



Hinckley & Bosworth Borough Council

Forward timetable of consultation and decision making

Executive 6 November 2024
Wards affected: All wards

Food Waste Collections

Report of Director Corporate and Street Scene Services

1. Purpose of report

1.1 To update Executive on planning for food waste collections from April 2026.

2. Recommendation

2.1 Executive endorse the collection system outlined in 3.7

2.2 Executive to agree bin policy be reviewed and options reported back to Executive by the end of 2024. (3.4)

2.3 Executive support the trial collection of Waste electrical and electronic equipment (WEEE) and delegate authority to the Head of Street Scene and Executive lead for Neighbourhood Services to agree the scope and implement of this trail. (3.5)

2.4 Executive agree that food waste collections will be made in house by street scene services (3.10)

2.5 Executive agree that roll out of this new service will be phased over 8 weeks during February and March 2026 (3.15)

2.6 Executive agree that food waste fleet will operate using HVO to reduce carbon emissions depending upon affordability and DEFRA funding (3.17)

3. Background to the report

3.1 This report updates the “Simpler Recycling” report to Executive briefing dated 10 January 2024. As Executive are aware HBBC need to provide a weekly

food waste collection for all residential properties by 1 April 2026. Government have advised they will fund collection as these are a new burden. One off transition funding and ongoing revenue funding are expected to be confirmed November 2024. Capital funding has already been received for the following:-

Vehicles:	£818,400
Containers:	£364,185
Total:	£1,182,585

In addition, Defra has advised they will provide estimated local authority payments for extended producer responsibility (for dry recycling collections) in December 2024 with first payments expected towards the end of 2025.

Collection System Options appraisal

3.2 The Leicestershire Resources and Waste Strategy (LRWS) 2022 – 2050 was adopted by HBBC in 2022 . The strategy was developed following public consultation and an evaluation of different collection systems against various criteria such as carbon emissions, recycling rate, whole system cost, ease of use for residents etc. The collection system evaluated to be the best was:

Dry recycling (blue bin) :to continue with the current 2 weekly fully co-mingled dry recycling collection

Refuse : restricted capacity residual waste (smaller bin or 3 weekly collection)

Garden : continue with current 2 weekly garden waste collection
Food: weekly collection

3.3 WRAP undertook a further options appraisal for HBBC in June 2023 to determine the resources needed for food waste collections (e.g. number of collection rounds), and the impact of restricting residual waste capacity.

Option 1: As current with weekly food waste collection

Option 2: As option 1 with all residual waste bins changed to 140l bins

Option 3: As option 1 with all residual waste bins changed to 180l bins

Option 4: 3 weekly residual waste collection using 240l bin.

High level comparison of different systems assuming high food waste participation is given below.

	Projected collection costs relative to current baseline	Projected recycling rate	Overall carbon impact (tonnes)	Comment
Baseline		42%	1590	
Option 1	£810,534	52%	416	Minimal change
Option 2	£863,709	56%	-591	Capital costs of @£902,000 for new wheeled bins
Option 3	£837,122	54%	-118	Capital costs of @£902,000 for new wheeled bins
Option 4	£717,376	56%	-591	Lowest cost and highest recycling rate / carbon savings

3.4 The Government guidance issued April 2024 confirms that local authorities are required to provide residual waste collections at least fortnightly (many local authorities already collect residual waste 3 weekly). Unless this guidance changes this effectively rules out 3 weekly collections, meaning unless government guidance changes and 3 weekly collections are permitted smaller residual waste bins are the only option available to HBBC if they want to achieve the highest recycling rate and carbon savings. Options to implement this would be:-

- A: Swap all 240l bins for 140 or 180 litre bins and this is estimated by WRAP to cost £902,000 plus delivery and no funding would be available for this. REJECTED AS UNAFFORDABLE
- B: Change the bin policy so as residual bins are replaced we issue smaller residual waste bins. RECOMMENDED
- C: Do nothing. Rejected as this will not increase the recycling rate.

Assuming option B is agreed this will be reported to Executive briefing before the end of 2024.

3.5 Waste Electrical and Electronic equipment (WEEE) collection: 90% of residents identified small electrical appliances as items they would like the council to collect alongside other recycling collections. (LJWS 2022). All electrical items are now banned from landfill and need to be disposed of separately. However, many residents continue to put such items in their residual waste bin. Government has consulted on the kerbside collection on small electrical items / waste electrical and electronic equipment (WEEE) but the response to this has not yet been published. Regardless of government policy fleet changes in September 2025 mean HBBC may be able to offer a kerbside collection from Summer 2025 and the new fleet specification should enable this collection. This will however replace kerbside textile collections which have low usage partly due to the strong support for charity shops, and

kerbside charity collection. A small trial is recommended to enable officers to determine how best to roll this scheme out Borough wide and to determine if funding is available. This would commence January 2025.

- 3.6 Dry recycling: “Simpler Recycling” mandates the collection of a wide range of materials and permits the collection of these materials in one bin. HBBC already collects most of the materials specified but there are some additional plastics which LCC as the disposal authority is negotiating into future waste disposal contracts. This includes plastic tubes, more flexible plastics and metal tubes. It is assumed these changes will be made by 1 April 2026.
- 3.7 The following collection system is therefore recommended from 2026 which means minimal change for residents and adds materials:

Service	Frequency	change
Food waste *NEW	Weekly	New service
Dry recycling	2 weekly	New materials added
Garden waste (chargeable)	2 weekly	
Residual	2 weekly	
Small WEEE (subject to trial)	Weekly	Subject to successful trial this will replace the fortnightly textiles collection.

In addition the current bulky (large item) collections and big bin services will continue to operate as bookable and chargeable services.

- 3.8 HBBC need to determine if we collect food waste in house or via a 3rd party contractor.

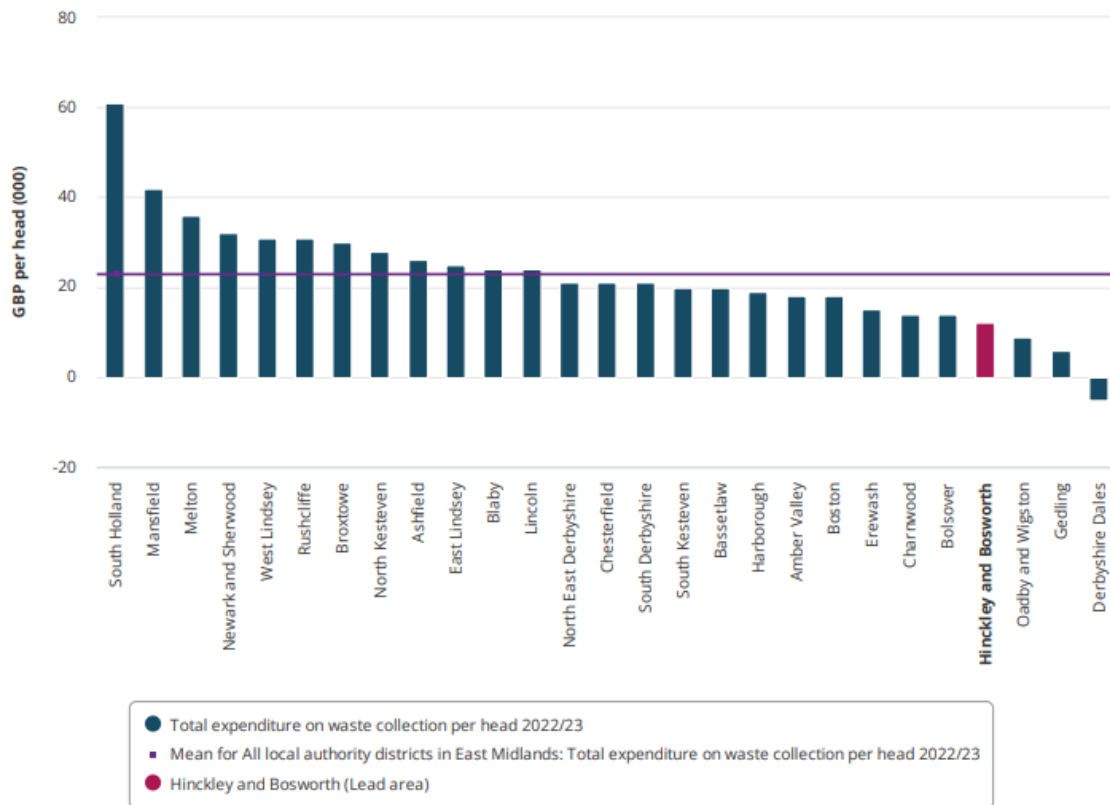
A Scrutiny review in 2017 determined that HBBC inhouse Street scene services offered value for money and recommended HBBC should continue to run waste collections in house. At that point the dry recycling collections were also brought in house.

Tendering such large services is both expensive and time consuming and therefore bench marking of food waste collection costs has been undertaken against another local authority using an external contractor.

A direct comparison of costs has been made with one local authority in Leicestershire who use a contractor to deliver their waste collections. Hinckley operating costs are estimated to be over 8 per cent lower

Wider bench marking of 2022/23 waste collection costs against other East Midlands District councils through Iginform (Ministry of housing communities and local government) is shown below. Hinckley and Bosworth are identified as having the 4th lowest costs of 27 councils

Total expenditure on waste collection per head (2022/23) for All local authority districts in East Midlands



Source: Ministry of Housing, Communities and Local Government

The current in house collections have a high satisfaction rating. Results from the most recent satisfaction survey in 2022 (LRWS) showed 96% satisfaction with refuse collections, 92% with dry recycling and 80% with garden waste.

In house services also offer the flexibility to change collection systems without the need to renegotiate a contract, and to deploy staff flexibly to provide resilience across all in house services.

It is therefore recommended HBBC collect food waste in house.

Operational Appraisal

3.11 Food Waste Vehicle selection: Officers have looked at various options such as side and rear loading vehicles, 7.5t and 12t options, had demonstration vehicles on site, visited other local authorities and observed operation of food waste collections, and used national guidance. The vehicles selected are 7.5 tonne rear loading . Given the high demand for these vehicles and long delivery times these vehicles need to be ordered imminently. They were included in the HGV tender which was run in July 2024 and will be reported separately to Council 1 October 2024. The Fleet Operators Licence has also been successfully increased for the additional fleet.

- 3.12 Rounds: Officers have researched round numbers, crew sizes, tipping locations and used the Wrap feasibility study to determine 8 rounds will be needed with driver and 1 loader. In addition 1 spare vehicle is needed to allow for vehicle down time for servicing, breakdowns etc. Government funding is sufficient for 7.8 vehicles at £105,000 per vehicle. Rounds will be 1500 properties per day, planned to match normal bin collection days, to minimise travel time to disposal sites (which we know will be Merevale and Bardon) and this work will commence in 2025.
- 3.13 Caddies: These will also need to be ordered quickly as demand will be high and production capacity is limited. These will be jointly procured in September 2024 with 4 other Leicestershire district councils (Welland Procurement Partnership) using the ESPO framework and mini competition. Using Wrap guidance and research with other local authorities already collecting food waste a 7l caddy will be provided for inside kitchens, and a 23l caddy for outside. The external caddy will have a locking handle to secure the lid to reduce spills. Government funding allows for spares so 57,000 of each type will be ordered. These will be ordered early and stored by HBBC to ensure we have supply.
- 3.14 Caddy delivery: demand will be high for the companies who offer this service so Officers have developed a plan to deliver these in house. HBBC staff also know the Borough which reduces the risk of delivery errors. The estimated cost of using a contractor (costs from other local authorities who have used delivery companies) is £125,000. The current estimate for HBBC to deliver these is £110,000. Governments will provide funding for this as a one off transitional cost but this funding level is currently unknown.
- 3.15 Roll out : To commence collections for all properties from Monday 30 March 2026 presents significant operational and therefore reputational risks. Easter falls 3-6 April meaning both residents and staff will be on leave, and these dates also overlap with annual council tax billing and garden waste renewal payments. Officers recommend staggering collection start dates over February and March 2026 which allows time to train and support new staff and will reduce the pressure on both customer services and street scene staff (both back office and front line). The delivery of containers can also be done within this period utilising the collection staff before they start collecting food waste.
- 3.16 Liners: Good practice is to provide liners for the 7l kitchen caddies (either plastic or compostable) to get high participation from residents as they make collections easier for residents and reduce the “yuk” factor. Defra have yet to confirm which type of liner they recommend or if any funding will be provided . Therefore, no decision can be made yet. However, the provision of some liners as part of the roll out of the service will be advocated by officers as a positive first experience is key to ensuring higher participation in these collections.
- 3.17 Fuel type: Electric food waste vehicles are very new to the market, untested in a rural setting, and currently unaffordable within the governments funding

provided. Current manufacturers guidance is that HVO (biodiesel) can be used in the food waste vehicles. HVO can reduce emissions by up to 90% but is more expensive than diesel and subjects to global fuel market price fluctuations. Given the majority of the Councils fleet now operates on HVO it is recommended that food waste collections also operate on HVO providing it remains affordable, and dependent upon Defra funding levels.

Every new vehicle will increase our fleet emissions and affect our net zero 2030 pledge. However, it is estimated that food waste collections will generate enough biogas to replace 15% of the UK's demand for fossil gas so any increase in local emissions will be offset by national reductions.

- 3.18 Trade Food Waste Collections: New government regulations mean larger businesses need to introduce a separate food waste collection from April 2025, and those with less than 10 full time equivalent employees from April 2027. These dates do not align with household collections. There is no funding provided by Defra for commercial collections, but it is currently understood local authorities are obligated to provide the service for current customers requiring a separate food waste collection.

Of HBBC's 800 trade waste customers 34 have indicated they will require a food waste collection from April 2025 (primarily schools and restaurants). Options are being explored but unless a better solution can be identified HBBC will undertake these collections using an existing RCV (noting dedicated food waste vehicles will not be available until April 2026).

From 2026 trade food waste collections can be provided more widely alongside household collections. Income is difficult to predict but assuming 30% of our current trade customers opt for a food waste collection in 2027 (when they are required to separate this waste) then potentially £80,000 can be generated (after disposal costs). However, there may be additional collection costs as yet unknown.

- 3.19 Food waste collection from the Hub, Jubilee and Atkins Building: HBBC will be required to separately collect food waste from these 3 premises from April 1 2025. Estates and Waste will work together to implement this, and any additional cost will be factoring into 2025/2026 budgets.
- 3.20 Project management: At present the project team consists of Caroline Roffey, Darren Moore and Jess Jones. Ilyas Bham is consulted on all financial matters. The project board will meet for the first time on 17 September and includes Julie Kenny, Ashley Wilson, Councillor Lynda Hodgkins, Darren Moore and Caroline Roffey. It is anticipated that the project team will be expanded will be expanded in September 2025 to include Comms and Customer services. All services involved are invited to attend a WRAP food waste training day on 12 September 2024 to build awareness of food waste, good practice and service challenges.

4. Exemptions in accordance with the Access to Information procedure rules

4.1 This report can be taken in public session

5. Financial implications IB

5.1 The overall estimated revenue impact is summarised in the table below. This includes costs for one vehicle which will be leased. The rest of the vehicles will be purchased. At the moment an assumption has been made that overall, around 90% of costs will be recovered via central government funding.

	yr2627	yr 2728	yr2829
	£	£	£
cost	1,144,854	1,178,657	1,213,473
funding	(1,037,528)	(1,068,654)	(1,100,713)
net impact	107,326	110,003	112,760

5.2 Capital Funding of £1,182,585 has been received. The estimated funding includes funding of £818,400 for 8 vehicles. The actual estimated cost of the vehicles is £859,368. If savings can't be found in other areas a supplementary capital budget of £40,968 will have to be approved .

£364,185 has been set aside for capital funding for caddies and containers.

6. Legal implications [ST]

6.1 None

7. Corporate Plan implications

7.1 The introduction of weekly food waste collections from April 2026 are mandatory. They also contribute to the Corporate Plan Place aim to increase recycling including the introduction of a new weekly food waste collection with government funding. The use of HVO rather than diesel in the collection fleet also contribute to reduce carbon emissions from our own operations

8. Consultation

8.1 Given these collections are statutory no consultation has been undertaken. However extensive consultation was undertaken as part of the development of the LRWS 2022 when 69 % of the HBBC residents who responded said they didn't see any barriers to participating in a weekly food waste collection. Other consultation results are reflected in the report.

9. Risk implications

- 9.1 It is the council's policy to proactively identify and manage significant risks which may prevent delivery of business objectives.
- 9.2 It is not possible to eliminate or manage all risks all of the time and risks will remain which have not been identified. However, it is the officer's opinion based on the information available, that the significant risks associated with this decision / project have been identified, assessed and that controls are in place to manage them effectively.
- 9.3 The following significant risks associated with this report / decisions were identified from this assessment:

Risk description	Mitigating actions	Owner
Insufficient project management	Board meeting to be convened September 2024, and project team expanded as required during 2025	Caroline Roffey
Inadequate funding from Defra	Robust challenge of funding allocations. Sufficient flexibility to either deliver within funding limits or accommodate increases within MTFS forecasts	Ilyas Bham
Lack of Depot space	Project team in place to secure second depot, and to reconfigure Jubilee depot	Malcolm Evans
Failure to secure fleet and caddies for service	Early procurement already complete, and caddies will be stored to ensure availability.	Caroline Roffey
Insufficient operational resources to operate service successfully. Flats and communal properties, and Christmas holidays will be a particular challenge, and there will potentially be an additional 2.7 million collections per year (66% increase)	Budgets include additional supervisor, admin and waste officer	Darren Moore
Trade waste - potential loss of customers if we don't provide the service when needed and risk income will not cover costs	Monitor costs and income, and set fees to be competitive whilst covering costs	Darren Moore
Opportunity – to increase recycling rate (collect additional recyclable	Design collection system to maximise recycling rate	Caroline Roffey

materials, and to reduce frequency of residual waste collections)	within government guidance	
Lack of support for the new service – both from residents and politically	Ensure robust communications with residents, and regular briefings for Members	Caroline Roffey
Equalities – failure to meet LA equality duty	Ensure EIA completed during 2024 and service is designed to be useable by all	Darren Moore
Increased carbon emissions adversely impacting net zero by 2030 ambition	Use HVO (whilst affordable) and consider climate impacts in service design and procurement	Caroline Roffey
Impact on other HBBC services:	Street cleansing will support the roll out of this service. Public contact will be designed to be self serve / online to minimise impact on contact centre. Comms support will be planned. Relevant services will be involved in the project team.	Caroline Roffey

10. Knowing your community – equality and rural implications

10.1 Provision will need to be made for those who cannot move the food waste bins to the collection point themselves, and also for those who do not have English as their first language/ an Equalities Impact Assessment will be completed and reasonable adjustments made to the service. For example assisted collections.

11. Climate implications

11.1 Restricting the residual waste bin would enable a significant reduction in carbon emissions from waste collections. It increases recycling rates for dry recycling, garden waste and food waste. Food waste recycling biogas which is estimated could replace 15% of the UK's fossil gas demand.

11.2 The use of HVO rather than diesel will reduce fleet emissions by up to 90%.

12. Corporate implications

12.1 By submitting this report, the report author has taken the following into account:

- Community safety implications
- Environmental implications

- ICT implications
 - Asset management implications
 - Procurement implications
 - Human resources implications
 - Planning implications
 - Data protection implications
 - Voluntary sector
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Background papers:

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Executive member: Councillor L Hodgkins