over for a period of weeks. The result is compost which is rich in nutrients and has various end uses, primarily to improve soils and support quality of crops.
Compost Like Output	CLO	Compost-like output is used to describe the output produced as a result of waste treatment (typically mechanical biological treatment) separating out a (mostly) organic part of mixed waste streams (i.e. municipal solid waste, MSW), that is subsequently composted for use in certain land restoration activities.
Deposit Return Scheme	DRS	A Deposit Return Scheme involves paying a deposit for an item (added to the retail price at point of purchase) which is then redeemed when it is returned to a designated point. A DRS for England is anticipated to be introduced from 2027 for single use drinks containers. ¹¹ The aim of the scheme is to boost recycling rates, reduce littering and improve the quality of material collected for recycling.
Energy from Waste	EfW	Energy from Waste is the thermal treatment (burning) of waste to generate heat for energy recovery and to sanitise the waste (into an ash). The heat produced can be converted to electricity to be exported to the power grid and / or use in district or industrial heating.
Extended Producer Responsibility	EPR	Extended Producer Responsibility (EPR) is a policy tool which, at present, requires producers to be responsible for the items they place on the market at the end of its life. There is a new EPR law around packaging waste, abbreviated pEPR, which is intended to promote packaging design which considers resource inputs and easier end of life recovery (e.g. reuse or recycling) of the resources within the products. The new pEPR system requires packaging producers to pay for the full net costs of collecting, handling, recycling and disposing of packaging waste. Further EPR schemes could become policy in future around other waste materials (e.g. textiles).
Emissions Trading Scheme	ETS	The UK Emissions Trading Scheme is a policy instrument designed to reduce carbon emissions. It sets a limit on the emissions from selected sectors, creating a carbon price, to incentivise investment in decarbonisation. The scheme is being expanded to include EfW in the ETS, with monitoring and reporting from 2026 and verification with “cap and trade” allowances from 2028. These allowances (to emit carbon dioxide) will reduce year on year, to help support investment to reduce carbon emissions.

¹¹ [Introducing a Deposit Return Scheme \(DRS\) in England, Wales and Northern Ireland: Executive summary and next steps - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/901231/Introducing_a_Deposit_Return_Scheme_(DRS)_in_England,_Wales_and_Northern_Ireland_Executive_summary_and_next_steps_-_GOV.UK_(www.gov.uk).pdf)

Household Waste Recycling Centres / Recycling Centres	HWRC / RC	Household Waste Recycling Centres (also referred to as Recycling Centres in Lancashire) are facilities, usually the responsibility of the council, to provide a site for residents wanting to reuse, recycling and dispose of a wide range of materials, further to the service provided at the kerbside. Previously referred to as 'tips'.
Landfill		Landfill is a waste disposal site / method for rubbish. This involves the controlled burying of waste into pits that are lined to reduce any leakage and capped / covered so that landfill gas that is generated by the decomposition of waste may be captured and used to generate energy.
Local Authority Collected Waste	LACW	All waste that is within the remit of local authorities to manage. This includes collected household waste, plus other non-household waste (e.g. bring banks, RCs).
Local Government Reorganisation	LGR	Local Government Reorganisation is a plan to move away from the current two-tier system of district and county councils to single tier unitary councils. It is also designed to aggregate councils (potentially including existing Unitary Councils) into larger Strategic or Unitary Authorities to benefit from economies of scale and sub-regional synergies and efficiencies.
Lancashire Waste Partnership	LWP	Lancashire Waste Partnership is a grouping of the 12 Waste Collection Authorities, 2 Unitary Authorities and the Waste Disposal Authority in Lancashire. They meet at an officer level and as Councillors from each of the (15) partner councils.
Materials Recycling Facility	MRF	A facility which receives mixed recycling and separates it into individual types of recyclable material (e.g. glass is separated from metals, and plastics etc.).
Municipal Solid Waste	MSW	Consists of waste from households and similar waste from businesses.
Paper mills		Paper mills are where separated paper is sent for reprocessing back into paper with recycled content. The paper is shredded, pulped and then formed back into paper using a number of processes.
Refill		Refill involves using a container again after its first use, for the same item or another, at a designated location or by using larger packages designed for refill. EG. 5L bottles of dish soap used to refill smaller soap dispensers, again and again.
Rubbish		The waste remaining after the separation of materials for reuse, recycling, composting and/or anaerobic digestion. Often also referred to as residual waste or 'black bag' waste.
Recycling		Recycling is the processing of material and items so that they can be used again as a secondary raw material.
Repair		Repair involves fixing items to extend their useful life. This includes sewing clothes, electrical or parts repair of phones or domestic appliances.
Refuse Derived Fuel	RDF	Refuse derived fuel is a burnable fuel derived from wastes, this may be household waste or commercial waste. The waste is often shredded and dried to form the fuel which is then used as a more sustainable alternative to fossil fuels (for example in a suitable industrial process), or may be burned in an Energy from Waste plant.
Reuse		Reuse involves extending the useful life of an item or material through resale or donation. This allows the item to be used for longer and no new materials to be used.
Unitary Authority	UA	A Unitary Authority (UA) is a local authority responsible for all council functions. As regards waste management this includes both the collection and disposal of waste. The UAs (Blackpool and Blackburn with Darwen) in Lancashire are responsible for managing the collection, recycling, treatment and disposal of waste in their areas.
Waste Hierarchy		The waste hierarchy indicates an order of preference for action to reduce and manage waste. It suggests how waste should be managed with the primary goal to prevent and minimise waste, followed by reuse of unwanted items, then recycling and composting, disposal with energy recovery and, lastly, disposal without energy recovery (i.e. landfill) is the least preferred option.
Waste Collection Authority	WCA	A Waste Collection Authority is a local authority responsible for the collection of household (and some other) waste. The WCAs in Lancashire (Burnley, Chorley, Fylde, Hyndburn, Lancaster, Pendle, Preston, Ribble Valley, Rossendale, South Ribble, West Lancashire, Wyre) pass on the waste and recycling they collect to the Waste Disposal Authority (Lancashire County Council) tasked with the ultimate

		recycling, treatment and disposal of that waste. The Unitary Authorities (see above) are also WCAs but may have separate arrangements.
Waste Disposal Authority	WDA	A Waste Disposal Authority is responsible for the management and treatment of household (and some other) waste in its area. Lancashire County Council is the Waste Disposal Authority for WCAs in Lancashire and also provides (through contract) the disposal function on behalf of Unitary Authority Blackpool. Blackburn with Darwen, as a UA, (see definition) provides both the waste collection and treatment and disposal function for the council.
Waste Electrical and Electronic Equipment	WEEE	Waste Electrical and Electronic Equipment is 'end of life' Electrical and Electronic Equipment, i.e. items that require electric currents or electromagnetic fields in order to operate, but are now either broken or unwanted. This includes (but is not limited to) small household appliances (irons, toasters, vacuum cleaners), large household appliances (fridges, cookers, washing machines), IT equipment, TVs, lighting, electronic tools, medical devices, monitoring equipment.
Waste Prevention		Activities that reduce waste generation, preserve resources and extend the useful life of items or materials, can be considered waste prevention.
Waste Recovery Park	WRP	Waste Recovery Parks are where some of your waste (rubbish and recycling) is sent to be recycled or disposed of. The sites often have multiple methods of recycling, treatment and disposal, reuse and education on site. There are two WRPs in Lancashire, these are Farington WRP and Thorton WRP.