



Cabinet

11 July 2023

Report of Councillor Rhys Baker and
Patsy Ellis
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



a.coulthard@southkesteven.gov.uk

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 Cabinet

1. Approves the introduction of a service for the separate kerbside collection of paper and card for recycling across the district.
2. Approves the revised South Kesteven District Council Waste and Recycling Operational Policy.
3. Approves 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Does the report contain any exempt or confidential information not for publication?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.

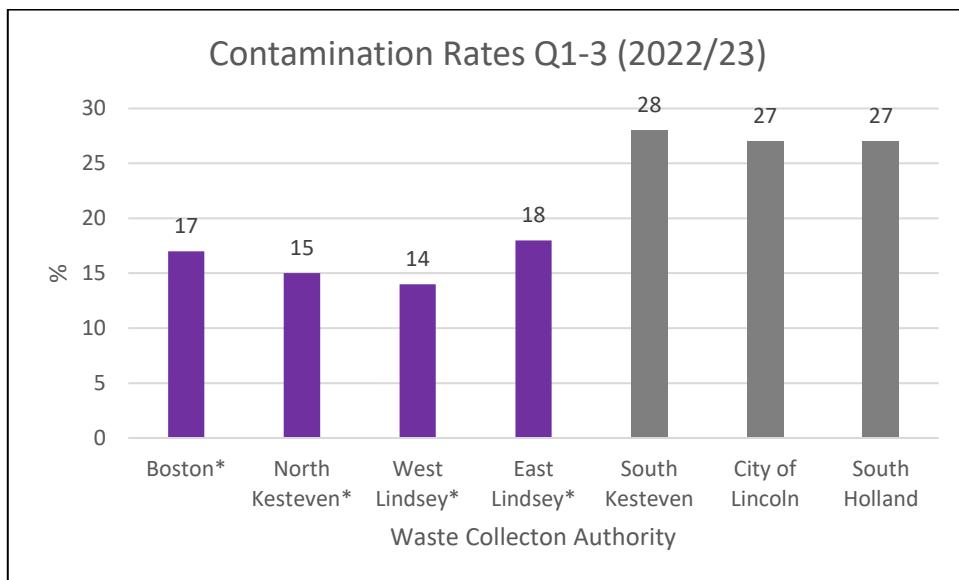
2.13 Graph 1 shows the positive impact of the separate collection of paper and card in reducing overall contamination of recyclable material in participating council areas. This stood at an average of 15% at the end of Q3 (excluding East Lindsey which commenced a phased roll-out during Q3). Analysis 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 will help 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.

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.

6.2 The Environment Overview and Scrutiny Committee considered the issue at the meeting on 11 July 2023. A verbal update on the outcome will be provided to Cabinet.

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