

**Open Report on behalf of Andy Gutherson - Executive Director - Place**

Report to:	<b>Councillor D McNally, Executive Councillor for Waste and Trading Standards</b>
Date:	<b>21<sup>st</sup> – 28<sup>th</sup> October 2021</b>
Subject:	<b>Supplementary Waste Collection Services</b>
Decision Reference:	<b>I022945</b>
Key decision?	<b>No</b>

**Summary:**  
 This report seeks approval from the Executive Councillor for Waste and Trading Standards to discontinue the Supplementary Waste Collection Services at Stamford and Mablethorpe.

**Recommendation(s):**  
 That the Executive Councillor approves that the supplementary waste collection services at Stamford and Mablethorpe be discontinued from 28 October 2021.

**Alternatives Considered:**

1.	Keep the supplementary waste collection services at Stamford and Mablethorpe.
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**Reasons for Recommendation:**  
 To meet Lincolnshire Waste Partnership's Objective 5 to improve recycling in the county. To reduce the volume, and consequently the environmental impact, of material being sent to landfill and to apply the policy on Household Waste Recycling Centre (HWRC) provision consistently across the County.

## 1. Background

Lincolnshire County Council as Waste Disposal Authority has a duty under Section 51(1)(b) of the Environmental Protection Act 1990 to arrange for places to be provided at which persons resident in its area may deposit their household waste and for the disposal of waste so deposited. Such places are known as Household Waste Recycling Centres (HWRCs).

This responsibility was historically met by a mixture of supplementary services around the county at over 20 locations and several landfill sites where residual waste was collected. This material would then go direct to landfill.

As recycling became a national and local target, HWRCs were identified as the most effective method of increasing recycling as they offered fixed locations where multiple sources of material could be recycled. The county council established a programme of work to provide such facilities, and this now stands at 11 HWRCs around the county. The HWRC policy provision states that:

*"The majority of households (95%) should be within a 12 miles radius of a HWRC."*

The 11 HWRCs now fully satisfy this policy (see Appendix A).

In 2016 the Executive Councillor for Waste and Recycling decided to continue with a residual waste collection service on Saturday mornings at both Stamford and Mablethorpe. This was based on the size of population in both towns, neither of which had a HWRC.

Stamford is within the 12-mile radius of the HWRC at Bourne. Mablethorpe with the exception of a relatively small area of land at Trusthorpe is also within the 12-mile radius with the Trusthorpe area being within the 5% not within the 12-mile radius envisaged by the policy.

### **Supplementary Service Suspension**

When Covid restrictions came in force in March 2020 the supplementary services were suspended as they did not offer a safe method of collecting material. The HWRCs were also closed but then shortly re-opened with certain restrictions in place. One such restriction was a booking system which would limit the number of residents allowed on site at any particular time in an effort to aid social distancing. This level of control could not be applied for the supplementary services which take place in public open spaces and therefore the supplementary services were not reintroduced.

It should be noted that smaller items of residual waste can be deposited in household wheelie bins and larger residual waste items can be dealt with by bulky waste collections. Both South Kesteven District Council and East Lindsey District Council have the ability to collect bulky residual waste and charge for the service. It is now 18 months since the supplementary services operated and, in that time, the supplementary

services could be expected to have received approximately 1,150 tonnes of residual waste based on historical data (estimated from table 1).

During the 18-month suspension period there have not been any noticeable increases in fly tipping in Mablethorpe or Stamford above the expected normal levels. This strongly suggests that behavioural change may have taken place in the last 18 months whereby residents have disposed of material differently, such as via existing kerbside collection or at the closest HWRCs.

### **Lincolnshire Waste Partnership Objectives**

In developing the Joint Municipal Waste Management Strategy (JMWMS), the Partnership started out by defining a vision, and then a set of strategic objectives aimed at fulfilling that vision. There are 10 Objectives and Objective 5 is:

*"To contribute to the UK recycling targets of 50% by 2020 and 55% by 2025."*

The partnership is currently struggling to meet this target with the overall rate being around 40%. There are many factors contributing to this under achievement, many of which are unclear. However, one thing that is clear is that if more opportunities for segregating waste are presented, i.e., containers, then recycling increases.

HWRCs have capacity for 25 different types of materials to be recycled and this helps to provide a recycling rate of approximately 75% at the HWRCs. Residual material which is collected at HWRCs is sent for energy recovery at the Energy from Waste (EfW) facility.

There are fewer opportunities for recycling at the kerbside with limited number of wheelie bins and therefore recycling can be lower. There is also an increase in contamination in recycling wheelie bins which leads to that material being treated as residual waste. The current recycling rate for kerbside collected material is approximately 38%.

There are no opportunities for recycling at supplementary services and it represents a recycling rate of 0% which contributes to lowering the overall recycling rate.

The residual waste collected through the supplementary waste services goes to landfill. The Stamford material went to the landfill at Colsterworth after being collected by the district council. The Mablethorpe material went to a local private waste manager who also sent to landfill. Landfilling is costly due to taxation but is also a significant contributor to environmental damage as they are a source of Carbon Dioxide and Methane gases.

### **Costs**

The following tables show a comparison for the two closest HWRCs to the supplementary services.

Table 1

	Annual tonnage (t)		
	2017/18	2018/19	2019/20
Stamford	385.64	413.80	357.90
Mablethorpe	437.08	464.59	409.52
Bourne	5,006.29	4,975.58	4,855.36
Skegness	4,890.75	5,128.77	4,863.21

Table 2

	Cost per tonne (£/t)		
	2017/18	2018/19	2019/20
Stamford	195.03	197.53	214.07
Mablethorpe	178.47	178.52	189.90
Bourne	53.04	51.06	53.48
Skegness	59.79	52.32	54.44

Table 3

	Total Cost (£)		
	2017/18	2018/19	2019/20
Stamford	75,211.36	81,737.91	76,615.65
Mablethorpe	78,005.66	82,938.61	77,767.85
Bourne	265,533.62	254,053.11	259,664.65
Skegness	292,417.94	268,337.25	264,753.15

If it is assumed that material from Stamford diverts to Bourne and the material from Mablethorpe diverts to Skegness a potential saving can be calculated for the 3-year period:

Table 4

	Potential Cost Saving (£)		
	2017/18	2018/19	2019/20
Stamford	54,757.01	60,609.28	57,475.16
Mablethorpe	51,872.65	58,631.26	55,473.58

This is the net cost of providing the supplementary services and over a 3-year period the total financial cost could be £338,846.

### Policy Application

Although, as recognised in the Executive Councillor for Waste and Recycling's decision in 2016 both Stamford both have significant populations, they are not alone in that. There are locations with significant population such as Long Sutton and the Brocklesby area which are outside of a 12-mile HWRC radius. There are also towns such as Caistor,

Market Deeping, Alford, Holbeach and Spilsby which fall within a 12-mile HWRC radius but are some distance from a HWRC.

It is not possible to extend supplementary services to those locations without significantly multiplying the negative impacts of such services on costs and recycling rates. That in turn would impact on the sustainability of HWRC services more widely and the ability of the county to meet the recycling targets adopted in the JMWMS.

The Mablethorpe and Stamford supplementary services therefore represent exceptions to the consistent application of the Council's policy which undermine the coherence of the policy by creating potential precedents for other areas that cannot be sustained. It is considered that the answer to this issue is to consistently apply the policy and remove the supplementary services at Stamford and Mablethorpe.

## **2. Legal Issues:**

### Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act.

Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.

Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic.
- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.
- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding.

Compliance with the duties in section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision making process.

An Equality Impact Assessment has not been carried out. However, the recommendation to make changes is not considered to have a detrimental impact on people with protected characteristics. The supplementary services may be closer to residents, but material tends to be delivered to such sites by vehicle and therefore accessibility is not considered to be impacted.

The supplementary sites are located where space is limited such as a car park or public highway. The supplementary services are not staffed to the same level as HWRCs which allow access to all groups and are sufficiently resourced to assist older people and people with a disability as a priority.

#### Joint Strategic Needs Analysis (JSNA) and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health & Wellbeing Strategy (JHWS) in coming to a decision.

This obligation has been considered and the proposals in this report are considered to impact positively on health and wellbeing as appropriate disposal of waste impacts positively on the environment and on health.

#### Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.

This obligation has been considered but is not thought to be directly affected by the proposals in this report. There has been no noticeable increase in fly-tipping in

Mablethorpe and Stamford during the suspension of the supplementary services. Therefore, removal should have no impact on that crime.

### **3. Conclusion**

The objectives of the LWP are becoming increasingly difficult to satisfy and this requires a review of how waste services are provided.

This Report sets out the issues relating to the supplementary waste service collections at Mablethorpe and Stamford and invites the Executive Councillor to approve that the services be discontinued to apply the HWRC Policy Provision consistently.

### **4. Legal Comments:**

The Council has the power to discontinue the services in question. In particular the Council would still be compliant with its duties under Section 51(1)(b) of the Environmental Protection Act 1990.

The decision is consistent with the Policy Framework and within the remit of the Executive Councillor.

### **5. Resource Comments:**

As demonstrated in tables 1 to 3 above, the supplementary waste collection services at Mablethorpe and Stamford are relatively low volume, high-cost services.

Approving the recommendation to discontinue these supplementary services is expected to yield significant savings of at least £0.339m over a three-year period.

### **6. Consultation**

#### **a) Has Local Member Been Consulted?**

Yes

#### **b) Has Executive Councillor Been Consulted?**

Yes

#### **c) Scrutiny Comments**

The Report will be considered by the Environment and Economy Scrutiny Committee on 19 October 2021 and the comments of the Committee will be reported to the Executive Councillor.

#### **d) Risks and Impact Analysis**

See the body of the Report

### **7. Appendices**

These are listed below and attached at the back of the report	
Appendix A	12 mile radius plan on HWRC provision
Appendix B	JMWMS Strategic Objectives

### **8. Background Papers**

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Mike Reed, Head of Waste Service, who can be contacted on 07766 223560 or [mike.reed@lincolnshire.gov.uk](mailto:mike.reed@lincolnshire.gov.uk).