



Report To:	Cabinet
Date:	26 June 2025
Subject:	Waste collections delivery model
Purpose:	To approve changes to the delivery model for waste services across the district
Key Decision:	Yes
Portfolio Holder:	Councillor Jim Astill – Portfolio Holder for Corporate, Governance, Communications & Environmental Services
Report Of:	Jason King, Director of Communities
Report Author:	Victoria Burgess, Assistant Director, Neighbourhoods
Ward(s) Affected:	All
Exempt Report:	No

Summary

The recent legislative changes for the collection of waste have changed the operating environment nationally, driving a need for the Council to review its approach to the future provision of its waste service.

Agreed key principles have been applied to a number of collection models, resulting in a preferred model for collecting waste and recycling in wheeled bins, supported by the Lincolnshire Waste Partnership councils, and providing a sustainable collection service, producing carbon benefits, and also providing a cost saving to the Council.

The Cabinet is being asked to support the recommendations to introduce this new waste collection delivery model, having considered a number of options, to ensure the service meets its statutory requirements, and future changes to local government.

The Cabinet is also being asked to recommend amendments to the Capital Programme for Council approval in July.

Additional officer resource will be introduced to support residents during the roll out of the service, including where to present receptacles, what to put in the bins, and providing information on food waste, waste minimisation and recycling.

Recommendations

That the Cabinet:

1. Approves Option B as presented within this report as the preferred delivery model for collecting waste and recycling from households.
2. Approves the placing of an order for food waste collection vehicles and wheeled bins in 2025/26, subject to the budget being confirmed.

RECOMMENDATIONS TO COUNCIL FROM CABINET:

3. That Council approves drawing forward £3.150m from the Capital Programme allocation for 2028/29 and 2030/31 into 2026/27 to fund the capital costs of purchasing food waste collection vehicles and wheeled bins.
4. That Council approves rephasing of £0.735m in the Capital Programme allocations for Food Waste for 2025/26 into 2026/27 to fund the capital costs of purchasing food waste collection vehicles.
5. That Council approves rephasing of £0.225m in the Capital Programme allocations for refuse and recycling vehicles for 2025/26 into 2026/27 to fund the capital costs of purchasing new refuse collection vehicles.
6. That Council approves an addition of £3.771m to the Capital Programme in 2026/27 to fund the capital costs of purchasing food waste collection vehicles and wheeled bins.

Reasons for Recommendations

Enables the Council to meet the legal obligation placed on local authorities to provide a separate weekly food waste collection.

Enables the Council to meet the legal obligations placed on local authorities to provide an effective and efficient waste management service.

Provides the most cost-effective option based on future annualised modelled costs.

Ensures the Council is in the best position to transition.

Makes use of capital already allocated in the agreed Capital Programme for waste fleet renewal in 2027/28-2030/31.

Other Options Considered

Option A – This delivery model follows the same principles as Option B, with the exception of a 180l bin for residual waste. The provision of a smaller residual waste bin was considered too restrictive following Member feedback. Residents will be transitioning from unlimited weekly collections under the current delivery model and it is considered that a 240l bin will provide greater capacity for residents to manage and adjust to the change. Option A would require £189,450 less of capital investment compared to Option B. There would also be a further revenue saving of £20,500pa achievable under Option A.

Option C- This option has been discounted due to the requirement to run additional fleet to enable a full round sack collection to continue. It is also considered that asking households to retain dry mixed recycling for 4 weeks in sacks is unlikely to improve recycling rates.

Wider options analysis - A number of models for service delivery have been reviewed and discounted for not meeting the statutory and legislative requirements and for the financial costs.

Do nothing – this is not an option as the introduction of separate weekly food waste collections is a statutory requirement, and the cost of the current service is financially unsustainable.

1. Background

- 1.1 The Environment Act 2021 introduced the Waste Reforms Programme for England, which affects councils' waste collection and disposal arrangements. A central pillar of these reforms is 'Simpler Recycling' which provides a default requirement for kerbside collections to collect paper and card separately from other recyclables. Simpler Recycling also requires local authorities to provide a separate weekly food waste collection to all households from April 2026. There is also a requirement for obligated businesses and non-domestic premises to follow the Simpler Recycling requirements from April 2025.
- 1.2 The Producer Responsibility Obligations (Packaging and Packaging Waste) Regulations 2024, known as Extended Producer Responsibility for packaging (EPR) is intended to incentivise producers to improve the recyclability of their packaging and also to reduce unnecessary packaging. The Regulations require producers to pay the full net cost of managing their packaging waste. Payments will be received by local authorities, based on efficient and effective waste and recycling services.
- 1.3 In February 2025, the Minister of State for Local Government and English Devolution wrote to all council leaders in two-tier areas and small neighbouring unitary authorities to invite them to develop unitary proposals. Effective management of municipal waste requires close collaboration between the County Council as Waste Disposal Authority and District Councils as Waste Collection Authorities.
- 1.4 These changes to both the statutory demands placed upon the Council, and the local government landscape have necessitated changes to the way the Council currently delivers its waste and recycling collection service.

2. Report

Simpler Recycling

- 2.1 The current collection service of enabling unlimited sacks to be presented does not promote waste reduction or incentivise recycling. SHDC residents present the highest amount of waste per household at the kerbside in the County at 750kgs, compared to a county average of 550kgs in those councils providing separate paper and card and dry recycling collections in wheeled bins.
- 2.2 Paper and card cannot be collected in sacks due to the effect on its moisture content and difficulty in dealing with the single use plastic sacks at the paper mill. The recycling rate in SHDC remains at 31%, having not changed for over 10 years. The current service therefore does not meet the requirements of Simpler Recycling.

EPR

- 2.3 The recent 'Policy Statement on packaging Extended Producer Responsibility' published by Defra on 27 February 2025 sets out key policy measures for EPR packaging policy; the expectation being that an efficient waste management service is one where costs are as low as reasonably possible, and from 2028 the Scheme Administrator will assess how effective a local authority's waste management service is. Payments will be calculated and distributed according to this assessment of an efficient and effective service.
- 2.4 The current service provided does not support the requirements for an efficient or effective service. The service currently costs over £4m per year, against a backdrop of increased running costs and housing development. Allowing unlimited amounts of waste to be presented does not lead to better recycling, both quality and quantity. The recycling rate is low when compared with other authorities, and contamination within the recycling is high (20%) compared to the other districts in Lincolnshire providing a separate paper and card collection of less than 9%.

Position statement following consultation outcome published on 22 Oct 2024

- 2.5 Introducing wheeled bins, even though a slight majority of residents currently prefer sacks (51% to 49%), is a strategic move that aligns with the broader outcomes of the consultation where 52% supported alternate weekly rubbish and recycling collections and no extra waste. 52% of respondents also agreed that an improved service and weekly food waste collections would enable them to recycle more and 79% responded yes to recycling being important to them. Wheeled bins offer numerous advantages, including improved durability, ease of handling, and enhanced hygiene. Which can significantly reduce litter and pest issues. By adopting wheeled bins now, we can streamline the waste collection process, lower operational costs for both this council and Lincolnshire County Council, and provide a cleaner, safer environment for all residents. This forward-thinking approach will ultimately benefit the entire community.

Financial landscape

2.6 New Burdens funding is available in three pots to assist Local Authorities with the implementation of weekly food waste collections:

- *Capital New Burdens.* The Council has received £806,892 from Defra for the capital purchase of the additional vehicles and caddies required to provide a food waste collection.
- *Transitional New Burdens.* The Council has been allocated £286,141 from Defra for costs incurred in 2024/25 and 2025/26, to meet the transitional costs incurred in order to introduce the new food waste collection service such as procurement, project management, communications and engagement, route planning and container delivery.
- *Revenue New Burdens.* There is no further information regarding the amount the council can expect, however this funding will not be available to the Council until April 2026.
- *Capital movements.* There is an existing capital programme for the waste service which enables a replacement fleet programme to be financed. Recommendations within this report realign the capital programme to ensure that planned expenditure is aligned to the financial year where the cost will be incurred. Therefore, monies planned to be spent in future years are required to be brought forward, monies planned to be spent in the current financial year need to be realigned to the next financial year and additional financial expenditure requires budgets to be increased. The financing will be met through the application of grant monies together with planned borrowing which will be funded through adjustments to the revenue budget and MTFs.

Delivery Model

2.7 The Council has completed a thorough review to identify the most efficient and effective way of collecting waste, and to ensure a separate weekly food waste collection is provided.

2.8 Key principles were applied to a number of delivery models being reviewed. That the service should:

- Deliver an affordable solution, meeting statutory requirements.
- Support residents' priorities for increasing the type and amount of recycling.
- Improve quality of recycling through collecting paper and card separately to dry mixed recycling.
- Improve the quantity of recycling by limiting the amount of general waste presented.
- Be an accessible service, meeting the needs of current and future residents.
- Align to neighbouring LGR partner councils for a smooth transition for residents.
- Withstand future legislative changes and assimilate to a new authority model.

2.9 Having applied these principles, the preferred model for achieving an efficient and effective way of delivering the service is Option B, collecting residual waste in 240l wheeled bins on an alternate weekly basis, collecting recycling, and paper and card in separate 240l bins on an alternate fortnightly basis, and collecting food waste in a small 23l caddy on a weekly basis.

2.10 The modelling and assessment undertaken identifies that:

- The annualised cost on average over the current MTFS is £0.514m pa less than the projected cost of the current service on average of £5.217m, meeting the requirement for an efficient total waste management service.
- Fewer HGV vehicles are required compared to not changing the collection method, enabling capacity in the depot to accommodate future growth from new housing development across the district.
- The model supports the improvement in the quality of recycling collected and provides a sustainable solution to meet future legislative requirements such as recycling soft plastics, the Waste and Emissions Trading Act 2003 requirements.
- There is a positive impact on the health, safety and welfare of our collection crews. Currently sickness levels are the highest amongst similar services across the SELCP, and the council also has a higher number of health and safety incidents within this service area.
- The quality of service to residents is improved as there is less risk of missed collections as capacity on collection rounds increases.
- There will be a positive impact on the council's recycling rate, with an expectation of achieving an additional 10-12% on the current rate.
- There is positive impact on carbon emissions.

Project governance, communication and engagement

2.11 A project board will be established to oversee the implementation plan for South Holland. This will have oversight and involvement from the Portfolio Holder.

2.12 Wider member involvement will be achieved through: PDP having oversight of any policy changes and PMP having oversight of the implementation plan.

2.13 It is important that the service provides support to residents as the new service is introduced. Officers will use the New Burdens allocation to fund Engagement Officers on a temporary basis specifically to support residents during the roll out of the service, and to assess matters such as storage and practical presentation options for households.

3. Conclusion

3.1. Having completed an extensive modelling exercise to identify the best option for delivering the future legislative requirements for waste collection across South Holland, this report makes recommendations to introduce a new wheeled bin service, using capital allocated for fleet replacement in 2027/28, Defra capital grant funding for food waste, and additional capital funds to bring forward the fleet replacement programme to 2026/27. It also recommends capital funding to purchase the wheeled bins required. This model for delivery ensures that every property within the district is visited weekly to collect food waste and receives a separate paper and card collection to increase the quality and quantity of recyclables presented, by the most efficient means.

Implications

South and East Lincolnshire Councils Partnership

Introducing the new service recommended within this report, more closely aligns the operation of South Holland with Boston Borough Council and East Lindsey District Council.

Corporate Priorities

Implement the Environment Act 2021 and Extended Producer Responsibility as they come forward. A new wheeled bin service, controlling the amount of waste presented, improving the quality of recycling presented, and introducing a separate food waste collection, to ensure a more efficient and effective waste management service aligns with this priority.

Staffing

All staff will need to be trained on the new operations with wheeled bins, collection of food waste, and associated health, safety and welfare implications. The Employee Relations (ER) team in PSPS attend the Waste Improvement Programme Board and are aware of the staffing implications. The Health and Safety team in PSPS work closely with officers and attend the Lincolnshire-wide waste health and safety group meetings. Attendees of the SELCP Joint Consultative Committee will be regularly updated and informed of implications for Union members.

Workforce Capacity Implications

There are workforce capacity implications from the new service, as the service will need to ensure sufficient resource is in place to reduce the impact on residents as the service is rolled out. The ER team in PSPS attend the Waste Improvement Programme Board and are aware of the workforce capacity implications. Attendees of the SELCP Joint Consultative Committee will be regularly updated and informed of implications for Union members.

Constitutional and Legal Implications

The Local Government Act 2000 and Local Authority (Functions and Responsibilities) (England) Regulations 2000 (as amended) detail how the responsibility for functions in Councils operating Executive arrangements are to be split between the Executive and Non-Executive. Waste Collection Services are an Executive Function. Accordingly, the Cabinet is responsible for overseeing major policy changes to waste services and ensuring that services are delivered efficiently and effectively.

In accordance with the Council's Constitution the proposed amendments to the Capital Programme to implement the changes to the waste collection delivery model are a decision for the Full Council.

The requirement to provide a weekly food waste collection service to every household will come into effect from 1 April 2026, as required under s45A of the Environmental Protection Act 1990, introduced by the Environment Act 2021.

Under the principles of consultation members are required to approach consultation responses with a receptive mind and to give conscientious consideration to the outcome of consultations as part of their decision making. Elected officials and council officers are required to consider the

consultation outcomes against other factors, such as legislation, financial implications, and environmental impacts as part of the decision-making process.

Data Protection

None.

Financial

The current model, which allows for unlimited sack-based waste, is financially unsustainable and would require significant additional funding to meet statutory food waste collection requirements from April 2026. By transitioning to wheeled bins and optimising collection rounds, the Council ensures legislative compliance and mitigates future revenue pressures within the MTFS. The proposed changes are expected to achieve significant revenue savings. Savings will be achieved through the implementation of changes and therefore begin to be realised from 2026/27. However, the full benefits of the achievable savings will not be realised until all proposed changes have been fully implemented.

EPR should be considered as payments which will be distributed to local authorities for the efficient collection and disposal of household packaging waste. Therefore, providing a cost-effective total waste management service to residents that supports increased participation in all recycling streams may have a positive impact on future external funding. EPR should be considered as an option for resourcing the increase in revenue costs within the service throughout the MTFS with £1.231m due in 2025/26, and continuing receipts are expected. Currently the EPR funding does not have any commitments against it.

Risk Management

Funding – Notification of New Burdens revenue funding has not been provided by Defra. Once confirmation has been received the financial implications will be identified, discussed with the S151 Officer, and a further report provided for Cabinet should this be required.

Round review – The costs provided within this report are a result of the modelling exercise. Whilst actual financial information and tonnages have been provided for input into the modelling, the actual costs for budget setting purposes will not be known until a detailed round review has been undertaken.

Delivery timeframe – Changing a collection service takes careful planning and mobilisation to ensure residents are engaged with and supported, and vehicle order and delivery times may be extended due to the national requirement to introduce food waste collections by the target date for implementation of April 2026. Delivery dates will be monitored and any delay reported through the Waste Improvement Programme Board.

Defra's Waste Reforms Programme – There is a risk that separate weekly collections of food waste will be regarded by some members of the public as a costly initiative, increasing CO2e with more vehicles being used, resulting in less participation in our recycling collections. Clear communication and information regarding the benefits of the new service will lower this risk.

Stakeholder / Consultation / Timescales

Cabinet briefings

Councillor briefing

Lincolnshire Waste Partnership (LWP)

As a member of the LWP, the Portfolio Holders have received updates regarding the requirement for Simpler Recycling and its impact on local authorities.

As a member of the LWP, and the countywide Senior Officer Working Group, Lincolnshire County Council as Waste Disposal Authority have had an active role in supporting the Waste Collection Authorities with their arrangements to deliver the food waste collection service. LCC has also invested in the Waste Transfer Station at Boston to ensure it can accommodate food waste.

A public consultation exercise was undertaken in 2024, for which the Council received an exceptional response. The consultation clearly defined resident's concerns and expectations from their waste service which have been taken account of when modelling options for a new service delivery model. Further details of this consultation are outlined in section 2.5 of this report.

Reputation

Failure to provide the service, or inaction, risks the Council's reputation as food waste collections are rolled out nationally.

Contracts

The service is working with the Contracts and Procurement Team to ensure that the necessary compliant contracts are in place to enable the purchase of vehicles and wheeled bins.

Crime and Disorder

None.

Equality and Diversity / Human Rights / Safeguarding

An EQIA has been completed and is attached to this report at Appendix 2.

Health and Wellbeing

Changing the waste service as recommended will have positive impacts on the health, safety and welfare of employees.

Climate Change and Environmental Implications

Over ten million tonnes of food is wasted every year in the UK. Separate collections of food waste from every household will prevent contamination of other waste which could be usefully recycled, as well as ensuring that food waste can be sent to anaerobic digestion facilities. Directing food waste

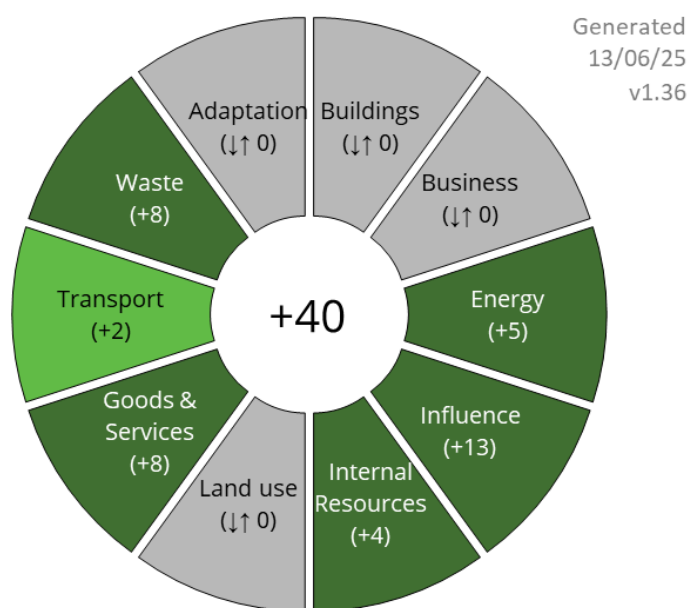
to these plants will generate more sustainable energy to power homes and businesses and cut down the more than 18 million tonnes of greenhouse gas emissions associated with this waste.

Lincolnshire County Council has secured disposal capacity for food waste collected within Lincolnshire via anaerobic facilities in Hemswell Cliff and March. LCC's Environment team have used the Greenhouse Gas Emissions model for waste collection and disposal following the introduction of separate food waste collections across Lincolnshire. Results show that with the introduction of separate food waste collection and disposal there is an improvement in the overall CO₂e position with a reduction of 4,412 of CO₂e emissions per annum.

The SELCP's Climate Change and Environment Impact Assessment outcome is shown in Figure 1 below and gives a positive value of 40 This indicates that the estimated benefits of introducing the new service as recommended in this report outweighs the costs of doing so.

The infographic shows the relative costs and benefits of the decision on 10 different categories. With respect to the climate: Buildings, no net effect. Business, no net effect. Energy, plus 5. Influence, plus 13. Internal Resources, plus 4. Land use, no net effect. Goods & Services, plus 8. Transport, plus 2. Waste, plus 8. Adaptation, no net effect.

Figure 1: Assessment outcome



The Partnership has committed to being Net Zero by 2040 (14 years and 6 months away).

Acronyms

WIPB - Waste Improvement Programme Board

WRAP – The Waste and Resources Action Programme (a global environmental action NGO delivering programmes that reduce CO₂, waste, restore nature and change people's behaviour)

EPR – Extended Producer Responsibility for packaging waste

Defra – Department for Environment, Food and Rural Affairs

LWP – Lincolnshire Waste Partnership

LCC – Lincolnshire County Council
CO₂e - Carbon Dioxide Equivalent
MTFS – Medium Term Financial Strategy
EQIA – Equality Impact Assessment
PDP – Policy Development Panel
PMP – Performance Monitoring Panel

Appendices

Appendices are listed below and attached to the back of the report:

Appendix 1- Assessment of delivery model for waste collections
Appendix 2- Equality Impact Assessment

Background Papers

No background papers as defined in Section 100D of the Local Government Act 1972 were used in the production of this report.

Chronological History of this Report

A report on this item has not been previously considered by a Council body.

Report Approval

Report author:	Victoria Burgess, Assistant Director, Neighbourhoods victoria.burgess@e-lindsey.gov.uk
Signed off by:	Jason King, Director of Communities jasonking@sholland.gov.uk
Approved for publication:	CLlr Jim Astill, Portfolio Holder for Corporate, Governance, Communications & Environmental Services jastill@sholland.gov.uk