

Environment Overview and Scrutiny Committee



SOUTH
KESTEVEN
DISTRICT
COUNCIL



Tuesday, 11 July 2023 at 10.00 am
Council Chamber - South Kesteven House,
St. Peter's Hill, Grantham. NG31 6PZ

Committee Members: Councillor Ian Selby (Chairman)
Councillor Emma Baker (Vice-Chairman)

Councillor Gloria Johnson, Councillor Bridget Ley, Councillor Charmaine Morgan,
Councillor Murray Turner, Councillor Mark Whittington, Councillor Paul Wood and
Councillor Paul Martin

Agenda

This meeting can be watched as a live stream, or at a later date, [via the SKDC Public-L Channel](#)

1. Public Speaking

The Council welcomes engagement from members of the public. To speak at this meeting please register no later than 24 hours prior to the date of the meeting via democracy@southkesteven.gov.uk

2. Apologies for absence

3. Disclosure of Interests

Members are asked to disclose any interests in matters for consideration at the meeting.

4. Minutes from the meeting held on 14 March 2023

(Pages 3 - 16)

5. Announcements or updates from the Leader of the Council, Cabinet Members or the Head of Paid Service

6. End of year KPI's (Pages 17 - 32)

This year-end update report outlines South Kesteven District Councils performance against the Corporate Plan Key Performance Indicators (KPIs) for the year of 2022/2023. The end of year data represents information up to 31 March 2023.

7. Introduction of the Separate Collection of Paper and Card (Twin Stream Recycling) (Pages 33 - 87)

The separate kerbside collection of paper and card for recycling is being rolled out across Lincolnshire. This paper proposes the introduction of the service within South Kesteven.

8. Climate Action Strategy Update

To receive a verbal update from the Sustainability and Climate Change Officer.

9. Update on upgrading streetlights to LED (Pages 89 - 97)

10. Work Programme 2023 – 2024 (Pages 99 - 101)

To consider the Committee's Work Programme for 2023 – 2024.

11. Any other business which the Chairman, by reason of special circumstances, decides is urgent

Minutes

Environment Overview and Scrutiny Committee

Tuesday, 14 March 2023, 10.00 am

Council Chamber – South Kesteven House, St. Peter's Hill, Grantham. NG31 6PZ



**SOUTH
KESTEVEN
DISTRICT
COUNCIL**

Committee Members present

Councillor Nikki Manterfield (Chairman)
Councillor Gloria Johnson (Vice-Chairman)

Councillor Ashley Baxter
Councillor Ben Green
Councillor Murray Turner
Councillor Hannah Westropp

Cabinet Members present

Councillor Adam Stokes (Deputy Leader of the Council)
Councillor Mark Whittington (Cabinet Member for Waste Services and Climate Change)

Other Members present

Councillor Charmaine Morgan

Officers

Graham Watts (Assistant Director of Governance and Monitoring Officer)
Ayeisha Kirkham (Public Protection Manager)
Debbie Roberts (Head of Corporate Projects, Policy and Performance)
Serena Brown (Sustainability and Climate Change Officer)
Amy Pryde (Democratic Services Officer)

39. Public Speaking

Deanna Donovan – statement in relation to agenda item 8

The stated purpose of the Strategy is to “provide a framework for action for South Kesteven to reduce carbon emissions and safely adapt to the unavoidable impacts of climate change”. With the vision of the Strategy largely focused on carbon management and decarbonization, its ambition for adaptation seems to remain just that. While the words ‘adapt’ and ‘adaptation’ are repeated numerous times, they remain ill-defined and poorly delineated. Although the impacts of climate change are broadly set out, including implications, in Appendix A, what is proposed to encourage and ensure “adaptation to climate change is embedded” is unclear. This

Strategy fails to address the issue of building communities resistant to climate change impacts and resilient to the disruption that is undeniably and inevitably coming.

The proposed Strategy lacks the specificity to convince our citizens that adaptation is understood and that specific actions will be taken to enhance the resistance and resilience of our communities and economy to the pernicious impacts of climate change. Action within the specific focus areas outlined the Strategy seems fixated on decarbonization, ----yes, necessary but insufficient--- to build the required resilience. If you truly believe there is a Climate Emergency, then the priority should be the review and revision of SKDC policies, plans and programmes across the board, not only to incorporate but prioritize mitigation and adaptation objectives.

You acknowledge the need to better understand the impacts of climate change on residents, businesses and other partners but so far, and despite past promises, you have failed to conduct the risk assessment and thorough analysis that would allow the appropriate authorities to prioritize specific subject or geographic areas for action. We know the broad scale of risks facing Britain, even England, but what of our corner of England? Within this county, and this district, what are the specific threats that endanger our communities? And where do the response responsibilities lie when climate chaos occurs? We should not have to wait until disaster is on the doorstep before we begin to plan our preparedness.

As important as decarbonization is for all of us, you must recognize that the effect of your actions will have virtually no impact on the trajectory of environmental change as currently forecast. Given that the impacts of climate change are materializing faster than most climate scientists have projected, we no longer have the luxury of decades to prepare. If you truly want to minimize the loss, the suffering and the economic setbacks, you need to act now. The decarbonization and emissions reduction that you have set in motion over the past several years should be well on the way. Now you need to come up to speed with your ambition for adaptation. The most urgent need is for a thorough and professional risk assessment which should enable all to focus minds, engage collaborators and unlock greater efficiencies.

Climate change is a systemic risk requiring coordinated action, which you duly recognize. We all need to know what to expect in terms of physical risk, both chronic and acute, as well as transitional risk, which cumulatively will affect social, economic and financial conditions. Such analysis should inform and focus funding on future-proofing essential services and supply chains, key to resilient societies. The economic impacts of climate change will only accelerate and accumulate over time. Accordingly, I urge you to consider again what your goals should be for the coming year and to proceed more directly with addressing the issue of adaptation.

The Cabinet Member for Waste Services and Climate Change responded to the statement:

Firstly, thank you for taking the time to provide comment and feedback on South Kesteven's Climate Action Strategy. The document is broad reaching and aims to cover a number of issues and considerations across the board regarding climate change, and in particular how we can respond using our powers as a district council.

We are pleased to hear feedback that the document provides a lot of useful information around climate change and carbon emissions – it can be a tricky area to communicate with an adequate level of detail to inform decision making.

The scope of the document, set out in the Executive Summary, sets out that the Climate Action Strategy will consider key aspects of climate change, including both carbon reduction and to adaptation to living in a warmer world.

To date, over three-quarters of local authorities in the UK have declared a climate emergency and recognised the need to act in unison to help to meet the UK government's targets to achieve net-zero carbon emissions by 2050. South Kesteven cannot act alone and it is important to work in partnership on both climate change mitigation and adaptation.

The proposed next steps are to develop a following Climate Action Strategy – this is intended to set out specific focuses and streams of work for South Kesteven District Council to focus on to deliver on the broad remit set out in the document, across eight of the Policy Areas identified.

It is intended that workstreams on adaptation to climate change are taken forward through our Climate Action Plan, alongside projects which focus on opportunities to reduce carbon emissions. I look forward to being able to provide an update on the Climate Action Plan to the Council as projects develop.

Deanna Donovan – statement in relation to agenda item 9

I was pleased to see that you are forging ahead on the development of a Tree Strategy for South Kesteven. I must admit, however, that I was a bit disappointed in the narrow focus and lack of vision of this document. While the Tree Strategy as submitted aims to address climate change mitigation through carbon reduction, specifically carbon sequestration, it is weak on the potential contribution of tree planting to climate change adaptation. Although noting the many possible benefits of trees, it is doubtful that these potentials will be realized without more ambition and planning.

With regard to many of the potential benefits of trees, tree planting alone is not likely to deliver immediate benefits of any sort, unless one is planting very large trees, expensive both in and of themselves and in their installation. A more diverse, integrated planting is likely to offer benefits sooner, in terms of biodiversity as well as water absorption and soil development. Moreover, the benefits will be multiplied if planting is not limited to just any unoccupied ground available, but part of a coherent plan designed to capitalize on existing vegetation, enhancing its effect as

well as facilitating the movement of biodiversity through the landscape, among other things.

Tree planting should be integrated in an overall strategy to enhance connectivity, a concept totally missing from this document. Plants, animals and insects are already seen to be migrating poleward and to higher elevations in an attempt to adapt to a changing climate. In these attempts to save themselves and their species, they are hampered by among other things, urban settlement, industrial estates and open farmland, lacking the vegetative corridors that would permit them to move through these areas easily.

It should be noted as well that the enhanced biodiversity sought in this scheme should be not just in the tree species planted, but in the cultivars and provenances selected for any species. Climate change will very likely make the local environment inhospitable to traditional provenances of many local tree species. With this awareness we should be future-proofing any tree planting with provenances known to be resistant to the changing climate as well as the pests and diseases of these southern relatives.

Again to maximize the benefits from the proposed strategy, tree planting should be integrated into wider multi-layered vegetation scheme designed to provide a variety of social, economic and environmental benefits, including climate change mitigation and adaptation, such as strategic shading, biodiversity corridors and run-off absorption. One would hope that the additional expertise that you may secure (cf. sec 2.15-2.17) to assist with the development of this programme would understand the ecological concepts outlined above and assist the Council in lifting its ambitions to ensure that it delivers the full potential of benefits that a tree planting programme could and should provide.

The Cabinet Member for Waste Services and Climate Change responded to the statement:

The report provided to the Committee sets out the context of tree planting and the Council's intentions to develop a fuller Tree Strategy, to help deliver on some of the strategic ambitions set out within the Climate Action Strategy. The main Tree Strategy is yet to be developed and the update provided indicates to Councillors some of the work being pursued in order to see this come to fruition.

Specifically, it is recognised that tree planting can have an important role in adaptation to a warmer climate, provided the right tree is planted in the right place. It is expected that this will be at the heart of the developed Tree Strategy document.

Vanessa Smith

Does the committee think it sensible that SKDC continue to approve planning for large, particularly residential, development on land which, as stated in its own report, may be flooded in just 27 years time given the projected rise in sea level?

The Cabinet Member for Waste Services and Climate responded to the question submitted:

Information has been provided to the committee regarding projected flood risk, in support of the development of the Council's Climate Action Strategy. The map provided depicts land projected to be below the annual flood level as of 2050, which includes the water level that could be reached through a combination of sea level rise, tides and storm surge. It is noted that the maps provided incorporate big datasets and should be regarded as screening tools to identify locations that may require a deeper investigation of risk.

Regarding allocation of specific sites, flood risk is fully considered when allocating sites for development in the Local Plan for future development and also approving planning applications for development including new houses. The Environment Agency identifies flood risk zones based on the probability and the potential consequences of flooding. Areas identified at risk of flooding are those at risk of flooding from any source either now or in the future. This will include risks from a number of sources but does including those areas at risk from changing sea levels.

Where a developer submits an application for planning permission, flood risk assessments are required to be submitted for the larger sites or where the site is identified as being in a flood risk assessment area. Flood Risk Assessments will need to consider all forms of flood risk, and this includes ground and surface water flooding as well as from coastal or rivers. The Council will consider these flood risk assessments and will also seek advice from consultees including the Environment Agency, the Drainage Boards and the Local Lead Flood Authority (Lincolnshire County Council).

Where sites are identified as being at risk, there are clear planning policies to be followed which can include the carrying out of a sequential test. Flood Risk Assessments will need to consider risks, including the risk from a 1 in 100 year plus climate change event. For sites with the greatest risk of flooding, a sequential test would need to be carried out which is the most effective way of addressing flood risk because it seeks to avoid the risk. All applications for planning permission will be assessed against National and Local Planning Policies, and where flood risk is an issue that cannot be avoided or mitigated then this will be reflected in the decision.

Flood risk and water environment policies contained within the adopted Local Plan are being reviewed through the emerging Local Plan which will be informed by an updated Strategic Flood Risk Assessment and a new Water Cycle Study. The Environment Agency has advised on the scope of the studies.

40. Apologies for absence

There were no apologies for absence received.

Councillor Ashley Baxter represented the Alliance SK vacancy at this meeting.

41. Disclosure of Interests

Councillor Ben Green declared that he was a full-time employee of the Woodland Trust and therefore would not participate in debate or vote on agenda item 9, Draft Policy on Tree Strategy.

42. Minutes from the meeting held on 23 November 2022

The minutes of the meeting held on 23 November 2022 were proposed, seconded, and **AGREED** as a correct record.

43. Minutes from the Joint Meeting of the Environment Overview and Scrutiny Committee and Rural and Communities Overview and Scrutiny Committee held on 6 February 2023

The minutes of the meeting held on 6 February 2023 were proposed, seconded, and **AGREED** as a correct record.

44. Updates from the previous meeting

Members noted the action sheet.

One Member queried whether there was any potential new funding relating to the Environment Act. The Environment Act was due to implement an obligation for the Council to collect paper, card and food waste.

The Cabinet Member for Waste Services and Climate Change highlighted that the Government had confirmed that the funding would become available, however, the amount of funding and the timeframe in receiving it had not yet been specified. An announcement in regard to food waste was expected within the coming weeks.

ACTION: For the Cabinet Member for Waste Services and Climate Change to contact the relevant department in Government on further clarity around the funding.

It was hoped that paper and card collection would be rolled out in early 2024.

A query was raised on the action relating to the Work Programme and that some of the items requested at the previous meeting were not included within the agenda.

The Chairman highlighted that the Animal Welfare Policy had been delayed in writing process due to unavoidable internal factors and demands of the department. It would be brought to the next meeting of the new Committee.

It was confirmed that the new Committee would also discuss ammonia pollution and progress on street lighting.

45. Announcements or updates from the Leader of the Council, Cabinet Members or the Head of Paid Service

There were none.

(Councillor Gloria Johnson joined the meeting at 10:25).

46. Climate Action Strategy

The Cabinet Member for Waste Services and Climate Change emphasised that this was first draft presented and comments from Councillors, public, people with expertise were welcomed.

The Sustainability and Climate Change Officer provided a presentation to the Committee that outlined information in relation to the Climate Action Strategy:

- South Kesteven District Council's declaration of a climate emergency
- Climate change impacts locally
- Land projected to be below the annual flood level for 2025
- Climate Action Strategy overview
- The 2030 vision
- Climate Action Strategy format
- Climate Action Strategy structure
- Key district information
- Policy areas
- Monitoring progress
- Climate Action Plan
- Next steps

The Chairman suggested that the timeline of the document be amended to go out for public consultation initially before being heard by Cabinet.

The Cabinet Member for Waste Services and Climate Change confirmed that this was the first draft of the Strategy, and the next stage was public and professional consultation. It was suggested the document be brought back to the relevant Overview and Scrutiny Committee in the new term, before being heard by Cabinet and then Full Council.

It was noted that the 'monitoring progress' section of the Strategy showed that carbon emissions had reduced over the last 15 years, however, the reality of the reduction was inflicted by heavy industries no longer burning solid fuels. It was suggested that the 'monitoring progress' section of the strategy be removed and replaced with targets on current carbon emission statistics and what the Council aim to achieve in a particular timeframe.

The historic context of 38% carbon emission reduction achieved by the Council had been included within the Strategy. The national reduction in carbon emissions over

the last 15 years had been due in large part to the introduction of low-carbon electricity generation across the UK. It was noted that the rate of the reduction percentage achieved to date would not meet the Government net-zero target by 2050, if it continued on the same trajectory.

It was highlighted that the initial Strategy would have policies developed under the eight areas. At that point, specific projects would be taken forward and KPIs would be put into place.

One Member noted that the Strategy seemed inadequate for short term and long term to meet the impending problem of climate change. Page numbering, grammar and format concerns of the Strategy document were also raised.

A concern was raised that the Strategy lacked specificity and the Council had failed to conduct a risk analysis, particularly regarding adaptation to climate change. It was noted that meaningful smart targets were not included within the strategy for each of the eight areas outlined.

One Member emphasised that the main reduction in carbon emissions for the Council was due to the pandemic, change of office buildings to the Picture House and the closure of Deepings Leisure Centre.

It was clarified that all feedback was welcomed from Members, experts and public on the first draft provided of the Climate Action Strategy.

One Member requested that the next draft of the document contained an in-depth sense of urgency.

It was noted that holistic risks of climate change should be considered at a local and national level.

The Cabinet Member for Waste Services and Climate Change confirmed that smart objectives would be produced for each project proposed within the Climate Action Strategy.

It was queried as to whether consultation responses would be included and whether the document could be shortened.

The Sustainability and Climate Change Officer confirmed that formatting of the Strategy would be considered. The Strategy would be a static document, setting framework for action and the Climate Action Plan would be a live document which would integrate public consultation feedback received.

One Member highlighted that the Committee had discussed climate change in length. It was felt that the Strategy should be further developed for the timeframe of lengthy discussion taken place on the strategy.

It was noted that the Strategy could include immediate actions taken to mitigate the impact of climate change on residents within the district.

Members discussed the possibility of installing solar panels on Council assets.

A query was raised on whether grants were available from government to support residents and the Council for the installation of solar panels.

The Sustainability and Climate Change Officer highlighted that there were several sources of funding available including public sector buildings. A separate scheme for private households was available (Home Energy Upgrade Scheme) and was government funded to provide energy efficiency upgrades to eligible private households within the district.

One Member queried the methodology of solar panels and whether there was a designated Officer within the Council who took control of solar panels.

There was not an Officer who was solely responsible for the remit of solar panels. The main source of funding that could be considered for the Council's buildings would be a fabric first approach, where other efficiency measures such as insulation would be considered first.

One Member suggested that the Housing Revenue Account be utilised to install solar panels on the Council's housing stock, which would also reduce utility costs for lower income residents.

The intention of the Climate Action Plan was to use the eight policy areas and the objectives to set out the Council's projects and actions plans, which would be presented to the Committee at a future meeting.

One Member emphasised the need for a clear table of strategic risks within the Strategy.

It was noted that public consultation could not commence during the pre-election period for the election taking place on 6 May 2023.

The Cabinet Member for Waste Services and Climate Change suggested that communications be sent out to publicise the climate action strategy and to encourage feedback and comments from the public.

Members thanked all Officers involved in producing the first draft of the Climate Action Strategy.

It was proposed, seconded, and AGREED that the Committee:

1. Notes the content of the South Kesteven Climate Action Strategy

2. **Recommends that the Climate Action Strategy goes out to consultation and is then brought back to the relevant Overview and Scrutiny Committee.**
3. **Delegates to the Chief Finance Officer to take forward development of the Climate Action Plan.**

47. Draft Policy on Tree Strategy

The Cabinet Member for Waste Services and Climate Change highlighted the report that outlined information relating to the draft tree strategy.

The Sustainability and Climate Change Officer introduced the report which intended to provide an update around considerations for development of a tree strategy for South Kesteven.

The Council were responsible for approximately 6000 trees on owned and managed public spaces. A tree strategy would set out a level of canopy cover within South Kesteven and plot out potential areas for development of more tree planting and woodland creation opportunities.

The Council work closely with Lincolnshire County Council who had their own tree-planting target to cover the whole County area, with three quarters of a million trees by 2025. Lincolnshire County Council were intending to appoint 2 Woodland Creation Officer posts, who could assist in developing the Council's tree strategy and following planting opportunities.

One Member noted that 10,000 trees were planted in 2021/22 from funding given to Lincolnshire County Council. The funding had now been cut off; it was queried as to whether funding could potentially be requested from elsewhere.

The Cabinet Member for Waste Services and Climate Change highlighted that the bid for funding was for planting trees and to support an officer post to develop a tree strategy. The Woodland Trust would not provide any funding for tree planting until the Council had a tree strategy.

One Member raised concern over the loss of trees due to development, Environment Agency clearing river edges and Lincolnshire County Council removing trees and failing to replace them.

It was suggested that the Council identify the location of all trees within the district, prioritise the protection of trees, enhance the tree protection order process, explore biodiversity impacts, require appropriate replanting when trees are lost and the protection of orchards.

One Member expressed their disappointment on the time taken to start producing a tree strategy. It was suggested that the strategy be reduced in size for ease of reading.

A query was raised on whether it was guaranteed that Lincolnshire County Council would allow their newly appointed specialist Officers to assist in developing the Council's tree strategy.

The Sustainability and Climate Change Officer confirmed that communication had taken place with Lincolnshire County Council. They had received the Woodland Creation funding which was intended for Officer posts. The intention of these posts was to develop woodland creation opportunities across Lincolnshire. Lincolnshire County Council had indicated that they would be open to working with South Kesteven District Council on development of policies and strategies and for planting opportunities.

That the Committee:

Notes the update regarding the development of a Tree Strategy for the district of South Kesteven.

48. Environmental Crime Partnership Update

The Public Protection Manager presented the report on behalf of the Cabinet Member for People and Safer Communities. The report outlined an update on the Lincolnshire Environmental Crime Partnership and their annual report of 2022, which provided an overview of the achievements of the partnership and future ambitions.

The Lincolnshire Environmental Crime Partnership was formed in response to a noticeable rise in fly-tipping incidences across Lincolnshire over spring/summer of 2020, which included a large scale of more than 20 tonnes of fly tipping in South Kesteven.

The aim of the Lincolnshire Environmental Crime Partnership was to reduce and prevent fly-tipping across Lincolnshire by bringing all relevant agencies together and working in partnership, seeking to find new and innovative methods for closer working.

The partnership met 3-4 times a year and was governed by a term of reference, a key action plan and was formed by the Lincolnshire Waste Partnership in 2020.

It was clarified that 4 fixed penalty notices were issued, rather than 5 as stated in the report.

It was reported that South Kesteven had 1533 reports of fly tipping in 2022.

One Member highlighted the difficulty of collecting evidence and successful prosecutions due to being unable to identify the individual that has fly tipped. It was suggested whether motion activated CCTV could be installed in particular fly tipping 'hot spots' to identify individuals or numberplates of vehicles.

It was noted that regular fly-tipping took place from drivers on the A1 Road.

The Cabinet Member for Waste Services and Climate Change noted that 2022 fly-tipping figures cost over £60,000 to the Council taxpayers of South Kesteven. The Council had a dedicated 2-person crew who worked 5 days a week, the £60,000 covered wage costs, vehicle costs and costs to wards identification.

It was highlighted that where fly tipping evidence could identify an individual, prosecution would be given. If a householder had used an unlicensed waste carrier, they could face a fine. It was encouraged that householders requested to see a waste carriers license before their waste is collected.

The Cabinet Member for Waste Services and Climate Change confirmed that a lane closure would have to be in place in order to clear waste on the side of the A1 Road. National Highways were due to close a section of the A1 Road for drainage works in summer 2023. The Council's Waste Managers were currently liaising with National Highways in order to coincide the arrangement for operatives to volunteer to attend at night to collect waste from the side of the road.

A query was raised on whether any enforcement action could be taken on unlicensed waste carriers that advertise on social media. It was further queried as to whether advertisements on social media were monitored.

The Public Protection Manager informed the Committee that if Officers became aware of an unlicensed waste carrier advertising on social media, it would be investigated.

One Member congratulated the team on the improvement of response time to attending fly-tipping reports.

Members highlighted fly-tipping issues within their district wards.

It was queried as to whether the vulnerable land panel identifying high risk areas, included private land that affected residents of South Kesteven.

Concern was raised over landlord clearance fly-tipping and the cost-of-living crisis affecting residents being unable to pay a fee for removal of their waste.

The Public Protection Manager assured the Committee that the vulnerable land panel was trialing public land and larger areas where fly-tipping was taking place. Fly-tipping issues on private land within the district could be dealt with the Neighborhoods Team and enforcement action could be looked into.

One Member requested that statistics on fly-tipping be included within the next report, which would monitor the success of the partnership.

It was queried as to whether the Council were responsible for litter on the side of the A1 Road or whether National Highways were.

It was confirmed that National Highways were responsible for litter picking on motorways. The litter on the A1(M) was dealt with by National Highways, however, the A1 Road was to be dealt with by District Councils.

The Cabinet Member for Waste Services and Climate Change highlighted that the shared prosperity monies may be able to fund CCTV cameras for fly-tipping 'hotspots'.

That the Committee:

Notes the content of the Annual Report (2022) of the Lincolnshire Environmental Crime Partnership.

49. Work Programme 2022 - 2023

The Committee noted the Work Programme 2022-2023.

The Committee requested that the following items be included on the next agenda of the new Committee within the next term as an element of the Environment Overview and Scrutiny Committee:

- Climate Action Strategy
- Draft Policy on Tree Strategy
- Renewal of the Animal Welfare Policy

50. Any other business which the Chairman, by reason of special circumstances, decides is urgent

The Chairman thanked all Committee Members, members of the public and Officers that helped in supporting the Environment Overview and Scrutiny Committee.

51. Close of meeting

The Chairman of the meeting closed the meeting at 12:50.

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**SOUTH
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Environment Overview Scrutiny Committee

11 July 2023

Report of Debbie Roberts, Head of
Corporate Projects, Policy and
Performance

Corporate Plan Key Performance Indicators 2022/2023 Year-End Report

This year-end update report outlines South Kesteven District Councils performance against the Corporate Plan Key Performance Indicators (KPIs) for the year of 2022/2023. The end of year data represents information up to 31 March 2023.

Report Author

Debbie Roberts, Head of Corporate Projects, Policy and Performance



Debbie.roberts@southkesteven.gov.uk

Recommendations

It is recommended Members of the Environment Overview and Scrutiny Committee:

- 1. Review and scrutinise the performance against the Corporate Plan Key Performance Indicators in relation to the delivery of the Corporate Plan priorities and outcomes.**
- 2. Use this report to inform and support their ongoing work programme.**

Decision Information

Does the report contain any exempt or confidential information not for publication? No

What are the relevant corporate priorities? High Performing Council

Which wards are impacted? All

1. Implications

Taking into consideration implications relating to finance and procurement, legal and governance, risk and mitigation, health and safety, diversity and inclusion, safeguarding, staffing, community safety, mental health and wellbeing and the impact on the Council's declaration of a climate change emergency, the following implications have been identified:

Finance and Procurement

- 1.1 The financial considerations where appropriate are referenced throughout this report.

Completed by Richard Wyles, Deputy Chief Executive and S151 Officer

Legal and Governance

- 1.2 Regular reporting on agreed actions and measures is to be welcomed from a governance point of view, as it provides a transparent mechanism for reporting on performance.

Completed by: Graham Watts, Assistant Director of Governance and Monitoring Officer

Risk and Mitigation

- 1.3 No significant risks have been identified.

Climate Change

- 1.4 The contents of this report do not have a direct impact on the Council's carbon emissions or the carbon emissions of the wider district. More detailed information on carbon impact of individual projects or activities are outlined within the relevant project documentation or service plans.

2. Background to the Report

- 2.1 The South Kesteven Corporate Plan 2020-23 was approved by Council on 1 October 2020. It was agreed by Council actions, key performance indicators (KPIs) and targets would be developed by the relevant overview and scrutiny committee, which would retain oversight of the performance management arrangements at a strategic level. These actions and indicators were then presented to this Committee and agreed on 26th January 2021.
- 2.2 The Mid-Year report for 2022/2023 was presented to the Committee on 23rd November 2022 and outlined the performance against the Corporate Plan for the financial year to date and included the annual review of all Corporate KPIs and contained recommendations for changes, additions, and removals.
- 2.3 This report builds on these historical reports to provide an update on performance to the end of the 2022/2023 financial year. It incorporates the changes recommended by the last KPI review to outline areas of the council's performance which are successful and to advise where challenges may lay.
- 2.4 Given the changes to the scrutiny committee structure and new Members on them, it is worth noting that questions to senior officers during the agenda item or more detailed investigations can be added to the committee work programme as agreed.
- 2.5 A further review of actions is due to be carried out to coincide with the Quarter 2 report. It should be noted 2023/2024 is the final year of monitoring these existing KPIs and all Members will have the opportunity to engage in the new Corporate Plan.
- 2.6 **Appendix A** outlines the overall performance against the original actions, as well as specific performance against the sub measures contained within those. Specific commentary is provided for each action, which is summarised as follows:
- 2 of the actions are rated Green. These are actions which are on or above target as planned.
 - 3 actions are rated as Amber, these are those off target by less than 10% or where milestone achievement is delayed but with resolution in place to be achieved within a reasonable timeframe.
 - no actions are rated as Red, this is falling significantly below target.
- 2.7 As part of the final KPI report for the financial year of 2022/2023, it is beneficial to review the work carried out against those actions being reported over the year in its entirety, as opposed to just the most recent quarter. With that in mind, the following actions, grouped by corporate priority, have had a brief summary provided:

2.8 A Clean & Sustainable Environment 3 - continue to innovate our approach to waste management to build on our strengths and maximise commercial and other opportunities.

Throughout 2022-23 there was a decline in the number of active garden waste subscribers, this is likely attributed to a comedown of the inflated numbers we had seen over the past financial years accredited to COVID lockdowns and people spending more time at home. However, throughout the year the number of subscribers gradually increased to the point where there was only a slight (0.15%) reduction in total subscribers when compared to the previous year. There has been a similar increase in the number of our commercial waste customers, there being roughly 100 more customers now than as reported this time last year.

2.9 A Clean & Sustainable Environment 5 - Work proactively with Environment SK to deliver high quality services and maximise commercial opportunities.

In February 2023, following a thorough options appraisal, Cabinet decided to insource the Council's grounds maintenance service (EnvironmentSK Ltd). The transfer took place with effect from 1 April 2023, with the team from EnvironmentSK Ltd being transferred into the Council. A refreshed grounds maintenance specification forms the basis of service delivery and further work is ongoing to integrate the work of the ground's maintenance team with Street Scene.

2.10 A Clean & Sustainable Environment 6 - Work with the Lincolnshire Waste Partnership to reduce waste and further improve recycling.

There have been challenges in reporting data for this action as we are reliant on the information being sent from external sources (Lincolnshire County Council) and over the past year they have experienced system difficulties which had a knock-on effect of causing delays in the data being available to send to us. In terms of statistics the amount recycled throughout the year has remained largely static, there have been slight variances that can be attributed to environmental factors such as the dry summer last year leading to a reduction in the overall amount of garden waste needing collecting.

2.11 A Clean & Sustainable Environment 7 - Recognise the changes in environmentally friendly modes of transport and seek to work with others to adapt required infrastructure.

The use of electric vehicle charge points continues to see a modest increase in number of users as well as time spent charging vehicles. The units in Stamford remain the most popular, followed by those in Grantham. Uptake of all charging points installed continues to be carefully monitored to understand demand.

2.12 A Clean & Sustainable Environment 9 – Build a new, modern depot which is fit for the future.

During the past year the Turnpike Close site has been fully demolished and remediated to enable construction on site. There is an electricity cable that runs through the centre of the site that is going to be diverted around the perimeter of the site, again to give a virgin site ready for construction. The design team were paused for a large period of

the year so that we were not incurring fees whilst there was a stream of other related works completed. This included a piece of work to look at the future procurement of the waste fleet (purchase versus lease) which would have impacted the number of workshop bays at the new depot. The conclusion was that purchase and inhouse maintenance was most cost effective. A route review has commenced but as this will not impact on the design of the layout rather than the capacity of the fleet the design team can continue whilst this runs in parallel. The scope of the brief has also been amended to include the grounds maintenance team which has a requirement for secure parking/storage for its machinery. The teams are working on bringing designs forward before summer so that budget discussions can commence in September 2023. With changes in the Environment Act commencing April 2025 there is a need for a fit for purpose depot to be built and operational by then.

2 Key Considerations

- 2.8 The KPIs are produced and presented to each relevant scrutiny committee twice a year. These are the mid-year Q2 data and Q4 year end data.
- 2.9 The new Corporate Plan is due to be adopted in Autumn 2023. At that point, new KPIs will be approved by each Committee and collection of outcomes will commence from 1 April 2024.

4. Reasons for the Recommendations

- 4.1 This is a regular report where Members are invited to scrutinise and comment on performance.

5. Background Papers

- 5.1 Previous KPI updates available on Modern.gov.

6. Appendices

- 6.1 Appendix A: End of year KPIs

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Healthy & Strong Communities

Priority Number	Action	Responsible Scrutiny Committee	Priority Status	Action Status
1	Invest in sustainable, high quality leisure facilities across the district.	Finance & Economic	Reported Q4 2022-23	Below Target
2	Embed the work of the SK Community Hub to support volunteering and the Voluntary & Community Sector.	Rural & Communities	Reported Q4 2022-23	On Target
3	Work with partners from all sectors to tackle health, employment, and other inequalities in areas of highest need.		No Longer Reported	Not Reported
4	Continue to work in partnership with the police and the community in tackling crime, investing in the CCTV service	Rural & Communities	Reported Q4 2022-23	Below Target
5	Celebrate and enhance the rich history of the District.		Replaced with 13	Not Reported
6	Adopt a new Cultural Strategy for the District, including the local Arts, Events and Festivals programme.		Replaced with 13	Not Reported
7	Develop and adopt a Sport and Physical Activity Strategy.		Replaced with 14	Not Reported
8	Meet the Mental Health Challenge	Rural & Communities	Reported Q4 2022-23	On Target
9	Make best use of different funding sources to support the voluntary and cultural sector within the District.	Rural & Communities	Reported Q4 2022-23	On Target
10	Protect our most vulnerable residents with robust safeguarding processes.	Rural & Communities	Reported Q4 2022-23	Significantly Below Target
11	Improve and invest in the local arts & cultural venues across the District.	Culture & Leisure	Reported Q4 2022-23	On Target
12	Promote and make progress against the Council's Equality Objectives	Rural & Communities	Reported Q4 2022-23	On Target
13	Review Arts services within the district with ambition to provide improved, efficient and accessible arts within the district.	Culture & Leisure	Reported Q4 2022-23	On Target
14	Develop and adopt a Sport and Physical Activity Strategy.	Culture & Leisure	Reported Q4 2022-23	On Target

A Clean & Sustainable Environment

Priority Number	Action	Responsible Scrutiny Committee	Priority Status	Action Status
1	Reduce the Council's carbon footprint by at least 30% by 2030 and endeavour to become net-zero carbon as soon as viable before 2050.		Reported Mid-Year	Not Reported
2	Deliver the 'Big Clean' programme and maintain higher street standards.		No Longer Reported	Not Reported
3	Continue to innovate our approach to waste management to build on our strengths and maximise commercial and other opportunities.	Environment	Reported Q4 2022-23	Below Target
4	Maintain and enhance our green areas across the District, aiming to secure Green Flag status for Queen Elizabeth Park, Dysart Park and other relevant areas.		Reported Mid-Year	Not Reported
5	Work proactively with Environment SK to deliver high quality services and maximise commercial opportunities.	Environment	Reported Q4 2022-23	On Target
6	Work with the Lincolnshire Waste Partnership to reduce waste and further improve recycling.	Environment	Reported Q4 2022-23	Below Target
7	Recognise the changes in environmentally friendly modes of transport and seek to work with others to adapt required infrastructure	Environment	Reported Q4 2022-23	On Target
8	Explore opportunities to build on the success of the food waste pilot and ensure the service is sustainable.		No Longer Reported	Not Reported
9	Build a new, modern depot which is fit for the future.	Environment	Reported Q4 2022-23	Below Target

There has been an overall reduction in the number of subscribers compared to 21/22 resulting in negative growth. This is likely explained by the increase in customers that was seen during 2020 and 2021 due to Covid19 restrictions and those customers leaving the scheme or reducing the number of bins and returning to their previous disposal arrangements. The number of customers using the commercial waste collection service increased by 4.9% on the previous quarter.

Priority
▲

A Clean & Sustainable Environment 5

Measured
Quarterly

Responsible Director
▲
Growth & Culture

On Target
Current Status

Responsible Cabinet Member
▲
Housing & Property

Action

Work proactively with Environment SK to deliver high quality services and maximise commercial opportunities.

Measure
▲

1. Client side reporting criteria

Target

TBC

Achieved

See Commentary

Measure History
▲

1. Client side reporting criteria

Q1 2022-23

-

Q2 2022-23

-

Q3 2022-23

-

Q4 2022-23

See Commentary

Commentary
▲

Following a decision by Cabinet in February 2023 the Council’s grounds maintenance service has been insourced with effect from 1st April 2023. This decision was made with full cross party support. During Qtr 4 the staff employed by EnvironmentSK Ltd were transferred to the Council following a successful TUPE process. Whilst the transfer was ongoing client side arrangements remained in place to ensure high standards of grounds maintenance were delivered across the district.

Priority

▲

A Clean & Sustainable Environment 6

Measured

Quarterly

Below Target

Current Status

Responsible Director

▲

Deputy Chief Executive

Responsible Cabinet Member

▲

Waste & Climate Change

Action

Work with the Lincolnshire Waste Partnership to reduce waste and further improve recycling.

Measure	Target	Achieved
1. Residual waste tonnes per 1000 households.	<44 t/1000 households	41.4
2. Contribution to increasing the proportion of recycling, as set out in the LWP strategy.	42.5%	35.10%
3. Reduced non-target recyclable materials in the recycling stream.	<30%	27.58%

Measure History	Q1 2022-23	Q2 2022-23	Q3 2022-23	Q4 2022-23
1. Residual waste tonnes per 1000 households.	43.42	42.95	39.08	41.4
2. Contribution to increasing the proportion of recycling, as set out in the LWP strategy.	31.69%	35.47%	30.70%	35.10%
3. Reduced non-target recyclable materials in the recycling stream.	26.43%	25.75%	25.06%	27.58%

Commentary

Please note that the most recent data reported here relates to waste/recycling collected in Q3 due to the time it requires to receive the infromation from Lincolnshire County Council.

The amount of residual waste (black bin) collected over the quarter has increased slightly since Q2 however has steadily declined in 2022-23 overall, alongside this, the level of recycling has also decreased, this is particularly noticable in the reduced amount of garden waste collected during July and August, this is likely to have been impacted by the dry summer. The amount of non-target recyclable material in the recycled waste (silver bin) remains consistent at around 25%, which is similar to the other Lincolnshire authorities.

<div>Priority</div> <div>A Clean & Sustainable Environment 7</div>		<div>Measured</div> <div>Quarterly</div>		<div>Responsible Director</div> <div>Housing & Property</div>			
		<div>On Target</div> <div>Current Status</div>		<div>Responsible Cabinet Member</div> <div>Waste & Climate Change</div>			
<div>Action</div> <div>Recognise the changes in environmentally friendly modes of transport and seek to work with others to adapt required infrastructure</div>							
<div>Measure</div>				Target	Achieved		
1. Number of miles generated				35000	56287		
2. Carbon Tonnes saved				7 Tonnes	10.75		
3. Charging Point Utilisation Percentage				10%	16.44%		
<div>Measure History</div>				Q1 2022-23	Q2 2022-23	Q3 2022-23	Q4 2022-23
1. Number of miles generated				39051	40,098	54289	56287
2. Carbon Tonnes saved				7.5	7.66	10.37	10.75
3. Charging Point Utilisation Percentage				10.85%	10.76%	15.01%	16.44%
<div>Commentary</div> <div>The use of electric vehicle charge points within our car parks continues to see good uptake, with over 250 separate drivers making use of the charge points in the quarter. Stamford continues to be the most popular facility within the district. An issue with the supporting infrastructure to the charge unit in Market Deeping is being investigated in order to restore access to the charge point.</div>							

▲

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The project had re-commenced following a pause in the design whilst other elements that could have impacted the design were completed. The design team met on the 17th of April 2023 to recommence at the detailed design stage. The revised scope now also includes grounds maintenance.

Delivery of Growth of Our Economy

Priority Number	Action	Responsible Scrutiny Committee	Priority Status	Action Status
1	Delivery of the St Martins Park development scheme in Stamford.	Finance & Economic	Reported Q4 2022-23	On Target
2	Regeneration of Grantham town centre, supported by the Future High Street (FHSF) bid and delivery of the Heritage Action Zone programme (HAZ).	Finance & Economic	Reported Q4 2022-23	Below Target
3	Identify funding & other opportunities to support the development of the town centres of Bourne, The Deepings and Stamford, and apply lessons learnt from the Future High Street Fund & other initiatives.	Finance & Economic	Reported Q4 2022-23	On Target
4	Develop a package of measures to support the recovery of the local economy to safeguard local jobs wherever possible.	Finance & Economic	Reported Q4 2022-23	On Target
5	Review the scope and focus of InvestSK to maximise the support to local businesses and attract inward investment.		Removed as Complete	Not Reported
6	Continue to attract investment and encourage diverse businesses to the District and ensure appropriate land and property is available	Finance & Economic	Reported Q4 2022-23	On Target
7	Work with the education providers to increase opportunities for local learning and apprenticeships in the District.		No Longer Reported	Not Reported
8	In partnership with LCC bring forward housing and employment opportunities linked to the delivery of the Grantham Southern Relief Road.		No Longer Reported	Not Reported
9	Work with partners and attractions, to promote visitor economy and increase visitor spend in the District, including the adoption of a Tourism Strategic Framework.	Culture & Leisure	Reported Q4 2022-23	On Target
10	Support the roll out of improved broadband and other key infrastructure to support local businesses and rural areas.		No Longer Reported	Not Reported
11	Work closely with markets across South Kesteven and seek to maintain their viability.	Culture & Leisure	Reported Q4 2022-23	Below Target

Housing That Meets The Needs Of All Residents

Priority Number	Action	Responsible Scrutiny Committee	Priority Status	Action Status
1	Work in partnership with the housing market to stimulate housing growth.	Housing	Reported Q4 2022-23	Below Target
2	Work to reduce and prevent homelessness in our District.	Housing	Reported Q4 2022-23	Significantly Below Target
3	Increase the supply of high quality, sustainable Council houses.	Housing	Reported Q4 2022-23	Significantly Below Target
4	Undertake a Planning Review to improve performance and support local sustainable, high quality growth.	Housing	Reported Q4 2022-23	On Target
5	Undertake a Housing Review to provide the highest quality service possible to our tenants	Housing	Reported Q4 2022-23	Below Target
6	Work with housing associations and developers to ensure quality affordable housing is delivered.	Housing	Reported Q4 2022-23	On Target
7	Ensure the ambitions of the adopted Local Plan are met and a review framework is developed to deliver sustainable growth in the District.	Housing	Reported Q4 2022-23	On Target
8	Work with Homes England, the Ministry of Defence and other partners to develop holistic masterplans for the delivery of Grantham's Southern Urban Extension.		No Longer Reported	Not Reported
9	Ensure that major developments in South Kesteven are high quality, with sustainable, good design.	Housing	Reported Q4 2022-23	On Target
10	Prioritise bringing private sector empty properties back in to use.	Housing	Reported Q4 2022-23	On Target

A High Performing Council

Priority Number	Action	Responsible Scrutiny Committee	Priority Status	Action Status
1	Implement the Covid-19 Recovery Plan.		Removed as Complete	Not Reported
2	Deliver a balanced, sustainable financial plan over the medium term.	Finance & Economic	Reported Q4 2022-23	Not Reported
3	Undertake a Constitution review and implement outcomes.		Removed as Complete	Not Reported
4	Implement the findings of the Governance review across the Councils assets (including companies).		Removed as Complete	Not Reported
5	Develop a People Strategy (including a pay review) to support the retention and attraction of high quality staff.	Finance & Economic	Reported Q4 2022-23	On Target
6	Develop and implement commercial and transformation strategies to deliver additional net revenue benefit.		Removed as Complete	Not Reported
7	Undertake a fundamental review of the organisation to meet current and future needs.		Removed as Complete	Not Reported
8	Support the implementation of an IT investment roadmap to align future solutions with the Councils ambitions.		Removed as Complete	Not Reported
9	Embed an agile approach to working by building on the cultural and technological changes.		Removed as Complete	Not Reported
10	Deliver the ambitions of the Customer Experience Strategy.		No Longer Reported	Not Reported
11	Maximise the value of the Councils own spend by using local suppliers wherever practical.	Finance & Economic	Reported Q4 2022-23	Not Reported
12	Undertake an Asset Management Review.		Removed as Complete	Not Reported
13	Ensure that support packages are in place for ensuring the welfare of the districts most vulnerable residents and to enable small businesses to flourish in the district	Finance & Economic	Reported Q4 2022-23	On Target



**SOUTH
KESTEVEN
DISTRICT
COUNCIL**



Environment Overview and Scrutiny Committee

11 July 2023

Report of Councillor Rhys Baker
Cabinet Member for Environment and
Waste

Introduction of the Separate Collection of Paper and Card (Twin Stream Recycling)

Report Author

Anne-Marie Coulthard, Assistant Director of Operations and Public Protection



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Purpose of Report

The separate kerbside collection of paper and card for recycling is being rolled out across Lincolnshire. This paper proposes the introduction of the service within South Kesteven.

Recommendations

That the Committee

- 1. Recommends to Cabinet that the separate kerbside collection of paper and card for recycling is implemented across the district.**
- 2. Recommends to Cabinet that the revised South Kesteven District Council Waste and Recycling Operational Policy is adopted.**

3. Notes the Council's TEEP (technically, environmentally and economically practical) Assessment.

Decision Information	
Does the report contain any exempt or confidential information not for publication?	No
What are the relevant corporate priorities?	Clean and sustainable environment High performing Council
Which wards are impacted?	All

1. Implications

Taking into consideration implications relating to finance and procurement, legal and governance, risk and mitigation, health and safety, diversity and inclusion, safeguarding, staffing, community safety, mental health and wellbeing and the impact on the Council's declaration of a climate change emergency, the following implications have been identified:

Finance and Procurement

- 1.1 The proposed change does not result in additional collection rounds. Lincolnshire County Council (LCC) is providing and funding the initial wheeled bins and up to 2% of bins provided for a period of 3 years from implementation. A charge is currently made to developers for all wheeled bin types for new build properties.
- 1.2 LCC will provide additional staff resource during the roll-out period to deal with telephone enquiries and on the ground engagement with residents. It is anticipated that some future engagement and enforcement will be required which will be provided by the Council's Waste and Recycling Team and Neighbourhoods Team.
- 1.3 It is anticipated that costs associated with the ongoing administration of the scheme will be met from existing staff budgets.

Completed by: Richard Wyles, Chief Finance Officer

Legal and Governance

- 1.4 Under section 45(1) of the Environmental Protection Act 1990, as a 'Waste Collection Authority', the Council has a statutory duty to provide a collection service for household waste.
- 1.5 Section 46 of 'The Act' gives the Council powers to stipulate:
- the size and type of the collection receptacle(s)
 - where the receptacle(s) must be placed for the purpose of collection and emptying
 - the materials or items which may or may not be placed within the receptacle(s).
- 1.6 To comply with this requirement, a notice specifying the requirements will be provided to all households during the roll-out period.

Completed by: Mandy Braithwaite, Legal Executive

Risk and Mitigation

- 1.7 South Kesteven will be the fifth Council in Lincolnshire to roll-out the scheme and will benefit from the learning of others.
- 1.8 The Council will enter into a Memorandum of Understanding with LCC which will transfer the ownership and warranty of the new receptacles to the Council at the point of delivery to households.

Completed by: Tracey Elliott, Governance and Risk Officer

Diversity and Inclusion

- 1.9 An equality impact assessment has been undertaken and is at Appendix 4. It is anticipated that any potential adverse impacts will be mitigated by existing process e.g. assisted collection for those unable to move their bin to the kerbside and through education which will include one to one visits for householders needing additional support to implement the new requirements.

Completed by: Carol Drury, Community Engagement Manager

Climate Change

- 1.10 It is anticipated that the separate collection of paper and card will improve the Council's recycling rate and divert more recyclable materials from the residual waste stream.

- 1.11 Operationally, the scheme will replace one of the existing mixed dry recycling collections and therefore there will be no increase in the mileage and associated carbon emissions of the Council's refuse collection fleet.

Completed by: Serena Brown, Sustainability and Climate Change Officer

2. Background to the Report

- 2.1 A Clean and Sustainable Environment is a priority in the Council's Corporate Plan 2020-2023. A key action under this priority is to work with the Lincolnshire Waste Partnership (LWP) to reduce waste and further improve recycling.
- 2.2 In 2018, the Council adopted the Joint Municipal Waste Management Strategy for Lincolnshire. The Strategy sets out how the seven Lincolnshire district councils will work together with Lincolnshire County Council (LCC) as members of the LWP. The overarching aim is to protect the environment by delivering sustainable waste management services and establish best value waste management practices for the benefit of Lincolnshire.
- 2.3 South Kesteven District Council is a "Waste Collection Authority" and has a duty to collect household waste. Lincolnshire County Council is the "Waste Disposal Authority" and is required to manage the disposal of waste collected by waste collection authorities.
- 2.4 The Waste (England & Wales) Regulations 2011 require Councils to collect a range of materials separately unless an assessment of the technical, economic and environmental impacts means it is not practicable (known as a "TEEP" assessment). This allows materials to be collected in the same bin. The Environment Act 2021 requires Councils to implement consistent kerbside collections of recyclable materials, with a requirement to collect plastic, paper, glass, food waste and metals separately, Regulations and Statutory guidance are awaited on the implementation of the Act.
- 2.5 The Council introduced wheeled bins for the separate kerbside collection of residual waste and mixed dry recyclable (MDR) materials in 2007. All target MDR is currently collected in one silver bin or clear sack which is then sorted at a materials recycling facility. Residents can choose to subscribe to the garden waste collection scheme which also contributes to the overall recycling rate.
- 2.6 In 2021/22 the recycling rate in South Kesteven was 43%. This was similar to both the Lincolnshire and average national rates. The quality of the recyclable material collected in Lincolnshire has historically been poor with around 31% of materials collected from households at kerbside being "contaminated". This means recyclable materials have either been contaminated with other materials such as foodstuffs, nappies etc and are not able to be recycled or non-recyclable

or non-target recyclable materials are placed in the recycling bin. In South Kesteven in 2021/22 contaminated material made up an average of 28% of the contents of recycling bins/sacks collected at kerbside.

Twin Stream Recycling

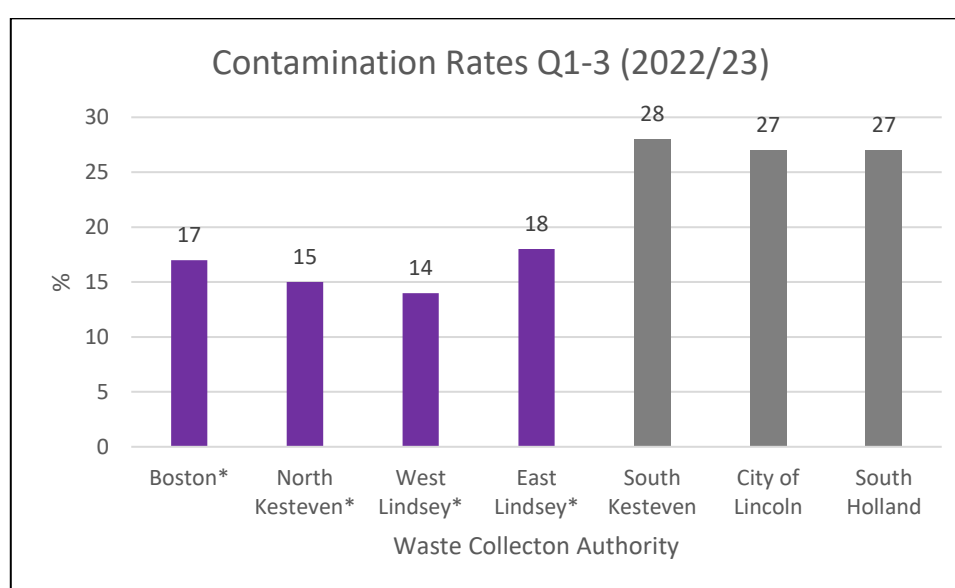
- 2.7 In July 2019 the LWP commenced a trial to collect paper and card separately from the MDR collections in North Kesteven, Boston and South Holland. The aims of the trial included:
- Improving the quality and volume of paper and card recycled
 - Reducing contamination, to enable the separated paper and card to be made into quality paper which can be recycled many times
 - Changing residents' recycling and kerbside waste presentation behaviours
 - Using the opportunity to improve the quality of the remaining MDR (the material collected in the silver recycling bin).
- 2.8 A series of engagement activities, participant surveys and mailshots were undertaken to increase understanding, with 82% of responding participants stating that they would be happy to continue with the separate collection of paper and card beyond the trial.
- 2.9 During the trial, samples were taken from the MDR in both trial and non-trial areas to identify the impact on the quality of the remaining mixed recycling. In the trial areas, the average contamination rate reduced to 17%. Although a small sample size, the data indicated that the increased engagement with residents helped them to improve their general understanding and place the correct material in the recycling bin, therefore improving the overall quality and recyclability of the material.
- 2.10 Following the success of the trial the LWP agreed to seek to roll-out the separate collection of paper and card across the county by 2024. The scheme has been successfully rolled out in North Kesteven, Boston, West Lindsey and East Lindsey. The phased approach allows for focused engagement and support for residents and collection teams and opportunities for incremental learning for future improvements. Table 1 below shows the tonnage collected by each council to January 2023.
- 2.11 LCC has entered into a contract with Palm Paper to process the paper and card. The mill has reported that contamination of the paper and card is on average 1.5% and the highest quality material presented to them by any council area in the country.

- 2.12 Since the commencement of the roll-out, 12,878 tonnes of separated paper and card have been collected from participating areas (to January 2023), a breakdown is shown in table 1.
- 2.13 Graph 1 shows the positive impact of the separate collection of paper and card in reducing overall contamination of recyclable material in participating council areas. This stood at an average of 15% at the end of Q3 (excluding East Lindsey which commenced a phased roll-out during Q3). Analysis of the materials has shown that the highest proportion of contamination in the MDR was from paper and card which had become wet/contaminated by other materials and could not be recycled. Analysis of the composition of the MDR collected in South Kesteven shows that around 53% of the material is paper and card, however, much of this will be contaminated and not recyclable. Separating out the paper and card prevents it from becoming contaminated, therefore, reducing contamination and increasing the overall recycling rate.

Table 1 – Twin Stream Roll-Out Progress (to January 2023)

Authority	Commencement Date	Total Paper and Card Collected (tonnes)
Boston BC	April 2021	3701
North Kesteven DC	October 2021	5695
West Lindsey DC	April 2022	2420
East Lindsey DC	October 2022 (phased)	1062
South Kesteven DC	From October 2023	N/A
City of Lincoln	To be confirmed	N/A
South Holland DC	To be confirmed	N/A

Graph 1 – Contamination Rates Across All Councils Q1-3 (2021/22)



* Councils with separate paper and card collection

Proposal for South Kesteven

- 2.14 It is proposed that the roll-out of separate paper and card collections will commence from October/November 2023 (education, publicity, delivery of bins etc.), with the first collection taking place in January 2024 to avoid the Christmas period as the introduction over this period may be more problematic. The draft implementation plan is at Appendix 3.
- 2.15 All households currently using a 240-litre silver bin for recycling will be automatically issued with an additional 240-litre black bin with a purple lid (standardised across Lincolnshire) for paper and card only. Additional cardboard/paper placed at the side of the bin (“side waste”) will not be accepted as the paper and card must remain dry. Arrangements will be made to visit households who feel unable to accommodate an additional bin to explore their options.
- 2.16 Prior to the delivery of the bin, each household will receive a letter explaining the scheme, a collection calendar and a “right thing, right bin” leaflet explaining which material goes in which bin. Information will be replicated and supplemented with further information on the Council’s website. The engagement team will be available to speak with residents who have concerns, will accompany the waste collection crews on rounds and carry out home visits where necessary.
- 2.17 Of the 66,500 households in South Kesteven, just under 1,700 households currently receive sack collections for residual and MDR waste. Sacks are used for a number of reasons including, having no external space to store wheeled bins, where the only access to an external storage area is through the property or sacks have been issued where a householder has requested this e.g., as an alternative to using an assisted collection for wheeled bins. LCC has advised that there is currently no option for paper and card to be presented in sacks and as such, these households will be unable to participate at this time. This is being further explored by LCC and should a sack option be available in the future this will be reviewed. In the interim, a review of the reasons for each household receiving a sack collection is being undertaken and where possible these households will be issued with wheeled bins rather than sacks. Those households unable to accommodate a wheeled bin will continue to receive a MDR sack collection on the same day as the silver MDR wheeled bin collection for their area as currently. Proposed collection frequencies are shown in table 2.
- 2.18 Separating the paper and card from the MDR will free up significant capacity in the silver MDR bin, therefore, it is proposed that the paper and card collection will alternate with the MDR collection. The black residual waste bin will continue to be collected fortnightly as depicted in table 2 below. No changes to collection days or additional collections will be required to facilitate this change.

Table 2 – Waste and Recycling Collection Frequencies

Week	1	2	3	4
Residual (black bin/pink sack)	X		X	
Recycling (silver bin)		X		
Mixed Dry Recycling (clear sack)		X		
Paper/Card (purple lidded bin)				X

- 2.19 LCC will provide the new purple lidded wheeled bins through a Memorandum of Understanding, the ownership and warranty of the new receptacles will transfer to the Council at the point of delivery to households. LCC will also provide up to 2% of the original rollout amount (approx. 1360 bins per annum) for replacement bins for 3 years from implementation to replace broken bins etc. Once a sack-based solution becomes available LCC will also meet the cost of the sack provision for these households.
- 2.20 LCC has recruited a team of engagement officers to support the roll out of the new service across the county. The recruitment and employment of this team of officers, and ongoing marketing and engagement costs are being resourced by the County Council, funded from the savings being achieved from reduced disposal costs. This team also monitors the quality of the materials collected.
- 2.21 Feedback from the roll-out in other areas has shown that allowing sufficient time and capacity for communications and engagement in advance of and during commencement is a key factor in the success of the scheme. Each household will receive a collection calendar and other information explaining the scheme and what items are to be placed in which bin. Additional advice and support will be offered to householders by the engagement team throughout the roll-out. This will include visits to householders with concerns about the project e.g. a genuine lack of space for the bin.
- 2.22 Once the service is rolled-out across this district, the engagement officers will move to the next district council in the schedule. However, the engagement team will continue to be available to ensure that residents are supported.

TEEP Assessment

- 2.23 Regulation 13 of the Waste (England & Wales) Regulations 2011 (amended 2012) states that any organisation which collects waste paper, metal, plastic or glass must undertake separate collection of that waste where doing so is technically, environmentally and economically practicable (TEEP) and it is appropriate to meet

the necessary quality standards for the relevant recycling sectors. This is known as a TEEP assessment which Waste Collection Authorities are required to complete when considering changes to recycling collections. If separate collections are not practicable, then some measure of co-mingling is permitted.

- 2.24 A TEEP assessment has been undertaken for the proposed twin stream collection and is at Appendix 1. The assessment concludes that the proposed twin stream recycling collection for South Kesteven meets the requirement of Waste (England & Wales) Regulations 2011 (amended 2012).
- 2.25 The requirement to collect recyclable waste streams separately continues in the Environment Act 2021, however, the Regulations required to implement the revised assessment process have not yet been laid.

Impact on Current Refuse and Recycling Operational Policy

- 2.26 The introduction of twin stream recycling will require amendments to the current Refuse and Recycling Operational Policy which was adopted by Cabinet in 2016. The current policy allows clean cardboard to be collected at the side of recycling bins. Adopting the twin stream collection will require this arrangement to end as the paper and card collected must be dry and clean. Residents can dispose of any excess cardboard at Household Waste Recycling Centres.
- 2.27 As the policy is now 7 years old, a full review has been undertaken to ensure it continues to be fit for purpose, that language is clear and that a consistent approach to waste and recycling across Lincolnshire is supported where possible. A revised draft policy is at Appendix 2. Amendments which affect the intent or direction of the policy are highlighted in red text.

Education and Enforcement

- 2.28 Along with the other Lincolnshire council's South Kesteven promotes the "right thing, right bin" message to raise awareness of what can and cannot be recycled at kerbside. The twin stream roll-out also provides an opportunity to improve the quality of the remaining MDR stream and further increase recycling rates.
- 2.29 The roll-out has demonstrated that most householders wish to comply with the changes, however, where householders do not follow the requirements, contaminated bins will be rejected by the collection crews and the incorrect material will need to be removed by the householder before the next scheduled collection. There will be a grace period while residents adjust to the changes.
- 2.30 Where householders continue to place the incorrect material in either the MDR or paper/card bin, they will be visited by the engagement team who will explain how to correctly separate the waste and give advice on maximising the capacity of the bins e.g. breaking down boxes etc.

- 2.31 As contamination can lead to entire loads being rejected, reduced recycling rates and increased disposal cost, legislation allows fixed penalty notices to be issued for persistent non co-operation and ultimately, withdrawal of the recycling service. Education and engagement will always be the preferred option, however, there will be a requirement for enforcement on some occasions. It is anticipated that this can be accommodated within existing staff resources, however, this will need to be kept under review.
- 2.32 The Council currently takes a staged approach to enforcement, choosing to educate first, with enforcement action being a last resort. The Operational Policy includes a section on enforcement this is consistent across the county.

3. Key Considerations

- 3.1 The introduction of the twin stream recycling collection and associated policy changes as set out in this report will support the Council in meeting legislative requirements, achieve aims of the Lincolnshire Joint Municipal Waste Management Strategy and the Council's Corporate Strategy and support carbon reduction.
- 3.2 Results from councils that have already introduced the service show that the twin stream collection results in a higher quality recyclate and reduced contamination which helps to increase the district's recycling rate.

4. Other Options Considered

- 4.1 The twin stream roll-out is phased across Lincolnshire, with three district council's still to commence the scheme. Delaying the roll out in South Kesteven would impact on future roll-out for the remaining councils.
- 4.2 Section 51 of the Environmental Protection Act 1990 gives the waste disposal authority powers to give directions to waste collection authorities about the separation of waste if it considers it necessary for assisting it to comply with any obligation imposed on it by or under any enactment.

5. Reasons for the Recommendations

- 5.1 The implementation of twin stream recycling supports compliance with legislative requirements and achieves the Corporate Plan priority to work with the Lincolnshire Waste Partnership to reduce waste and further improve recycling.
- 5.2 This report is being considered by the Environment Overview and Scrutiny Committee on the same day that Cabinet will consider the recommendations of the Committee. The next meeting of Cabinet is scheduled for September and

delaying the decision until this date is likely to have adverse impacts on the commencement of some key elements of the delivery plan. The comments of the Environment Overview and Scrutiny Committee will be provided as a verbal update.

6. Consultation

- 6.1 There is no legislative requirement to consult householders in relation to refuse and recycling disposal arrangements. However, during the initial trials in other district areas feedback was sought from participating households. 82% of responding participants stated that they would be happy to continue with the separate collection of paper and card beyond the trial.

7. Background Papers

- 7.1 [Current South Kesteven District Council Refuse and Recycling Operational Policy](#)

8. Appendices

- 8.1 Appendix 1 TEEP Assessment
- 8.2 Appendix 2 Revised draft South Kesteven District Council Refuse and Recycling Operational Policy
- 8.3 Appendix 3 Draft Implementation Plan
- 8.4 Appendix 4 Equality Impact Assessment

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South Kesteven District Council

TEEP Assessment – June 2023

Proposed change to twin-stream collections

Based on WRAP's "Waste Regulations Route Map":

<https://www.wrap.org.uk/sites/files/wrap/Route%20Map%20Revised%20Dec%202014.pdf>

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Introduction & Legislative Background

The Environment Act (2021) sets out rules regarding the collection of household waste by a Waste Collection Authority like South Kesteven District Council. Section 57¹ includes:

- Subsection 10 – For the purposes of this section the recyclable waste streams are—
(a) glass; (b) metal; (c) plastic; (d) paper and card; (e) food waste; (f) garden waste.
- Subsection 5 – Recyclable household waste in each recyclable waste stream must be collected separately, except so far as provided by subsection 6.
- Subsection 6 – Recyclable household waste in two or more recyclable waste streams may be collected together where—
(a) it is not technically or economically practicable to collect recyclable household waste in those recyclable waste streams separately, or
(b) collecting recyclable household waste in those recyclable waste streams separately has no significant environmental benefit (having regard to the overall environmental impact of collecting it separately and of collecting it together).

Further details are awaited from DEFRA on the implementation of the Environment Act 2021 and whether the specific wording will result in any practical differences from the current requirement (under the Waste Regulations 2011/2012, updated by The Waste (Circular Economy) (Amendment) Regulations 2020) for separate collection of paper, plastic, metal and glass where technically, environmentally and economically practicable (commonly known as "TEEP").

In the meantime, this document uses the Waste Regulations Route Map² (see summary below) produced by the Waste and Resources Action Programme (WRAP) to align with previous legislation. The Route Map presents a step-by-step process for councils to assess and demonstrate their compliance with the Regulations.



¹ [Environment Act 2021 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2021/12/section/57)

² WRAP Route Map – <https://www.wrap.org.uk/sites/files/wrap/Route%20Map%20Revised%20Dec%202014.pdf>

Undertaking a review

This is not the first time SKDC has undertaken such an assessment. However, the WRAP Route Map (Step 7) makes clear the need for regular reviews to ensure continued compliance in the light of changing circumstances.

This report revisits and updates the 2014 assessment in the light of:

- A new local strategy – In January 2019 the Lincolnshire Waste Partnership (LWP) adopted a new Waste Strategy for Lincolnshire.
- New national requirements – As described above, the Environment Act (2021) changes the rules on household waste collections although details of how this is to be implemented are yet to be confirmed.

A key new consideration in this assessment is that the LWP have, in line with their strategic objective, "to improve the quality and therefore commercial value of our recycling stream", proposed that there be separate collections of paper and card (together) across the county. As well as the national steer for recyclables to be collected separately, these collections align with the paper industry's preference that their recycled feedstock be collected separately from other materials, particularly glass. Four of the LWP's Waste Collection Authorities have already started these "twin-stream" collections, and this provides excellent data to help us assess how such a system might work in the SKDC area.

Whilst the principal reason for undertaking an assessment at this point is to consider whether a move to separate collections of paper and card would comply with the "TEEP" requirements of the Waste Regulations, it should also be noted that the government has proposed the introduction of mandatory separate collections of food waste nationally. It is anticipated that food waste collections will help to reduce contamination levels in mixed recycling collections, however, details on the implementation are still awaited. Since the nature and size of that impact will only become clear with time, a further "TEEP" review will be undertaken once the details of food waste collections are known.

Given that all of the above applies to all of the LWP partner authorities, and that those partners are working together to implement the shared Waste Strategy for Lincolnshire, the format of this report, and some of the information contained in it, will be shared across assessments for all seven Waste Collection Authorities (WCA). However, each report also contains information specific to the WCAs own area.

Summary of Assessment Results

This assessment confirms that the proposed twin-stream collections of recyclables (separate paper and card; other recyclables mixed) meet the requirements of the Waste Regulations as follows.

Have we applied the Waste Hierarchy? – Regulation 12 <i>(See "Step 3" for details)</i> Yes. Where possible materials are handled as high as possible on the hierarchy, and very little ends up being sent for landfill disposal.
Is separate collection (of the four specified materials) necessary to “facilitate or improve” recovery? – Regulation 13(4)(a) <i>(See "Step 4a" for details)</i> <ul style="list-style-type: none">• Paper – May be necessary for quality.• Glass, metals & plastics – Not necessary for quantity or quality.
Is separate collection technically, environmentally and economically practicable? – Regulation 13(4)(b) <i>(See "Step 4b" for details)</i> <ul style="list-style-type: none">• Multi-stream (kerbside sort) = Not practicable.• Twin-stream (including separate paper & card) = Practicable.
Conclusion – Twin-stream collections with separate paper and card by South Kesteven District Council would comply with the Waste Regulations.

Step 1 – Determine What Waste is Collected and How

1.1 – List of collections

The vast majority of the waste collected by SKDC comes from kerbside collections, so this assessment will mainly focus on those.

Table 1.1 – Kerbside collections

Service	Frequency	Container(s)	Households served (rounded)
Current collections			
General (residual) waste ⁱ	Fortnightly	Black bin/sack	69,300 (all households)
Mixed dry recyclables ⁱ	Fortnightly	Silver bin/sack	69,300 (all households)
Garden waste ⁱⁱⁱ	Fortnightly	Green wheelie bin	29,900 (subscribers)
Proposed twin-stream collections (to replace current MDR)			
Separate paper & card	Every 4 weeks	Purple-lidded black wheelie bin	All applicable households
Mixed dry recyclables ⁱⁱ	Every 4 weeks	Silver bin/sack	All applicable households

i – Kerbside rounds include some collections from other premises such as schools, nursing homes and village halls.

ii – MDR collections in twin-stream areas exclude paper & card.

iii – 23 collections per year

Table 1.2 – Other collections

Service	Frequency	Container(s)	Description
Bulky waste	On request	n/a	Large household items (e.g. furniture)
Litter/street cleaning	Daily	Various	Various
Flytipping	Various	Various	Various
Sharps (needles, etc.)	Fortnightly	Various	Various
Commercial Waste	Various	Various	Various

1.2 – Waste composition

In order to assess the various collections, it is important to understand the quantities arising from each type of collection.

Table 1.3 – Overall 2022/23 quantities (tonnes)

Collected at Kerbside	Q1	Q2	Q3	Q4	Year
General (Residual) Waste	6,623	7,315	6,147	7,313	27,398
Mixed Dry Recyclables	3,692	3,298	3,753	3,269	14,012
Garden Waste	3,586	2,660	1,854	1,099	9,199
Kerbside TOTAL	13,901	13,273	11,754	11,680	50,609
Commercial residual waste					2,488
Commercial MDR					431
Litter/street cleaning/flytip					1,890
Other (Bulky)					89
Overall TOTAL					55,507

It is also important to understand the quantity of each material within the main waste streams. As indicated above the largest mixed-material streams, both collected at kerbside, have been assessed as follows:

- General (Residual) Waste – In 2022 the LWP undertook an analysis to feed data into various strategic work including this assessment.
- Mixed Dry Recyclables (MDR) – The Materials Recycling Facility (MRF) which processes the recyclables are required to test and report on the composition of their outputs.

Table 1.4 – Composition of kerbside-collected mixed waste streams

	By percentage		By tonnage	
	General	MDR	General	MDR
Paper & Card	14.4%	38.3%	3,935	5,369
Plastics	16.4%	10.7%	4,482	1,504
Glass	3.9%	17.9%	1,075	2,505
Metals	4.3%	6.4%	1,183	897
TOTAL (4 specified materials)*	39.0%	73.3%	10,675	10,276
Food Waste	30.3%	unknown ⁱ	8,292	unknown ⁱ
Garden Waste	0.9%	unknown ⁱ	251	unknown ⁱ
Other	29.9%	26.7%	8,180	3,735
TOTAL (all materials)	100.0%	100.0%	27,398	14,012

i – Food and garden waste included in “other” category in sampling of recycling collections.

Chart 1.1 – Composition of kerbside-collected general (residual) waste

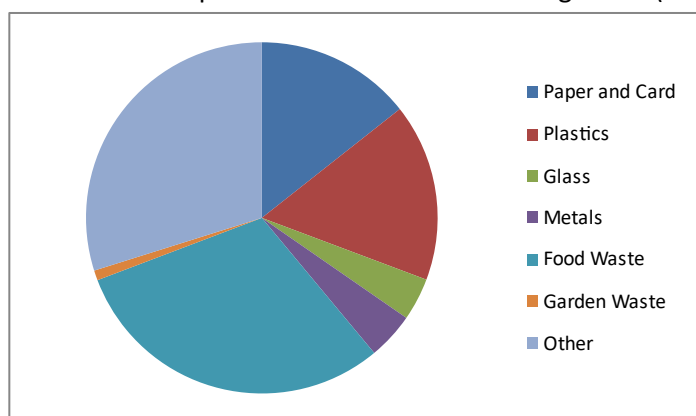
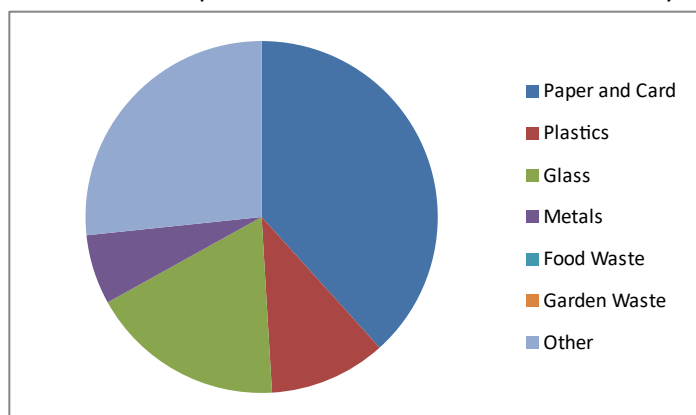


Chart 1.2 – Composition of kerbside-collected mixed dry recyclables



1.3 – Operating costs

Table 1.5 – Costs of operating collection services (2021/22)

	Staffing Costs	Vehicle Costs	Operational Costs	Income	Total Costs
Residual Waste Collections	£896,206	£619,958	£200,851	-£110,063	£1,606,952
Recycling Collections	£872,079	£420,394	£59,624	-£88,956	£1,263,141
Green Waste Collections	£408,609	£344,299	£79,962	-£1,392,460	-£559 590
Total Kerbside Collections	£2,176,894	£1,384,651	£340,437	-£1,591,479	£2,310,503

1.4 – Contractual arrangements

Collection

Since SKDC's waste collections are run as an in-house operation, there would be no contractual issues arising from a change to the current collection patterns. It should, however, be noted that there could be considerable practical issues if such a change were to result in:

- A change in disposal facilities and/or locations, or
- The need to undertake a route review to achieve those new collections.

Treatment/Disposal – Recycling

The contract for the processing of dry recyclables collected at kerbside is held and managed by Lincolnshire County Council as Waste Disposal Authority (WDA), and the current contract commenced in July 2020. That contract has been specifically written to allow for potential changes to how dry recyclable materials are collected, so there will be no issue in one or more WCAs making such a change.

Treatment/Disposal – Residual Waste

Lincolnshire County Council has a long-term contract in place for the processing of residual waste at Hykeham Energy from Waste (EfW) facility. Whilst changes to the collection of dry recyclables could impact on the tonnage and composition of the material entering that facility, it should be noted that two effects are likely to counteract each other:

1. Diversion of dry recyclables which are currently being lost to residual collections into dry recycling collections – Reducing EfW input tonnage.
2. Diversion of non-recyclables which are currently contaminating dry recycling collections into residual collections – Increasing EfW input tonnage.

1.5 – Twin-stream collections in other LWP areas

Several LWP partner authorities already operate the type of twin-stream collections which are under consideration by SKDC. An initial trial began in September 2019 and, having proved successful, four LWP WCAs have, on a staggered basis, rolled out these collections across their area.

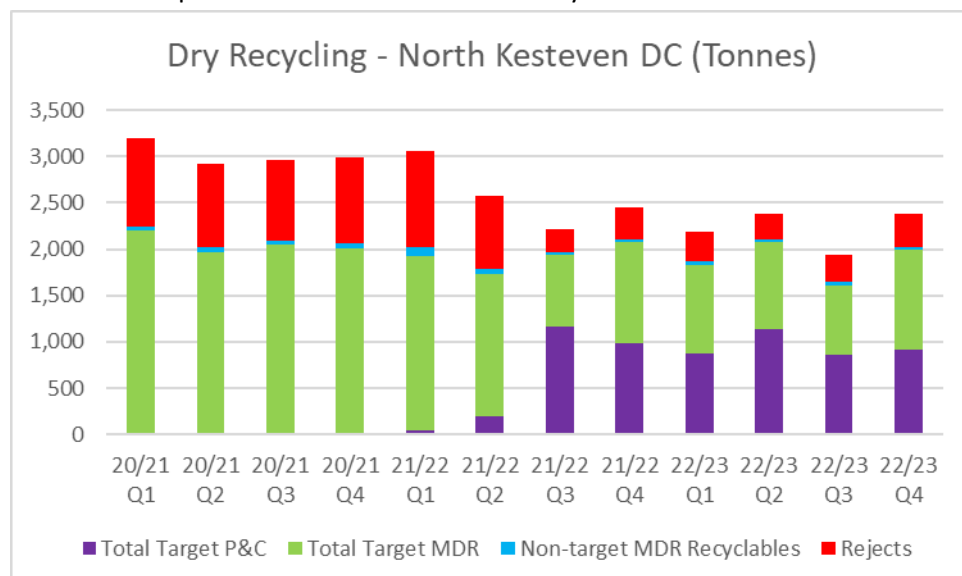
Since the existing collection patterns in SKDC are similar to what was previously in place in those areas now receiving twin-stream collections, it is helpful to be aware of the changes they have made to their kerbside collections.

	Previous (standard) service	New (twin-stream) service
Week 1	Residual waste	Residual waste
Week 2	Mixed dry recyclables	Mixed dry recyclables (no paper/card)
Week 3	Residual waste	Residual waste
Week 4	Mixed dry recyclables	Paper and card

All four twin-stream WCAs have seen similar results but, looking specifically at North Kesteven District Council (see chart below):

- Quantity of recyclables – A little less recycled than via comingled previous collections.
 - 7,639 tonnes in 2022/23 (twin-stream) compared to 8,412 tonnes in 2020/21 (fully comingled).
- Quality of recyclables – A dramatic reduction in the quantity of non-recyclable materials contaminating recycling collections.
 - Mixed recyclables contamination down from 3,661 tonnes in 2020/21 to 1,148 tonnes.
 - Paper and card contamination in 2022/23 was only 100 tonnes, less than 2% of the total material collected.

Chart 1.3 – Impact of twin-stream collections by North Kesteven District Council



In addition to the outcomes reflected by these statistics there is clear visual evidence (as per the below photos) that the introduction of twin-stream collections, accompanied by a communications and engagement campaign to encourage residents to put the right waste into the right collection, has led to a reduction in the levels of contamination in the mixed recycling stream.

Figure 1.1 – Mixed recyclables from fully-comingled MDR rounds (including paper & card)
(Contamination clearly visible – e.g. black plastic sacks)



Figure 1.2 – Mixed recyclables from MDR rounds in a twin-stream area
(Minimal visible non-target recyclable material)



Step 2 – Check How Collected Materials are Treated and Recycled

As a Waste Collection Authority in a 2-tier local authority area, the waste collected by South Kesteven District Council is delivered to destinations arranged by Lincolnshire County Council as the local Waste Disposal Authority (WDA), sometimes via a WDA-provided Waste Transfer Station (WTS).

Table 2.1 – Destination and fate of each waste stream (2022/23)

Waste Stream	WTS or direct to Destination	Destination	Material Fate
General (Residual) Waste	Grantham WTS	Hykeham Energy from Waste	Recovery (energy generation)
Mixed Dry Recyclables	<ul style="list-style-type: none"> 93% Grantham WTS 7% Market Deeping WTS 	Barkston Materials Recycling Facility (MRF)	Recycling (see below)
Garden Waste	Direct delivery	<ul style="list-style-type: none"> 79% Colsterworth 21% Market Deeping 	Recycling (composting)

The MRF at Caythorpe is a sorting facility from where the output streams go to a number of different destinations for final processing.

Table 2.2 – Destination and fate of MRF output stream for Lincolnshire (2022/23)

Waste Stream	Percentage of this stream to this destination	Final Destination	Material Fate
Paper	14%	UK	Recycling
	3%	Other: EU	
	84%	Other: non-EU	
Cardboard	100%	Other: non-EU	Recycling
Steel Cans	100%	UK	Recycling
Aluminium Cans	100%	Other: non-EU	Recycling
Other Metals	100%	UK	Recycling
Plastic Bottles	22%	UK	Recycling
	78%	Other: EU	
Other Bottles	90%	UK	Recycling
	10%	Other: EU	
Glass	100%	UK	Recycling
Non-recyclables	62%	UK	Recovery (Energy from Waste)
	38%	Other: EU	

Bulky electrical items, which are collected from households separately, are also recycled.

Step 3 – Apply the Waste Hierarchy

3.1 – Background

Regulation 12 of the Waste (England and Wales) Regulations 2012 asserts the need for us to consider the Waste Hierarchy in choosing how to handle all our waste streams. This hierarchy sets out, in order of preference, five waste management options as shown below.

Figure 3.1 – The Waste Hierarchy



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

The following table sets out how the various materials collected by SKDC, or at HWRCs in the area, are treated with regard to the hierarchy.

Table 3.1 – Destination and fate of materials

The "four materials" (as specified in Waste Regulations)		
Material (as per WRAP Route Map)	Preferred route	Waste Hierarchy result
Glass	Kerbside – Mixed recyclables	Recycling
Metal	Kerbside – Mixed recyclables	Recycling
Paper	Kerbside – Mixed recyclables	Recycling
Plastics	Kerbside – Mixed recyclables	Recycling
Other materials		
Material (as per WRAP Route Map)	Preferred route	Waste Hierarchy result
Waste oil	HWRC	Recycling
Food waste ¹	Kerbside – General waste (Potential for mandated separate collections from 2025)	Recovery (EfW) (Potential for recycling from 2025)
Garden waste	Kerbside/HWRC – Separate collections	Recycling
Card	Kerbside – Mixed recyclables	Recycling
Fines	Kerbside – General waste	Recycling (EfW bottom ash to aggregates)
Furniture	Bulky collections/HWRC	Reuse/recycling
Hazardous	HWRC	Disposal
Mattresses	Bulky collections/HWRC	Disposal

Miscellaneous combustible (e.g. nappies)	Kerbside – General waste	Recovery (EfW)
Miscellaneous non-combustible (e.g. crockery; bricks)	Kerbside – General waste HWRC – Non-household DIY waste	Recycling (EfW bottom ash to aggregates)
Sanitary	Kerbside – General waste	Recovery (EfW)
Soil	HWRC	Recycling
Textiles	HWRC	Reuse/recycling
WEEE	HWRC	Recycling
Wood	HWRC	Recovery (EfW)

i – The Environment Act (2021) indicates that food waste collection from all households will become mandatory. We await final clarification but the current proposal is that this has to be in place by March 2025.

3.2 – Actions taken

As part of the Lincolnshire Waste Partnership (LWP), South Kesteven has adopted the Waste Strategy for Lincolnshire which identifies an objective "To explore new opportunities of promoting waste minimisation and of using all waste as a resource in accordance with the waste hierarchy". Other strategic objectives will also drive material further up the hierarchy – e.g. "To improve the quality and therefore commercial value of our recycling stream".

These objectives are reflected in a number of actions which the LWP are undertaking to move materials further up the hierarchy.

Table 3.2 – Actions relating to each level of the Waste Hierarchy

Prevention	In line with the LWP's strategic objective, a team are working on an ongoing programme of joint communications which include messages about waste minimisation.
Preparation for re-use	The HWRCs include an element of reuse of suitable items including textiles, furniture and bric-a-brac. Bring sites also provide a collection point for textiles for reuse.
Recycling	<p>Provision of kerbside collections for the recycling of a wide range of materials. We are working to further improve recycling opportunities by:</p> <ul style="list-style-type: none"> • Agreeing a simplified LWP-wide recycling mix, consistent with national government guidelines • Improved joint communication of recycling messages, • Consistent website development, and • Working towards separate collections of specific materials for new/improved recycling. <p>The combined aim of these initiatives is to help our residents to support our efforts to:</p> <ul style="list-style-type: none"> • Capture recyclables which are currently being lost to residual waste collections, and • Divert non-recyclables which are currently contaminating our collections of recyclables.
Other recovery (including energy recovery)	The vast majority of materials which are not recycled are sent for energy recovery at Hykeham EfW. Those which are not are generally not suitable for that facility – e.g. hazardous chemicals, mattresses
Disposal	Landfill remains the option of last resort. In 2022/23 the Lincolnshire Waste Partnership only landfilled around 3% of the total household waste collected.

Step 4 – Decide Whether Separate Collection of the Four Materials is Required

4.1 – Introduction

Necessity Test and Practicability Test

The Waste Regulations (as amended in 2012), stated in Section 13 that:

(3) Subject to paragraph (4), every waste collection authority must, when making arrangements for the collection of waste paper, metal, plastic or glass, ensure that those arrangements are by way of separate collection.

(4) The duties in this regulation apply where separate collection—

- a) is necessary to ensure that waste undergoes recovery operations in accordance with Articles 4 and 13 of the Waste Framework Directive and to facilitate or improve recovery; and
- b) is technically, environmentally and economically practicable.

In line with these requirements, WRAP's Route Map describes two tests to be undertaken in assessing whether separate collections are indeed required:

- The Necessity Test – *Whether separate collection is necessary to “facilitate or improve” recovery; and*
- The Practicability Test – *Separate collection is required only if it “is technically, environmentally and economically practicable”.*

The Waste (Circular Economy) (Amendment) Regulations 2020 provide further clarity on the criteria for the ‘Practicability Test’ by replacing the above paragraph 4 as follows:

(4) The duties in this regulation apply where separate collection is necessary to ensure that waste undergoes preparing for re-use, recycling or other recovery operations in accordance with Articles 4 and 13 of the Waste Framework Directive and to facilitate or improve preparing for re-use, recycling or recovery, unless one of the following conditions is met—

- a) collecting the waste paper, metal, plastic or glass together results in output from those operations which is of comparable quality to that achieved through separate collection;
- b) separate collection of the waste does not deliver the best environmental outcome when considering the overall environmental impacts of the management of the relevant waste streams;
- c) separate collection of the waste is not technically feasible taking into consideration good practices in waste collection; or
- d) separate collection of the waste would entail disproportionate economic costs taking into account the costs of adverse environmental and health impacts of mixed waste collection and treatment, the potential for efficiency improvements in waste collection and treatment, revenues from sales of

secondary raw materials as well as the application of the polluter-pays principle and extended producer responsibility.

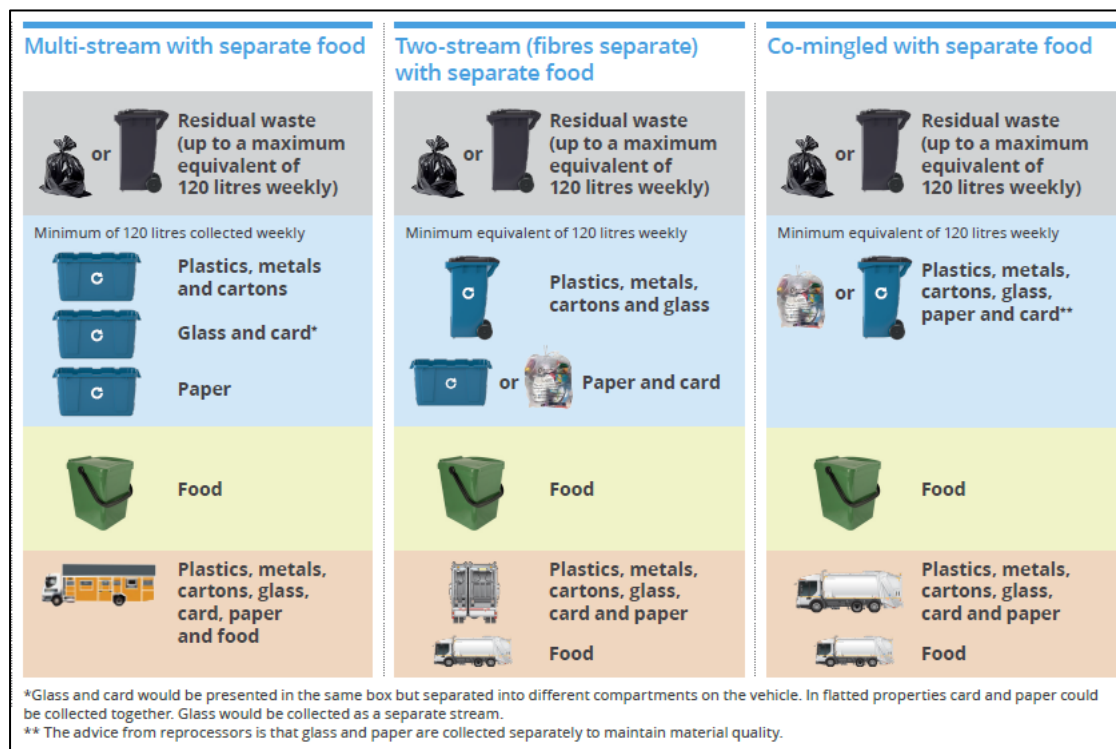
This report sets out an assessment of SKDC's current and proposed collections in the light of these two tests and the extended details.

WRAP Consistency Framework

In deciding which collection systems to assess, we have referred to WRAP's paper "A framework for greater consistency in household recycling in England" (<https://www.wrap.org.uk/collections-and-reprocessing/consistency>). This sets out three preferred overall models:

- Multi-stream with separate food
- Two-stream (fibres separate) with separate food
- Co-mingled with separate food

Figure 4.1 – WRAP's list of suggested collection schemes



In line with this our assessment focuses on those three recommended systems.

In addition to all the above considerations which apply to all councils, it is important to note that, learning from the twin-stream experiences of other LWP partners, SKDC is in a strong position to assess the potential impacts of introducing such collections across the district.

4.2 – Benchmarking data

Letsrecycle.com league tables

Whilst an individual "necessity" and "practicability" assessment will be carried out for each of the four specified materials, it is interesting first to consider the necessity of separate collections by the impact they might have on recycling performance.

In 2021/22 (latest available data), the best performing local authorities in England, by overall recycling rate, were as follows (see <https://www.letsrecycle.com/councils/league-tables/>).

Table 4.1 – Top five recycling authorities in England 2021/22 (plus SKDC for comparison)

Council	Recycling Rate (dry ⁱ only)	Dry Recycling (main materials)	Food & garden waste
Three Rivers DC	63.5% (30.3%)	Co-mingled: including glass, metal, paper and plastic	<ul style="list-style-type: none">• Separate garden waste• Separate food waste
South Oxfordshire DC	62.7% (26.3%)	Co-mingled: including glass, metal, paper and plastic	<ul style="list-style-type: none">• Separate garden waste• Separate food waste
St Albans City and DC	62.4% (26.6%)	Two Stream: <ul style="list-style-type: none">• Co-mingled: including glass, metal and plastic• Separate paper and card	<ul style="list-style-type: none">• Separate garden waste• Separate food waste
Vale of White Horse DC	61.9% (26.0%)	Co-mingled: including glass, metal, paper and plastic	<ul style="list-style-type: none">• Separate garden waste• Separate food waste
East Devon DC	61.3% (29.9%)	Two Stream: <ul style="list-style-type: none">• Sack = Includes metal and plastic• Box = Includes glass, paper and card	<ul style="list-style-type: none">• Separate garden waste• Separate food waste
South Kesteven DC	39.7% (18.9%)	Co-mingled: including glass, metal, paper and plastic	<ul style="list-style-type: none">• Separate garden waste• No separate food

i – Headline recycling rate includes composting of garden waste and food waste. Since these are not directly relevant to this report, the figure in brackets (taken from Wastedataflow – see <https://www.wastedataflow.org/>) is for "dry" recycling (former BVPI 82a) and excludes those.

It is clear from this list that it is possible to achieve high recycling rates, both overall and for dry recycling, with co-mingled collections. Thus, separate collections are not necessary for achieving high quantities of recycling. Although there is scope for improvement in SKDC's dry recycling rate, the main differences between SKDC's overall collection scheme and those described for the best-performing councils are that those authorities have food waste collections, which are expected (date to be confirmed) to be mandated for England as a result of the Environment Act.

WRAP data

WRAP provide benchmarking data (see <https://laportal.wrap.org.uk/benchmark>) to enable comparison with other local authorities, particularly those with similar characteristics. The following tables will be referred to later for each material, but they also provide insight into overall performance.

Table 4.2 – Benchmarking of SKDC performance with various cohorts (2020/21)

NB – This data includes all authorities, not just those with comingled collections

Green = Top 25% of authorities; Yellow = Above median; Orange = Below median; Red = Bottom 25%

This LAs average yield per household						
6 Core Materials 247.9kg	Paper 105.5kg	Cardboard 39.1kg	Cans 12.8kg	Glass 66.3kg	Plastic Bottles 17.4kg	Plastic Tubs And T... 6.8kg
Compared to LAs across the UK						
+25.1%	+47.4%	+20.5%	+17.5%	+7.5%	+13%	+10.6%
Compared to LAs in the East Midlands						
+17.1%	+29.8%	+18.9%	+19.8%	+0.6%	+15.6%	+17.5%
Compared to Country Living LAs						
+12%	+22.3%	+15.3%	+15.7%	-3.2%	+12.5%	+9.6%
Compared to Predominantly rural, mid deprivation LAs						
+23.4%	+49.9%	+22.6%	+15.7%	+1.4%	+9.4%	+8.5%
Figures based on average yield per household - measured in kilograms per year						

In all the cohorts assessed above, SKDC places in the top 25% for the total quantity collected of the five "widely recycled" materials and above average for those individual materials in almost all these comparisons.

4.3 – Necessity Test

In line with the amended Waste Regulations (see section 4.1 above), this test sets out to assess whether "collecting the waste paper, metal, plastic or glass together results in output from those operations which is of comparable quality to that achieved through separate collection". If this is **not** the case, separate collections are "necessary".

Paper

Quantity (Table 4.2)	SKDC's collections achieve a high yield of paper nationally and compared to other similar authorities.
Quality	Discussions with the paper industry have revealed that, whilst paper from comingled collections can be recycled, their preference is for paper which has not previously been mixed with glass and has a low moisture level. This aligns with WRAP's list of suggested recycling schemes (Figure 4.1) that, ideally, glass and paper should be collected separately from each other. The LWP have trialled, and now rolled out in four WCAs, a twin-stream approach with separate collections of paper and card. This has demonstrated an uplift in quality of paper collected for recycling compared to including it in collections of mixed recyclables.
Assessment	Separate collection may be necessary for quality In order to provide the highest quality paper for recycling, it may be necessary to collect paper separately from other recyclables.

Glass

Quantity (Table 4.2)	SKDC's collections achieve an above-average yield of glass nationally and comparable to other similar authorities.
Quality	The County Council's MRF provider, MidUK Recycling, have stated that: <i>MidUK have upgraded their glass recycling at their Caythorpe site through implementation of a separate glass cleaning operation that ensures the maximum percentage of glass can be sent for remelt rather than the lower value use of aggregates.</i>
Assessment	Separate collection is not necessary for quantity or quality It should be noted that, where LWP partners have introduced twin-stream collections (separate paper & card), contamination levels have fallen in the remaining mixed recyclables collections.

Metals & Plastics

Quantity (Table 4.2)	SKDC's collections achieve an above-average yield of both these streams.
Quality	These streams are simple to sort from each other and from other wastes for recycling.
Assessment	Separate collection is not necessary for quantity or quality It should be noted that, where LWP partners have introduced twin-stream collections (separate paper & card), contamination levels have fallen in the remaining mixed recyclables collections.

In line with the above, it may be necessary to collect paper separately from other recyclables. Thus, it is essential to assess whether such collections are practicable.

In light of this, the following options will be considered in each element of the practicability test for the separate collection of paper. These options are in line with the WRAP consistency framework (see <https://www.wrap.org.uk/collections-and-reprocessing/consistency> from which Figure 4.1 above is copied):

1. Multi-stream with separate food – a.k.a. kerbside sort
2. Two-stream (fibres separate) with separate food – i.e. paper & card separately
3. Co-mingled with separate food – This is the service against which other options will be compared.

Whilst each of these options specifies "with separate food", neither that nor garden waste collections form a part of this assessment as they don't have a significant impact on the collection of dry recyclables. It should, however, be noted that any future collections of food waste are likely to reduce contamination and increase quality of recycling collections thus increasing the likelihood that separate collections are necessary.

4.4 – Practicability Test – Technically Practicable?

This test sets out to assess whether (see section 4.1 above) *“separate collection of the waste is not technically feasible taking into consideration good practices in waste collection”*.

Clearly the current comingled collections are practicable so, as with the other following elements, this test checks the other two options and compares them with comingling. For ‘technically’, this is a simple one-stage test.

Multi-stream (kerbside sort)	Yes – Other authorities are already doing these, including those covering both urban and rural areas.
Two-stream (separate paper & card)	Yes – The Lincolnshire Waste Partnership's successful rollout across four WCAs has demonstrated that this can be done both in urban and in rural settings.
Assessment	Both options are technically practicable

4.5 – Practicability Test – Environmentally Practicable?

This test sets out to assess whether (see section 4.1 above) *“separate collection of the waste does not deliver the best environmental outcome when considering the overall environmental impacts of the management of the relevant waste streams”*.

Multi-stream (kerbside sort)

Benefits	Recycling rate – As described in the necessity test, separate collections are unlikely to improve the quantity or quality of anything other than paper.
Negatives	Vehicle movements – WRAP analysis (see Tables 4.3 & 4.4 below, taken from their report at https://www.wrap.org.uk/collections-and-reprocessing/collections-and-sorting/kerbside-collection/guidance/kerbside-recycling-costs-performance) suggests that it is unlikely to be possible to achieve similar overall yields to SKDC's present scheme (see Table 4.2 above) using kerbside sort. Even with weekly collections, the highest estimates of 202kg/HH (rural) and 147kg/HH (urban) fall well short of SKDC's current 248kg per household. As well as reduced recycling quantities, weekly collections would involve significant extra vehicle emissions (including commuting of additional staff).
Assessment	Not environmentally practicable – Significant negative impact

Table 4.3 – "Kerbside Sort Systems Modelled for Kerbsider and Stillage Vehicle Options (Rural)"

Ref.	Refuse frequency	Recycling container	Recycling frequency	Materials Collected				Vehicle Type	Yield kg/hh/yr
				Paper	Glass	Cans	Plastic		
KS1	Fortnightly	2 boxes + 1 lid	Weekly	✓	✓	✓		Kerbsider	188
								Stillage	188
KS2	Fortnightly	2 boxes + 1 lid	Fortnightly	✓	✓	✓		Kerbsider	168
								Stillage	168
KS3	Fortnightly	2 boxes + 1 lid	Weekly	✓	✓	✓	✓	Kerbsider	202
								Stillage	202
KS4	Weekly	1 box	Weekly	✓	✓	✓		Kerbsider	149
								Stillage	149
KS5	Weekly	1 box	Fortnightly	✓	✓	✓		Kerbsider	131
								Stillage	131
KS6	Weekly	2 boxes + 1 lid	Weekly	✓	✓	✓	✓	Kerbsider	160
								Stillage	160
KS7	Weekly	2 boxes + 1 lid	Fortnightly	✓	✓	✓	✓	Kerbsider	140
								Stillage	140

Table 4.4 – "Kerbside Sort Systems Modelled for Kerbsider and Stillage Vehicle Options (Urban)"

Ref.	Refuse frequency	Recycling container	Recycling frequency	Materials Collected				Vehicle Type	Yield kg/hh/yr
				Paper	Glass	Cans	Plastic		
KS1	Fortnightly	2 boxes + 1 lid	Weekly	✓	✓	✓		Kerbsider	137
								Stillage	137
KS2	Fortnightly	2 boxes + 1 lid	Fortnightly	✓	✓	✓		Kerbsider	124
								Stillage	124
KS3	Fortnightly	2 boxes + 1 lid	Weekly	✓	✓	✓	✓	Kerbsider	147
								Stillage	147
KS4	Weekly	1 box	Weekly	✓	✓	✓		Kerbsider	109
								Stillage	109
KS5	Weekly	1 box	Fortnightly	✓	✓	✓		Kerbsider	96
								Stillage	96
KS6	Weekly	2 boxes + 1 lid	Weekly	✓	✓	✓	✓	Kerbsider	117
								Stillage	117
KS7	Weekly	2 boxes + 1 lid	Fortnightly	✓	✓	✓	✓	Kerbsider	102
								Stillage	102

Two-stream (separate paper & card)

Benefits	Recycling quality (paper & card) – Twin-stream collections by other LWP WCAs produce clean paper and card which, in line with paper-mill specifications is suitable for recycling into new paper/card products. This "closed loop" recycling is more environmentally beneficial than recycling paper extracted from mixed recyclables into lower quality products. The improved quality has also opened up more local recycling options, thus reducing emissions from road haulage. Recycling quality (mixed recyclables) – The remaining mixed recyclables in LWP twin-stream areas are also less contaminated than the previous fully-comingled mix. This means less non-recycled materials going through the MRF sorting process.
Negatives	LWP twin-stream collections are being run with the same vehicles following the same route, and tipping locations, as the previous comingled collections, simply alternating between paper & card and mixed collections. Thus, there is no significant negative impact.
Assessment	Environmentally practicable – Positive impact

4.6 – Practicability Test – Economically Practicable?

This test sets out to assess whether (see section 4.1 above) *“separate collection of the waste would entail disproportionate economic costs”*.

Multi-stream (kerbside sort)

An assessment of overall system costs needs to look at the balance between two factors:

- Increased collection costs – SKDC's previous (2014) TEEP assessment established that the annual costs of operating fortnightly kerbside-sort collections are around 30% higher (£1.3 million compared to £1.0 million) than for twin-stream or comingled collections, mostly resulting from the need for additional staff and vehicles. These costs would be even higher for a weekly kerbside-sort service which, as described in section 4.5 above, would be needed to ensure the best yield of recyclables.
- Reduced processing costs – Previous work, including analysis undertaken on behalf of the LWP by WRAP, has suggested that the income received by selling high quality material to recycling companies might offset the additional collection costs. However, market prices have fallen considerably and would no longer be sufficient to fund those increased collection costs.

At present, kerbside sort collections are not economically practicable. However, should there be a significant and sustained upturn in the market for recyclables, this situation may change. Thus, it is important to continue to monitor the situation going forwards.

Two-stream (separate paper & card)

The rollout of LWP twin-stream collections has demonstrated that whole system costs can be significantly lower than those for mixed dry recyclables:

- **Collection costs** – The scheme simply replaces one of the mixed recyclables collections (in each cycle of four weeks) with the collection of paper and card. Thus, once initial costs (e.g. an additional bin for each household) have been covered, collection costs are essentially the same. In LWP areas, those initial costs, including a supporting communications team, are funded by the Waste Disposal Authority partner, Lincolnshire County Council (LCC), from disposal cost savings.
- **Transport costs** – Again, these are the same as for the current system as the delivery points are no further away, and the routes are the same; meaning no further miles are travelled.
- **Processing costs** – The quality paper and card collected is sufficient that paper reprocessors are happy to pay to receive it. Compared to the cost charged for sorting it from the mixed recyclables, this represents a saving of over £100 per tonne including avoided processing costs for the Waste Disposal Authority partner, LCC, who use these to fund startup and communications costs.

Summary

Multi-stream (kerbside sort)	Not economically practicable – Costs are considerably higher than the current comingled collections
Two-stream (separate paper & card)	Economically practicable – Collection costs are essentially the same as the current comingled collections, and processing costs are considerably lower.

4.7 – Practicability Test – Summary

Comparing the other WRAP-specified options with the current comingled collections:

	Multi-stream (kerbside sort)	Two-stream (separate paper & card)
Technically Practicable?	Yes	Yes
Environmentally Practicable?	No	Yes
Economically Practicable?	No	Yes
Overall Assessment	Not practicable	Practicable

Step 5 – Obtain Sign-off

The WRAP Route Map indicates a number of steps to ensure necessary approval and sign-off of this assessment and associated actions. We have undertaken each of these actions as follows.

You may wish to obtain a peer review of work carried out to assess your compliance.	This assessment has been undertaken in cooperation with the LWP to ensure that expertise and experience is drawn upon.
You will need explicit sign-off from senior officers including: <ul style="list-style-type: none"> • Relevant Director/Assistant Director • Senior Lawyer 	See below.
It is also likely that the decisions taken will need to be reviewed by the council committee or member with lead responsibility for waste.	This assessment will be reviewed and approved by Cabinet.

If the assessment indicates that substantial changes to the authority's collection method are required, especially if there will be costs associated with the change, the minuted agreement of full council may be required.	Substantial changes are required, so Cabinet agreement will be sought.
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The results and actions set out in this assessment are approved by:

SIGNATURE	SIGNATURE
NAME "Director/Assistant Director"	NAME "A senior lawyer within the council"

Step 6 – Retain Evidence

Simple once the rest of the process is complete.

- Check that this report fulfils the requirements as set out in Route Map notes on Step 6.

This step essentially refers to keeping records of any evidence to back up the information set out in this assessment, particularly with regard to the following categories. Each of these corresponds to one step as described in this report:

1. Current waste collections
2. Current waste treatment and recycling processing
3. Applying the waste hierarchy
4. The Four Materials – Necessity and Practicability
5. Sign-off

All such information has indeed been retained.

Step 7 – Re-evaluation Process

As stated in the WRAP Route Map, this assessment is not a "once and for all" task. We will repeat it on a regular basis, particularly in light of any changes in the landscape in which we are working. Indeed, this report represents a re-evaluation of a previous assessment.

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Refuse and Recycling Operational Policy

DRAFT

Version	Reason
1.1	Amendments to policy approved 11 January 2016

Introduction

South Kesteven District Council's Refuse and Recycling Policy aims to ensure that waste and recycling services operate effectively and efficiently

This policy document set out the requirements for residents and the procedures to be followed, ensuring consistently and transparency.

Under the Environmental Protection Act 1990, South Kesteven District Council is a Waste Collection Authority, and as such, has a statutory duty to collect household waste from all domestic properties within its administrative area. The Council has specific powers to stipulate:

- the size and type of the collection receptacle(s)
- where the receptacle(s) must be placed for the purpose of collection and emptying
- the materials or items which may or may not be placed within the receptacle(s)

Where residents fail to comply with the Council's requirements, a proportionate approach will be taken in accordance with the Council's Enforcement Policy. As per the Section 46 notification, this may result in the issue of -a fixed penalty notice or other legal action, or a loss of the collection service.

1. Assisted Collection

- 1.2. Residents may request an 'assisted collection' if they are unable to transport their wheeled bins/bags to the kerbside for collection due to infirmity, disability or other health related reasons and there are no other occupants in the household (age 16 years and over) able to assist. Assisted collections can be on a temporary or long term basis and are subject to the Council being satisfied that service provision is warranted.
- 1.3. Residents requesting an assisted collection may be required to provide a letter of support from a medical practitioner and will usually receive a home visit to verify that they qualify for the service and to agree the collection location. Residents are required to provide information so that a simple application form may be completed. Applications are considered on a case by case basis. Home visits are carried out where necessary.
- 1.4. Wheeled bins/sacks will be collected from the agreed location. Wheeled bins will be returned to the same location.
- 1.5. Residents are responsible for ensuring bins/sacks are visible to collection crews in the agreed location and that there are no obstructions. Gates must be unlocked by 7.30am on the day of collection. If the operative is unable to gain access no further collection will be attempted until the next scheduled collection.
- 1.6. Residents must inform the Council if circumstances change and the assisted collection is no longer required. The register will be periodically reviewed and users contacted to confirm a continuing need for the service. The service will be withdrawn if the household is no longer eligible. Where temporary collections have been agreed these will usually have a defined end date where the service will automatically end. Residents must contact the Council to agree any extension.

2. Receptacles, Side Waste and Excess Waste

- 2.1. Under Section 46(4) of the Environmental Protection Act 1990, the Council has specific powers to specify:
 - The size and type of the receptacle (sacks or wheeled bins)
 - Where the sacks/wheeled bins must be placed for the purpose of collection and emptying
 - The materials or items which may or may not be placed within the sacks/wheeled bins
- 2.2. Failure to comply with these requirements may result in a Fixed Penalty Notice or other proportionate legal action, or a loss of the collection service

Waste Receptacles

- 2.3. Households will be provided with standard 240 litre wheeled bins to store different materials as follows:
 - Black for household/residual waste that cannot be recycled
 - Silver for mixed dry recycling (excluding paper and card)
 - Black with purple lid for paper and card
 - Green for garden waste (subject to subscription)
- 2.4. The following materials are to be placed in each wheeled bin/sack

Black wheeled bin with purple lid

All paper and card materials must be clean and dry with no food residue

- paper (with no glue or paint)
- cardboard tubes and boxes
- food packaging boxes (with no food)

- cardboard egg boxes
- envelopes with or without plastic windows
- junk mail
- newspapers and magazines
- household packaging
- greeting cards and wrapping paper (with no foil or glitter)

Silver wheeled bin/clear sack

- glass bottles and jars
- metal cans
- clean foil
- aerosols
- waxed cartons
- plastic bottles, pots and tubs

Black wheeled bin/pink sack

All non-recyclable household waste. Items such as batteries, electrical items, asbestos, rubble, garden waste building material and hazardous waste must not be placed in the black bin/pink sack and should be disposed of at Household Waste Recycling Centers. Details of locations can be found at www.Lincolnshire.gov.uk

- 2.5. Further details of what can be placed in each bin are available on the Councils website at www.southkesteven.gov.uk/whichbin Waste/recycling will not be collected from non-council provided/agreed receptacles.
- 2.6. The Council may empty larger bins provided by landlords by prior agreement e.g. in shared occupancy buildings or flats where there is insufficient space. See Section 8.
- 2.7. Large families e.g. more than 6 people, or more than 3 children in nappies, or residents with large quantities of non-hazardous medical waste may be provided with an additional wheeled bin.
- 2.8. In some instances, it is not possible to safely store wheeled bins on some properties, this is usually due to lack of space or poor access. Properties that may be provided with pink sacks for residual waste and clear sacks mixed dry recycling as an alternative to wheeled bins include:
 - Flats with limited/no external storage
 - Properties with no frontage
 - Properties with no rear access
- 2.9. Residents receiving a sack collection will be provided with 104 sacks of each colour (pink for residual and clear for mixed dry recycling) per year. This provides equivalent capacity to a wheeled bin. A maximum of 4 pink bags will be collected from a household on any collection date. Any additional bags will be treated as side waste and will not be collected. Residents may purchase additional clear sacks for mixed dry recycling.

Side Waste

- 2.10. The presentation of 'side' waste (extra waste which is placed next to the black wheeled bin) does not support waste minimisation principles. Any waste left beside the black wheeled bin or inside bin stores will not be collected.
- 2.11. The provision of two wheeled bins for recycling (silver for mixed dry recycling and black with purple lid for paper and card) should provide sufficient capacity for residents' recycling needs. Where residents have recycling which exceeds the capacity of the relevant bins, this should be taken to a Household Waste Recycling Centre.
- 2.12. Paper and card side waste which is not contained within the purple lidded wheeled bin will not be

collected. This is because the paper and card must remain clean and dry. Householders must place all wet or dirty paper or card in the residual (black) wheeled bin.

- 2.13. Exceptions to the side waste requirements may occasionally apply for example where severe weather conditions impact on the service. Details of any exceptions will be published on the Council's website.

Excess Waste

- 2.14. Householders may disposal of excess waste and recycling at Household Waste Recycling Centers, details of locations can be found at www.Lincolnshire.gov.uk
- 2.15. Residents may choose to use the Council's bulky waste collection service for large items e.g. furniture, the service can be booked online at www.southkesteven.gov.uk/bulky
- 2.16. Where a wheeled bin is considered to be overloaded, either by weight or by volume of material, it will not be emptied. This is at the discretion of the operative based on health and safety and the safe working limits of the collection vehicle lifting equipment.

3. Presentation of Receptacles

- 3.1. Wheeled bins/sacks must be presented at the edge of the householders' property closest to the public highway by 7.30am on the day of collection. Wheeled bin handles should face the highway. Bins must be taken back within the property boundary as soon as practical following emptying.
- 3.2. Bins reported to the Council as being left on the street will be investigated and subject to the investigation may be removed.
- 3.3. There may be occasions when it is necessary to collect bins/sacks prior to 7.30am. for example in extreme weather conditions. Where this occurs, the Council will make every effort to publicise any changes as widely as possible.
- 3.4. Where properties are located on private roads/private shared driveways bins/sacks must be presented where the private access road / driveway meets the public highway.
- 3.5. In cases where due to the access or the location of a property it may not be possible for residents to place wheeled bins/sacks at the edge of the public highway an assessment will be made on an individual basis to agree a suitable collection point.
- 3.6. Refuse collection vehicles are not obliged to travel on private roads or surfaces. Where the collection vehicle must travel over a private road / drive the Council will not be liable for any damage caused to the surface due to weight of the vehicle.
- 3.7. Wheeled bins/sacks will not be collected from within the curtilage of the property unless an assisted collection has been agreed (see section 1).
- 3.8. Residual waste (black bin/pink sacks) will be collected fortnightly. Mixed dry recycling (silver bin) and paper and card (purple lidded bin) will be collected alternately as shown below. Mixed dry recycling sacks will be collected once a month.

Week	1	2	3	4
Residual (black bin/pink sack)	X		X	
Recycling (silver bin)		X		
Mixed Dry Recycling (clear)		X		

sack)				
Paper/Card (purple lidded bin)				X

- 3.9. Collection days may change due to Public Holidays. Collection days are published on the Council's website www.southkesteven.gov.uk
- 3.10. Where adverse weather or other operational issues mean that a waste collection round cannot be completed as planned, residents are encouraged to leave their wheeled bin/sacks out for collection unless advised otherwise. Updates will be provided on the Council's website and through social media.

4. Garden Waste Collection (Green bin)

- 4.1. A chargeable service for the collection of garden waste is available to householders. Information on the service, terms and conditions how to subscribe are available at www.southkesteven.gov.uk/greenbin
- 4.2. Garden waste is not permitted in the residual waste or recycling wheeled bins/sacks. Bins/sacks containing garden waste will be rejected as contaminated and will not be emptied/collected. The householder will be responsible for removing the waste before the next scheduled collection.
- 4.3. Residents who do not subscribe to the service are encouraged to compost or dispose of garden waste at any of the Lincolnshire Household Waste Recycling Centers <https://www.lincolnshire.gov.uk/recycling-waste/find-recycling-centre>

5. Missed Bin/Sack Collections

- 5.1. Residents may report a missed collection via the Council's website from 3pm and within 2 working days of the scheduled collection day. Reports outside of this timeframe will not be accepted and the resident should present their wheeled bin/sack again for collection on the next scheduled collection day. Individual queries will be addressed on a case-by-case basis.
- 5.2. Operatives will return for a 'missed bin' within ~~two~~ five working days where the resident has complied with the requirements for the presentation of receptacles (see section 3), but the wheeled bin/sack has not been collected. Residents must leave their wheeled bin/sack at the kerbside during this period. Operatives will not collect missed bins/sacks from within the property boundary unless the resident receives an assisted collection.
- 5.3. Refuse freighters are fitted with an 'in cab' system which is used to monitor collections. All wheeled bins/sacks not presented in accordance with this policy will be logged on the system. There is no incentive for operatives to miss a collection or report it as contaminated on the system. Where a bin/sack has been logged as not out, contaminated, overweight etc. operatives will not return to collect the bin/sacks even if the resident has subsequently rectified the issue. The bin/sack must be presented again for collection on the next scheduled collection day.
- 5.4. Where access to a road is blocked due to road works or parked vehicles operatives will automatically attempt to return either later the same day or in the following days. If after three attempts access is still blocked residents will need to present their wheeled bin/sack for collection on the next scheduled collection day.
- 5.5. Where a wheeled bin is rejected, a tag giving the reason for rejection is attached to the wheeled bin.

6. New, Additional and Replacement Receptacles

- 6.1. A set of three 240 litre bins (silver, black and purple lidded) will be issued to new houses as standard, a charge is made for all new wheeled bins. Where the developer has failed to make this provision, the resident will be liable for the purchase of the wheeled bins. No collections will be

made until such time as wheeled bins, of an approved design and colour, have been purchased.

- 6.2. Any damage to wheeled bins caused during the collection process will be rectified free of charge. This may be through the provision of a new or refurbished wheeled bin.
- 6.3. Residents will be charged for replacement wheeled bins where they have been damaged due to neglect, intentional damage or hot ashes. Charges are reviewed annually and available in the Councils' published fees and charges. Payment must be made at that time of ordering.
- 6.4. Replacement wheeled bins will be delivered to householders as soon as practicable after the payment has been received, this will usually be within 10 working days.
- 6.5. All refuse and recycling receptacles supplied to householders remain the property of the Council.
- 6.6. When moving address, householders must leave the refuse and recycling wheeled bins at the property for the new occupant. Garden waste bins should be taken to the new property by the resident if the new address is within South Kesteven.
- 6.7. Householders are responsible for the storage, safe keeping and cleaning of refuse and recycling receptacles.
- 6.8. Where it is found that additional receptacles have been acquired by householders (i.e. an additional black wheeled bin) the Council will take measures to empty and remove any additional bins.

7. Medical and Hygiene Waste

- 7.1. Hygiene waste includes nappies, stoma bags (must be drained prior to disposal), sanitary products, noninfectious wound dressings and incontinence pads etc. These items should be bagged and placed in the residual black wheeled bin/pink sack for collection.
- 7.2. Residents with large amounts of hygiene waste which cannot be contained within the residual wheeled bin may request an additional marked black bin which will be collected at the same time as the residual (black) wheeled bin. Written confirmation of the need for an additional bin is required from a suitably qualified person (medical practitioner, nurse, GP etc) and should include a description of the waste to be collected. The bins are not suitable for liquid waste and any wheeled bins containing this type of waste will be rejected. Residents must make alternative arrangements with their medical practitioner for the collection of liquid waste.
- 7.3. The Council will collect medical sharps which must be presented and sealed in a sharps bin/container intended for that purpose. The Council does not provide the containers, these can be obtained on prescription from a GP or pharmacist. Residents can request a collection of sharps bins online or via the Customer Service Centre by telephoning 01476 406080. Alternatively, sharps bins will be accepted at the Council's Alexandra Road Depot in Grantham. The Council is unable to provide a service for the removal / disposal of unused pharmaceuticals which should be returned to a pharmacy.

8. Flats and Communal Bin Stores

- 8.1. There may be occasions where it is no practical to provide 3 x 240 litre wheeled bins for each household. The Council will assess the arrangements for flats/ mixed properties on an individual basis
- 8.2. Should a developer/builder/management agent decide to provide their complexes with 1100 litre bins the Council will, by arrangement, empty these bins.
- 8.3. Where agreed, wheeled bins will be collected from and returned to the communal bin store.
- 8.4. Where bins in a communal store area are contaminated they will be rejected and not emptied. It will be the responsibility of the residents / managing agents to arrange for the materials to be removed

before the bins will be emptied on the next scheduled collection day.

- 8.5. Where residents of flats/mixed properties do not segregate their waste for recycling in an effective manner, the Council will endeavor to work with residents to encourage recycling. If appropriate the Council will use its enforcement powers to achieve improvement in recycling performance from multiple occupancy properties. Where there is a recurring problem recycling bins may be removed.
- 8.6. It is the property management company / residents role to present the bins in a manner that allows for a collection to take place. Where access is not possible due to locked gates etc the wheeled bins/bags will not be collected.
- 8.7. Where excess waste blocks access to a bin store (bags, loose waste, furniture etc), the operatives will not clear the area and wheeled bins will not be emptied. It is the responsibility of the management company / residents to clear the area and dispose of the excess waste. Wheeled bins will be emptied at the next scheduled collection subject to access. The disposal of waste by landlords/managing agents must be carried out in accordance with current legislation.
- 8.8. Where a property is part commercial and part residential - for example a flat above a shop the Council will provide for the collection of the household waste only. Where there are doubts as to the origins of the waste (i.e. where commercial waste is apparent) then the waste will not be collected or a charge will be made.

9. Education and Enforcement

- 9.1. Enforcement activities will be in accordance with the Council's 'enforcement policy' and as such, any enforcement will follow these principles.
- 9.2. A full list of materials which may be placed in the silver wheeled bin/clear sack mixed dry recycling is available on the Council's website. Only clean, dry card and paper may be placed in the purple lidded wheeled bin.
- 9.3. The Council will reject for collection, refuse and recyclables receptacles for the following reasons:
 - Overloaded wheeled bins (by weight and volume)
 - Wrong receptacle presented e.g recycling wheeled bin presented on refuse week
 - Wheeled bin is too heavy to lift, due to containing heavy waste e.g construction,DIY or soil waste
 - Contamination of recyclable materials
 - Garden waste in residual collection (black wheeled bin or pink bag).
- 9.4. It is the responsibility of the householder to remove the contamination and dispose of it in the correct manner.

Tools and powers

- 9.5. This section relates to the provision of kerbside domestic waste collections. It does not cover other waste collection services such as litter and dog bins, household waste recycling centres, the collection of recycling from sites where recycling materials are deposited, (also known as 'bottle banks' or 'bring sites'). Information on all waste collection services is available on the Council's website and is kept under constant review.
- 9.6. Section 58 of the Deregulation Act 2015 amends section 46 of the 1990 Act, through new sections 46A to 46D to de-criminalise offences relating to incorrectly presented domestic waste. These amendments enable waste collection authorities in England to issue a written warning if a person fails to comply with reasonable requirements regarding the storage of household waste. These include (but not limited to) the following:
 - prohibiting the presentation of loose residual waste
 - where and when the receptacle is presented for collection

- not to overload the receptacle (e.g. the bin lid is up)
 - what is to be placed within the receptacle.
- 9.7. This penalty is a civil penalty rather than being a criminal offence, and therefore a Fixed Penalty Notice can be issued.
- 9.8. The first step in response to any reports regarding waste collection will be to provide education, guidance and support, whether this be in relation to what goes into the recycling bin or when it should be presented.
- 9.9. Where education does not address the issues of concern, the council will seek to issue formal advice in writing, along with information on how to comply. This will be undertaken at the earliest opportunity to attempt to ensure compliance at an early stage. This intervention will serve as a warning that actions may escalate to service of a Fixed Penalty Notice should the individual(s) responsible fail to comply in the future. This will be in the form of a written warning as specified by the 1990 Act. Any specific requirements would be made clear and will provide details on how the recipient can achieve compliance and by when. Advice and guidance will remain available throughout this process. Legally, enforcement action could be taken 1 year from the service of the written warning.
- 9.10. Should the above steps fail to deliver the desired impact, appropriate enforcement powers will be used in order to bring about a resolution and maintain a clean and welcoming street scene. In such instances, the Council will seek to use powers contained within the 1990 Act, or part 4 of the Anti-social Behaviour, Crime and Policing Act 2014 as appropriate. Education will continue to be provided at all stages of enforcement. Designated officers are authorised through delegations of the council's constitution, to discharge the legal aspects of this policy.
- 9.11. Enforcement is only applicable where non-compliance causes a nuisance or is likely to be detrimental to the amenity of the locality and there has been continued or repeated non-compliance (for example, but not limited to, blocking the footpath or limiting access).
- 9.12. Where the above steps have been taken in relation to reports of non-compliance with waste collection requirements, an authorised officer may serve on the person a 'notice of intent' to serve a Fixed Penalty Notice. A 'notice of intent' will contain information about:
- The grounds for proposing to require payment of a fixed penalty
 - The amount of the penalty that the person would be required to pay
 - The right to make representations (within 28 days).
- 9.13. A person on whom a 'notice of intent' is served may make representations to the authorised officer within 28 days as to why payment of a fixed penalty should not be required. If the representations are accepted, no monetary penalty will be imposed.
- 9.14. If there is still no compliance after this letter a 'final notice' to pay a fixed penalty will be issued as set by our current schedule of fees and charges. If failure to comply continues, further fixed penalties may be issued. A warning will be issued prior to each monetary penalty.
- 9.15. The Council may refuse to collect waste if notices are not complied with and relevant legal and waste contractual contravention conditions are met. This option will be carefully considered against any potential long-term impacts.
- 9.16. Persons may also appeal to the First-Tier Tribunal against the decision to require payment of a fixed penalty. Payment periods are suspended until the case is determined.
- 9.17. Failure to pay any penalty imposed under this policy will lead to recovery action either summarily, as a civil debt or through a high court or county court order.
- 9.18. Should there be continued non-compliance leading to the service of more than one fixed penalty notice within a 12 month period, consideration will be given to further actions other than the use of

fixed penalties to include but not limited to:

- Criminal proceedings under the 1990 Act (potentially leading to prosecutions).
- Withdrawal of aspects of the service (for example garden / green waste and / or recycling bins).

- 9.19. Such measures are as a last resort when all other avenues have expired. Such actions will be decided by the appropriately delegated officer.
- 9.20. All reports will be investigated without bias or preconception. Investigations of complaints may involve the sharing of, or access to, partner information relating to the individuals or complaint. All parties will be kept up to date throughout the course of the investigation and will be notified of action being taken. Cases will usually be closed following contact with the complainant or confirmation from officers that the issue no longer exists. We may close cases in circumstances where the complainant refuses to co-operate and/or engage in working with us in providing evidence of the impact of any relevant issues. If an individual remains dissatisfied they can use the Council's complaints procedure.
- 9.21. Further Guidance
- Sections 35 to 54 of the Clean Neighbourhoods and Environment Act
 - DEFRA, Fixed Penalty Notices issuing and enforcement by Councils and Guidance on the legal definition of waste and its application <https://www.gov.uk/environment/waste-and-recycling>

10. Bulky Household Waste Collection

- 10.1. The bulky household waste collection service is a chargeable service for the collection of household items such as white goods e.g. fridges, televisions, furniture etc. This does not include the collection of fixtures and fittings such as kitchens, bathrooms, etc. Collections may be booked online at www.southkesteven.gov.uk/bulky
- 10.2. Full terms and conditions of the service are available on the Council's website at www.southkesteven.gov.uk/bulky
- 10.3. The Council may suspend the bulky household waste collection service during Bank Holiday periods and in cases of severe weather.

11. Severe Weather

- 11.1. In the event of severe weather, e.g. snow, ice, floods or other conditions that disrupt waste and recycling collection services, the Council will aim to continue services where it is safe to do so.
- 11.2. Where collections are missed due to weather conditions, residents are asked to leave their bins/bags out for collection for 1 week (including the weekend as missed collections may be carried out on Saturdays). If the collection has not been made during this time bins/bags should be taken back into the boundary of the property and re-presented on the next scheduled collection day.
- 11.3. The collection of missed residual (black bin/pink sack) collections will be prioritised. This may mean that the garden waste service is temporarily suspended over any periods of disruption. Depending on the duration of any such event, extra waste will be accepted alongside containers.
- 11.4. Updates for residents will be provided via social media, the Council's website and any other communication means considered appropriate.

12. Additional Capacity for Large families

- 12.1. Households of five or more people can request additional residual and/or recycling wheeled bins to assist with recycling or disposing of their waste. It should be noted that this policy relates to single family units and not houses in multiple occupancy where other arrangements are in force.

- 12.2. Where a household produces excess residual waste which cannot be accommodated in a 240 litre wheeled bin collected on a fortnightly basis and arises from five or more persons permanently residing in the house the provision of additional capacity will be considered.
- 12.3. Where a need is agreed, additional recycling capacity will take precedence and will be provided free of charge. The ongoing need for additional capacity will be reviewed periodically.

13. Commercial / Trade Waste Collection

- 13.1. The Council offers a collection service for commercial/trade waste. Details of the service may be found at www.southkesteven.gov.uk/commercialwaste

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Activity	Sub-task	Owner	Start	Finish
Governance	Environment Overview and Scrutiny Committee	SKDC	11-Jul-23	11-Jul-23
Governance	Cabinet	SKDC	11-Jul-23	11-Jul-23
Comms Plan	Issue 1st press release	SKDC	11-Jul-23	14-Jul-23
Householder Comms	Finalise householder Information Pack (leaflet, letter and calendar)	SKDC	02-Oct-23	13-Oct-23
Bin procurement	Purchase of wheeled bins	LCC	08-Sep-23	08-Sep-23
Member Engagement	Member engagement sessions	SKDC/LCC	01-Oct-23	31-Oct-23
Staff Training	Staff training sessions/engagement	SKDC/LCC	15-Oct-23	14-Jan-24
Comms Plan	Update SKDC website with FAQs and information	SKDC	27-Oct-23	27-Oct-23
Comms Plan	Issue 2nd press release (expect information pack & bin)	SKDC	01-Nov-23	01-Nov-23
Householder Comms	Distribute householder information pack to all households (by mail)	LCC	01-Nov-23	05-Nov-23
Implementation	Delivery of paper and card wheeled bins to households by contractors	LCC	06-Nov-23	05-Jan-24
Implementation	One to one engagement with householders with concerns/issues	LCC	01-Nov-23	15-Jan-24
Comms Plan	Issue 3rd press release (new collection regime starting)	SKDC	08-Jan-24	08-Jan-24
Implementation	Mop up of outstanding bin deliveries	LCC	08-Jan-24	19-Jan-24
Implementation	New collection regime begins	SKDC	08-Jan-24	ongoing
Operations	Change refuse collection vehicle banners	SKDC	08-Jan-24	08-Jan-24
Householder Comms	Educational visits and support during collection rounds	LCC	08-Jan-24	29-Mar-24
Implementation	MDR collection - tag and take if contaminated	SKDC	08-Jan-24	12-Jan-24
Implementation	Black residual bin collection	SKDC	15-Jan-24	19-Jan-24
Implementation	MDR collection - tag and take if contaminated	SKDC	22-Jan-24	26-Jan-24
Implementation	Black residual bin collection	SKDC	29-Jan-24	02-Feb-24
Comms Plan	Issue 4th press release - first paper and card collection next week	SKDC	29-Jan-24	02-Feb-24
Implementation	1st purple lidded bin paper - tag and reject if contaminated	SKDC	05-Feb-24	09-Feb-24
Implementation	Black residual bin collection	SKDC	12-Feb-24	16-Feb-24
Implementation	MDR collection - tag and reject if contaminated	SKDC	19-Feb-24	23-Feb-24
Implementation	Black residual bin collection	SKDC	26-Feb-24	01-Mar-24

Implementation	2nd purple lidded bin paper and card collection	SKDC	04-Mar-24	08-Mar-24
Implementation	Black residual bin collection	SKDC	11-Mar-24	15-Mar-24
Comms Plan	Issue 4th press release - bins will be rejected if contaminated	SKDC	11-Mar-24	15-Mar-24
Implementation	MDR collection - reject if contaminated	SKDC	18-Mar-24	22-Mar-24



Equality Impact Assessment

Question	Response
1. Name of policy/funding activity/event being assessed	Introduction of twin stream recycling (separate collection of paper and card)
2. Summary of aims and objectives of the policy/funding activity/event	<p>Mixed dry recycling is currently collected from households as “co-mingled” (all material collected together). “Twin stream” recycling requires the householder to separate paper and card out from other dry recycling.</p> <p>This approach is intended to support new legislative requirements contained in the Environment Act 2021 to collect recyclable materials separately (subject to it being technically or economically practicable).</p> <p>This approach is intended to improve the quality of the recyclable materials and deliver positive environmental benefits.</p>
3. Who is affected by the policy/funding activity/event?	All households
4. Has there been any consultation with, or input from, customers/service users or other stakeholders? If so, with whom, how were they consulted and what did they say? If you haven't consulted yet and are intending to do so, please complete the consultation table below.	<p>Following trials in North Kesteven, Boston and South Holland, Twin Stream has been successfully rolled out in 4 of the Lincolnshire district and is intended to be available across all areas by the end of 2024.</p> <p>Consultation (in the form of customer surveys) was carried out as part of the initial trial in North Kesteven. Some issues relating to the correct sorting of recyclable materials were raised. Communications messaging has been adjusted to make this clearer with pictorial messaging. LCC will provide engagement officers to visit householders providing support and advice where needed.</p>
5. What are the arrangements for monitoring and reviewing the actual impact of the policy/funding activity/event?	The rollout will be managed through a project team with support from LCC. Following initial letters to every household, engagement will continue throughout via social media and advice visits to householders finding the transition more challenging. Where local community groups are identified opportunities to promote and educate via these will be used.

Protected Characteristic	Is there a potential for positive or negative impact?	Please explain and give examples of any evidence/data used	Action to address negative impact e.g. adjustment to the policy <i>(The Action Log below should be completed to provide further detail)</i>
Age	Neutral	Age is not a determinant in the introduction of this change.	No action required at this stage.



		Assisted collections are available to support residents who find it difficult to place their bin at kerbside due to frailty.	
Disability	Neutral	<p>Assisted collections are available to support residents who find it difficult to place their bin at kerbside due to disability.</p> <p>Bins will have a purple lid and raised text stating “paper and card only” making them distinctive from existing bins.</p> <p>One to one engagement and education visits will be offered to support residents with disabilities which may impact on their ability to participate.</p>	Consider discussion with South Lincs Blind Society and Grantham Mencap to obtain comments on effective messaging for those with visual and learning disabilities (see “consultation” below)
Gender Reassignment	Neutral	Gender Reassignment is not a determinant in the introduction of this change which will be implemented across all households.	No action required at this stage.
Marriage and Civil Partnership	Neutral	Marriage and Civil Partnership is not a determinant in the introduction of this change which will be implemented across all households.	No action required at this stage.
Pregnancy and Maternity	Neutral	Pregnancy and Maternity is not a determinant in the introduction of this change which will be implemented across all households.	No action required at this stage.
Race	Neutral	Race is not a determinant in the introduction of this change which will be implemented across all households.	No action required at this stage.
Religion or Belief	Neutral	Religion or Belief is not a determinant in the introduction of this change which will be implemented across all households.	No action required at this stage.



Sex	Neutral	Sex is not a determinant in the introduction of this change which will be implemented across all households.	No action required at this stage.
Sexual Orientation	Neutral	Sexual Orientation is not a determinant in the introduction of this change which will be implemented across all households.	No action required at this stage.
Other Factors requiring consideration			
Socio-Economic Impacts	Neutral	Bins will be provided at no cost to households.	No action required at this stage.
Carers (those who provide unpaid care to a family member, friend or partner)	Neutral	Carers is not a determinant in the introduction of this change which will be implemented across all households.	No action required at this stage.

Consultation

Negative impacts identified will require the responsible officer to consult with the affected group/s to determine all practicable and proportionate mitigations. Add more rows as required.		
Group/Organisation	Date	Response
South Lincs Blind Society		Discussion to be held following the meeting of the Finance, Economic and Environment Overview and Scrutiny Committee
Grantham and District Mencap		Discussion to be held following the meeting of the Finance, Economic and Environment Overview and Scrutiny Committee

Proposed Mitigation: Action Log

To be completed when barriers, negative impact or discrimination are found as part of this process – to show actions taken to remove or mitigate. Any mitigations identified throughout the EIA process should be meaningful and timely. Add more rows as required.				
Negative Impact	Action	Timeline	Outcome	Status

Evaluation Decision

Once consultation and practicable and proportionate mitigation has been put in place, the responsible officer should evaluate whether any negative impact remains and, if so, provide justification for any decision to proceed.



Question	Explanation / justification	
Is it possible the proposed policy or activity or change in policy or activity could discriminate or unfairly disadvantage people?	There is the potential for disadvantage for people with visual impairment or learning disability, however, comments from discussions with the above groups on methods of communication will be taken into consideration	
Final Decision	Tick	Include any explanation/justification required
1. No barriers identified, therefore activity will proceed	√	
2. Stop the policy or practice because the data shows bias towards one or more groups		
3. Adapt or change the policy in a way that will eliminate the bias		
4. Barriers and impact identified , however having considered all available options carefully, there appear to be no other proportionate ways to achieve the aim of the policy or practice (e.g. in extreme cases or where positive action is taken). Therefore you are going to proceed with caution with this policy or practice knowing that it may favour some people less than others, providing justification for this decision		

Did you consult with an Equality Ally prior to carrying out this assessment? Yes

Sign off

Name and job title of person completing this EIA	Anne-Marie Coulthard Assistant Director of Operations and Public Protection
Officer Responsible for implementing the policy/function etc	George Chase Waste and Recycling Operations Manager
Line Manager	<i>Richard Wyles, Chief Finance Officer and Interim Deputy Chief Executive</i> TO AGREE
Date Completed	
Date of Review (if required)	Ongoing during roll out



Completed EIAs should be included as an appendix to the relevant report going to a Cabinet, Committee or Council meeting and a copy sent to equalities@southkesteven.gov.uk.

Completed EIAs will be published along with the relevant report through Modern.Gov before any decision is made and also on the Council's website.

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**SOUTH
KESTEVEN
DISTRICT
COUNCIL**



Environment Overview and Scrutiny Committee


11th July 2023

Report of Councillor Ashley Baxter,
Deputy Leader and Councillors Patsy
Ellis and Rhys Baker Cabinet Members
for Environment and Waste

Proposals for the upgrading of District Council Streetlights to LED units

Report Author

Serena Brown, Sustainability and Climate Change Officer

 Serena.brown@southkesteven.gov.uk

Purpose of Report

This report provides an overview regarding South Kesteven District Council's potential to upgrade District Council operated streetlights to energy efficient LED units.

Recommendations

The Committee is requested to take into account the feedback from the Finance and Economic Overview and Scrutiny Committee and make recommendations to Cabinet:

- 1) To proceed (or not) with the strategy for upgrading streetlights with LED lamps.**
- 2) To proceed with 'overnight dimming' between the hours of midnight and 6AM or to turn off some streetlights between 1AM and 6AM.**

Decision Information

Does the report contain any exempt or confidential information not for publication? No

What are the relevant corporate priorities? Clean and sustainable environment

Which wards are impacted? All wards

1. Implications

Taking into consideration implications relating to finance and procurement, legal and governance, risk and mitigation, health and safety, diversity and inclusion, safeguarding, staffing, community safety, mental health and wellbeing and the impact on the Council's declaration of a climate change emergency, the following implications have been identified:

Finance and Procurement

- 1.1 The financial implications, should there be a faster paced rollout of energy efficient units, will incur a significant financial outlay. However, the ongoing revenue savings will also be a significant contribution towards reducing the Council's operating expenditure. The funding of any accelerated replacement programme will be required to be funded from reserves as no budget allocation in this financial year has been made. The Finance and Economic Overview and Scrutiny Committee recommended that either option 1 or 2 is taken forward. In order to finance the outlay required it was recommended that a specific reserve is established utilising balances from the invest to save reserve, local priorities reserve and the Budget Stabilisation Reserve. The specific balance movements will depend upon the decision of the preferred option. Given the potential financial implications, the decision will either be taken by Cabinet or Council.

Completed by: Richard Wyles, Chief Finance Officer (s151 Officer)

Legal and Governance

- 1.2 Councils do not have a duty to provide streetlighting, however once provided, the local authority does have a duty to maintain the system in a safe condition.
- 1.3 Regarding considerations to continue to upgrade lamps to LED, any further changes to the project to allocate further funding would need to comply with the Council's Financial Regulations and Contract Procedure Rules.

Completed by: Graham Watts, Assistant Director of Governance and Monitoring Officer

Climate Change

- 1.4 The energy reduction potential of upgrading the Council's stock of lamps to LED is significant, with streetlighting being the single largest area of electricity consumption for the Council. Annual carbon savings are modelled within the report which will contribute towards the Council's carbon reduction target.

Completed by: Serena Brown, Sustainability and Climate Change Officer

2. Background to the Report

- 2.1 South Kesteven District Council is responsible for managing a total of 3893 streetlights within the district all of which are funded from the Council's General Fund. These lights are predominantly for providing lighting to footways, as opposed to the separate stock of streetlights provided for highways, which are managed by Lincolnshire County Council.
- 2.2 The majority of lights operated by the Council are 35W (or 36W) low pressure sodium lamps and are responsible just over 4% of the Council's total carbon emissions – a significant contribution.
- 2.3 Several different options have been considered in the past regarding the most efficient management of the Council's stock of streetlights. Following a recommendation by Environment Overview and Scrutiny Committee, Cabinet on the [12th July 2018](#) considered and approved a policy, attached at Appendix A, addressing how the Council's streetlights shall be managed.
- 2.4 Notably, the policy at Appendix A includes the objective: "To ensure South Kesteven District Council streetlights provide illumination during the hours of darkness.". This is a distinction from streetlights managed by Lincolnshire County Council, where lamps are dark between the hours of midnight to 6AM in order to maximise energy savings and achieve cost savings.
- 2.5 The inventory of streetlights managed by South Kesteven District Council is also currently being mapped. This will help to better illustrate to those working with the Council the exact location of assets as well as how they are distributed throughout the district.
- 2.6 Following a decision at Cabinet on the [11th June 2019](#), a project was initiated to accelerate upgrade of the Council's stock of streetlights to Light Emitting Diode (LED) lamps, replacing the existing policy to upgrade only failed lamps. This allocated £100,000 from the Council's Invest to Save reserve to energy efficient LED as part of a 12-year overall programme. Benefits noted from the upgrades included a reduction in energy use and associated cost, with a consequent reduction in carbon emissions associated with energy use.

- 2.7 In tandem with project development work required for the main LED upgrades, repair and maintenance arrangements for existing lamps have also been reviewed. Current arrangements are for ongoing reactive maintenance of non-LED lamps where feasible, and where lamps are beyond repair these are now being updated to LED lamps. Currently, the budget does not allow for upgrade to LED of every failed unit identified.
- 2.8 The main contract for the upgrade of streetlights to LED was subsequently awarded, effective from August 2021. The below table is provided regarding the current number of streetlights upgraded to LED:

	August 2021	May 2023
Standard streetlights	3438	2907
LED streetlights	152	283
LED streetlights with dimming profile	-	403
TOTAL LED units	152	686

- 2.9 Through upgrading existing units to LED with dimming, the energy reduction achieved in the latest month, across the whole stock of lights, is 12%.
- 2.10 Since agreement of the Invest to Save budget, South Kesteven District Council, like many other organisations, has seen vastly escalating cost for utilities. The electricity budget for streetlighting for 2022/23 was set at £171k and the total spend for 2022/23 was £221k.
- 2.11 Therefore, the original expectations of reinvesting savings from reduced electricity use can no longer be met, as the increased cost of energy has outpaced the savings made through reduction. Currently there is no agreed standalone budget for upgrading the streetlights to LED, beyond an existing fund for reactive maintenance of broken lights.
- 2.12 As a result of the sharp escalation in energy costs, the business case for an accelerated programme of upgrades to LED across the whole stock of streetlights has become stronger. Prices for wholesale electricity and gas appear to have spiked this winter. Nevertheless, current costs remain at a historic high and given the volatility of energy markets and potential for further disruption this winter, it is reasonable to expect a continuation of high prices for both gas and electricity.
- 2.13 Reducing energy consumption from streetlighting also will contribute to the Council's declared carbon reduction target of at least 30% by 2030.
- 2.14 Three options below have been explored in order to fulfil our obligations to provide lighting where needed in the most cost and environmentally effective way. It is

recognised there are a number of other options that could be considered but these will depend upon the scope and scale of any replacement programme. In order to assist in the consideration of the options, four have been selected.

- 2.15 The Finance and Economic Overview and Scrutiny Committee met on 22nd June 2023 to review the same three below options, with particular regard to the financial and service level implications. They agreed to pursue the full upgrade programme of Option 1 or 2, with the decision to allocate required funding from Council reserves.

2.15.1 Option 1: Accelerate programme to upgrade all existing lights to LED.

Indicative costs have been obtained to upgrade all possible streetlight units to LED within a year of contract commencement. This includes an allocation for potential upgrade of obsolete street light columns where required, estimated at 5% of the total stock of lights. A dimming schedule between midnight and 6AM is assumed, where lights are dimmed to 50% of full illumination, in line with current policy. An overall energy saving by upgrading to LED with 6 hours of dimming of 63% is assumed based on supplier projections.

- 2.15.2 Option 2: Accelerate programme to upgrade all existing lights to LED and implement policy to switch off lighting between midnight to 6AM.** This option uses the same assumptions as Option 1, but rather than using the existing dimming profile assumes streetlights will be dark between midnight and 6AM, with an assumed energy saving of 75%.

- 2.15.3 Option 3: Review provision of streetlighting with the aim to upgrade every other unit to LED and decommission remaining units.** The potential to reduce the overall stock of streetlights which the Council are responsible to illuminate has also been explored.

- 2.15.4 Regarding option 3, consideration would need to be made on the placement of individual lamps to ensure the remaining provision of lighting is adequate around decommissioned columns. Once agreed, the Council would need to remove fuses from streetlights to be decommissioned at a cost per lamp. The lamps would remain liable for a standing charge for electricity when not in use. Once the light is declared as obsolete, the Council is obliged by National Grid to potentially disconnect and remove lighting columns after a 2 year period, at a further cost. The Council also has a duty of care to ensure the obsolete lighting column is inspected annually to ensure they remain safe. Finally, adequate signage would need to be added to every lighting column decommissioned, to help minimise the number of reports to the Council of faulty lights. Given the number of impediments to decommissioning and removing lamps, detailed costs have not been provided here.

- 2.15.5 Option 4: The Council could choose not to pursue a proactive programme of LED upgrades. This would require no upfront investment and lamps would**

only be replaced by LED when a streetlight has failed. This would mean a significantly longer programme of replacement and would need to consider a potential scarcity of replacement parts for existing lamps.

- 2.16 Simple payback has been calculated for Options 1 and 2 in the below table, This is based on the most up to date present and expected future costs for electricity. However, given ongoing utilities market volatility, costs may change as the programme develops. Therefore, the following calculations need to be viewed in that context.

	Option 1	Option 2
Estimated replacement cost	£1,003,765	£1,003,765
Energy saving cost estimated 63%*	£232,660	-
Energy saving cost estimated 75%*	-	£266,273
Annual carbon reduction (tonnes)	156	179
Pay back	5.3 years	4.5 years

*Less a deduction for a statutory safety check every two years

- 2.17 A compliant procurement route is under review in order to accelerate upgrades of remaining streetlights to LED.

3. Key Considerations

- 3.1 As included at Appendix A, a policy exists for South Kesteven District Council to ensure streetlights provide illumination during hours of darkness. In order to consider amending the current Street Lighting Policy in place, a consultation exercise would need to take place if the Committee is minded to support pursuing Option 2 or Option 3.
- 3.2 This would seek to engage at a minimum with statutory bodies including Lincolnshire County Council in their function as Highways Authority to consider any potential areas of poor illumination as a result of the lamps not in use between midnight and 6AM, as well as consultation with the Police to consider any anti-social behaviour implications.

4. Other Options Considered

- 4.1 The four available options are listed above.

5. Consultation

- 5.1 Following the discussion at Finance and Economic Overview and Scrutiny Committee on the 22nd June 2023, the Committee noted their support for the development of an accelerated replacement scheme.
- 5.2 No formal consultation has taken place on the Council's approach to provision of streetlights to date. If Option 2 is pursued, to switch off streetlights during hours of darkness, further consultation with other statutory bodies would need to take place to understand the wider impacts.

6. Background Papers

- 6.1 Cabinet 12th July 2018 - [South Kesteven District Council - Agenda for Cabinet on Thursday, 12th July, 2018, 2.00 pm](#)
- 6.2 Cabinet 19th June 2019 - [2019-6-11 - Cabinet Street Lighting Report.pdf \(southkesteven.gov.uk\)](#)
- 6.3 Environment Overview and Scrutiny Committee 15th December 2020 - [Street Light Upgrade to LED.pdf \(southkesteven.gov.uk\)](#)
- 6.4 Finance and Economic Overview and Scrutiny Committee 22nd June 2023 - [Streetlights report.pdf \(southkesteven.gov.uk\)](#)

7. Appendices

- 7.1 Appendix A SKDC Street Lighting Policy [approved by Cabinet June 2018]

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STREET LIGHTING POLICY

June 2018



**SOUTH
KESTEVEN
DISTRICT
COUNCIL**

Overview

The purpose of this policy is to ensure effective management of South Kesteven District Council's street lighting stock in order that the lighting is:

- Providing illumination when and where required;
- Safe
- Energy efficient
- Well maintained.

Objectives

- Ensure existing lighting stock is maintained in accordance with current electrical regulations to ensure it meets legal, health and safety requirements.
- To follow good practice guidance, in order to further reduce risk to council staff, contractors and the public.
- To ensure South Kesteven District Council street lights provide illumination during the hours of darkness.

Strategy

- To maintain and update a register of street lights including location, purpose, condition and lamp type.
- To ensure street lights are properly maintained.
- To replace street lights with more energy efficient units (eg LEDS) when existing lamps cease to function and/or when budget becomes available.
- To identify any SKDC street lights which might be considered redundant and consider their removal.
- To maintain the councils portfolio of street lighting via appropriate contract(s).

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Environment Overview and Scrutiny Committee 2023/24

WORK PROGRAMME

REPORT TITLE	ISSUE	PURPOSE	ORIGINATED/COMMITTEE HISTORY DATE(S)	CORPORATE/ PRIORITY
11 July 2023, 10:00am				
End of year KPI's	To review the end of year Corporate Plan key performance indicators. Lead Officer: Debbie Roberts (Head of Corporate Projects, Policy and Performance)	To scrutinise performance against agreed measures		High Performing Council
Introduction of the Separate Collection of Paper and Card (Twin Stream Recycling)	Lead Officer: Anne-Marie Coulthard (Assistant Director – Operations and Public Protection)	To seek views on district wide introduction of the separate collection of paper and card (twin stream recycling)		A Clean and Sustainable Environment
Climate Action Strategy Update	Lead Officer: Serena Brown (Sustainability and Climate Change Officer)	To receive a verbal update		A Clean and Sustainable Environment
Update on upgrading street lights to LED	Lead Officer: Serena Brown (Climate Change and Sustainability Officer)	Requested at previous Committee meeting	Progress Update on Street Lighting – assessment of further cost savings	A Clean and Sustainable Environment

REPORT TITLE	ISSUE	PURPOSE	ORIGINATED/COMMITTEE HISTORY DATE(S)	CORPORATE/ PRIORITY
3 October 2023, 10:00am				
Update on Environment Act 2021	Lead Officer: George Chase (Interim Waste and Recycling Manager)	To provide an update on the Act and progress	Progress update following Environment OSC meeting on 15/10/2022	
Animal Welfare Policy	Lead Officer: Heather Green (Licensing Team Leader)	To present a new policy for consideration	Added by the Assistant Director for Operations and Public Protection	A Clean and Sustainable Environment
Corporate Climate Work Plan	Lead Officer: Serena Brown (Climate Change and Sustainability Officer)		Update requested at every Committee meeting.	
Climate Action Strategy Update – Post Consultation	Lead Officer: Serena Brown (Climate Change and Sustainability Officer)			
Tree Policy			Update requested twice annually.	
12 December 2023, 10:00am				
Q2 KPIs	Lead Officer: Debbie Roberts (Head of Corporate Projects, Policy and Performance)			

Unscheduled items

A1 Litter Issues	<p>To provide an update on littering issues on the A1 and to request guidance from the Committee on the future actions to further explore.</p> <p>Lead Officer: Karen Whitfield (Assistant Director – Culture and Leisure)</p>	Requested by the Chair of the OSC	A Clean and Sustainable Environment
Environmental Crime Partnership			

The Committee's Remit

The remit of the Environment Overview and Scrutiny Committee will be to work alongside Cabinet Members to assist with the development of policy and to scrutinise decisions in respect of, but not limited to:

- Air quality
- Animal welfare licensing (Policy)
 - Commercial, industrial, and clinical waste collection and management
- Dog breeding and control orders
- Domestic waste and recycling management
- Energy efficiency
- Environment SK Ltd
- Environment SK Commercial Services Ltd
- Estate and grounds maintenance
- Flooding
- Food hygiene and safety
- Health and safety
- Noise
- Renewable energy
- Scrap metal dealers
- Green open space management

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