

Report subject	<b>Simpler Recycling Waste Reforms</b>
Meeting date	22 May 2024
Status	Public Report
Executive summary	<p>The Environment Act 2021 requires councils in England to offer every household (including flats) three waste containers for dry recycling, food waste and residual (non-recyclable) waste by 31 March 2026.</p> <p>Non-municipal properties (i.e. businesses, schools, hospitals) will also be required to make arrangements for separate collections for dry recycling, food waste and residual waste by 31 March 2025.</p> <p>The recommendations of this report will enable BCP Council to comply with its new legal obligation in the required timescales by:</p> <ul style="list-style-type: none"> <li>a. enhancing our commercial waste offer to include food waste collections and accommodate extra demand for commercial recycling collections by 31 March 2025.</li> <li>b. arrange separate collections for recycling and food waste, where needed from BCP Council's own buildings and commercial premises.</li> <li>c. implementing food waste collections for all households, including flats, from 31 March 2026.</li> <li>d. offering recycling collections to all properties, including all flats and town centre properties, by 31 March 2026.</li> <li>e. introducing plastic film (plastic bags, wrapping, pouches) for recycling in our kerbside recycling service by 31 March 2027.</li> </ul>
Recommendations	<p>It is <b>RECOMMENDED</b> that Cabinet approve:</p> <ul style="list-style-type: none"> <li><b>(a) the introduction of a BCP-wide commercial food waste collection service, utilising current household collections rounds and vehicles from 31 March 2025.</b></li> <li><b>(b) the introduction of a fortnightly bagged recycling service, as set out in this report, to all households who cannot accommodate the standard recycling bin service.</b></li> </ul>

	<p><b>(c) By 31 March 2027, plastic film (plastic bags, pouches, wrapping) will be recycled in our kerbside recycling service.</b></p> <p><b>It is further recommended that Cabinet recommends to Council:</b></p> <p><b>(d) the purchase of six food waste collection vehicles and required food waste containers and bins using £1.53M new burdens funding to support the introduction of food waste collections to Poole and all flats by 31 March 2026 as set out in this report.</b></p>
Reason for recommendations	<ul style="list-style-type: none"> <li>• To comply with the council's legal obligations under the Environment Act 2021 to offer every household (including flats) in England three waste containers for dry recycling, food waste and residual (non-recyclable) waste by 31 March 2026.</li> <li>• To assist local businesses in complying with their obligation under the Environment Act 2021 by 31 March 2025, and enhance the council's commercial waste offer and potential income generation, whilst fulfilling BCP Council's legal obligation to supply this service if requested.</li> <li>• To offer flexible, comprehensive and efficient waste collections that engage residents and commercial customers to effectively manage their waste.</li> <li>• To offer service parity by introducing food waste collections in Poole and to all flats.</li> </ul>

Portfolio Holder(s):	Councillor Andy Hadley
Corporate Director	Chief Operations Officer – Glynn Barton
Report Authors	Georgina Fry – Waste Strategy & Resources Manager, Sarah Speakman-Jones – Strategic Waste Officer.
Wards	Council-wide
Classification	For Decision

## Background

1. In England, household recycling rates increased from 11% in 2000/01 to 42% in 2021/22. However, in recent years household recycling rates have plateaued around 42-44%, missing the 2020 target of 50%. The UK Government has set new targets to recycle 55% of municipal waste by 2025, 60% by 2030 and 65% by 2035, and has repealed EU-derived waste collection requirements, introducing improved and simplified requirements through the Environment Act 2021.
2. In 2023/24, BCP Council achieved a recycling rate of 47.3%, ranking 13<sup>th</sup> unitary authority in England for recycling performance. Councils achieving higher rates are normally more rural with higher quantities of garden waste to compost than in the BCP area. 51% of a household BCP refuse bin could have been recycled in either the kerbside recycling bin or a food waste container.
3. Simpler Recycling along with other waste reforms such as the Deposit Return Scheme (DRS) and Extended Producer Responsibility (EPR) for Packaging are anticipated to drive packaging reduction and increases in recycling performance over the next 5-10 years.
4. In October 2023, DEFRA released its 2021 Consistency (now renamed Simpler Recycling) consultation response, which details requirements under the Environment Act 2021 that councils in England must offer every household (including flats) three waste containers for dry recycling, food waste and residual (non-recyclable) waste by 31 March 2026. An optional garden waste collection must also be offered to all households, but a charge can be levied.
5. Non-municipal properties (i.e. businesses, schools, hospitals) must also arrange separate collections for dry recycling, food waste and residual waste by 31 March 2025. BCP Council must comply with these requirements from its own properties and commercial premises.
6. Glass, metal (cans and foil), plastic (bottles and containers), paper and card must be collected in the dry recycling container. These materials are already collected in BCP Council's recycling bin. Plastic film (plastic bags, wrapping, pouches) must be included from 31 March 2027.
7. To comply with the new legal requirements, BCP Council must:
  - a. enhance our commercial waste offer to include food waste collections and accommodate extra demand for commercial recycling collections by 31 March 2025.

- b. arrange separate collections for recycling and food waste, where needed from BCP Council's own buildings and commercial premises.
  - c. implement household food waste collections to all properties (including flats) by 31 March 2026.
  - d. offer recycling collections to all properties (including all flats and town centre bag collection properties) by 31 March 2026.
  - e. include plastic film (plastic bags, wrapping, pouches) for recycling in the kerbside recycling bin by 31 March 2027.
8. Detailed baseline and options modelling of BCP Council's waste collections has been undertaken by SLR consulting, funded by WRAP. Variations in design and frequency of residual and recycling collections have been modelled to shape the development of the overarching Waste Strategy for the BCP area and operational service design in the future. This will enable a fundamental review of collection routes across all waste streams to rebalance collection rounds, maximise service efficiency and cost management.
  9. A comprehensive communications plan will support the introduction of these recommended waste reforms to engage residents in food waste and recycling enhancements and provide instruction to aid full participation in the council's waste collection services.
  10. Substantial investments have been initiated across the waste industry into the separation and processing technology required at Material Recycling Facilities (MRFs) to recycle plastic film in the recycling bin. BCP Council's current recycling disposal contract expires in August 2027. Discussions are underway with BCP Council's incumbent contractor to include plastic film from 31 March 2027 and the inclusion of plastic film will be specified when tendering for BCP Council's next recycling disposal contract from August 2027.

## **Options Appraisal**

### **Commercial food waste collections**

11. Non-municipal properties (i.e. businesses, schools, hospitals) are required to make arrangements for separate collections for dry recycling, food waste and residual waste by 31 March 2025. Micro-firms (with those under 10 employees) have longer to prepare for separate collections by 31 March 2027.
12. Business support tools are being developed by WRAP to assist compliance in a cost-efficient way.
13. The government has stated where a business does not produce any food waste, no separate collection is required.
14. There are many commercial waste collection contractors operating locally and nationally, including some dedicated to the collection of food waste.
15. BCP Council's commercial waste services currently collect refuse from 2,670 locations and recycling from 1,460 locations across the BCP area, and food waste from 41 locations in Bournemouth and 12 in Christchurch. It brings income of £4.9million to BCP Council before costs, and any surplus supports waste management services.
16. Four options have been considered to enable commercial food waste collections across the BCP area:

<b>Option 1 – Establish in-house dedicated commercial food waste collection rounds by 31 March 2025</b>
<b>Advantages</b> <ul style="list-style-type: none"> <li>• This option allows significant demand from businesses for food waste collections to be accommodated.</li> </ul>
<b>Disadvantages</b> <ul style="list-style-type: none"> <li>• A dedicated commercial food waste collection would require collection vehicle purchase and an additional collection crew costing £91k per annum over 7 years. Vehicle rental is over £1k per week. This is a high financial risk with no guaranteed customer base or income currently. Modelling suggests 580 commercial food waste customers would justify the expense of a 12-tonne dedicated commercial food waste collection vehicle, although this would vary on a number of factors such as journey time and customer location.</li> <li>• To date, there has been little communication from government to businesses advising of the legal requirements to arrange separate food waste collections from 31 March 2025.</li> <li>• Currently there is significant uncertainty on likely demand from BCP businesses, schools and hospitals for commercial food waste collections. BCP Council's current commercial waste customers will be contacted in June 2024 to gauge potential interest in a food waste collection service from 31 March 2025.</li> <li>• A dedicated commercial food waste round would be an inefficient use of vehicle, fuel and staff in comparison to accommodating commercial food waste customers on existing household food collection rounds.</li> <li>• One dedicated commercial waste food waste vehicle will likely result in contingency issues for breakdowns and maintenance.</li> </ul>
<b>Recommended option:</b> No, due to high financial risk of vehicle investment with uncertainty of service demands. If there is a significant demand for commercial food waste collections, future consideration may be given to a dedicated commercial food waste vehicle.

<b>Option 2 – An in-house commercial food waste collection service utilising existing household collections rounds from 31 March 2025, by including Bournemouth and Christchurch commercial waste customers on established household food waste rounds and using existing food waste vehicles for an afternoon commercial food waste collection in Poole as needed.</b>
<b>Advantages</b> <ul style="list-style-type: none"> <li>• Offers a flexible and efficient approach to commercial food waste collections until household collections are operational across the BCP area, there is a greater understanding of service demands or the customer base increases.</li> <li>• Current household collection rounds in Bournemouth and Christchurch are passing commercial properties and have capacity to collect an estimated amount of commercial food waste.</li> </ul>

<ul style="list-style-type: none"> <li>Collection staff are already trained and experienced in delivering this service.</li> <li>There is a lower financial risk as no investment in a dedicated collection vehicle is initially required or for additional collection crews in Bournemouth and Christchurch. Commercial food waste collections in Poole will be staffed by existing late shift operatives.</li> <li>A comprehensive commercial waste service including food waste will be offered, which should help to retain the current customer base, who need to arrange food waste collections to meet their legal obligation and want one contractor to manage their waste.</li> <li>If a sufficient and stable customer base is established, a dedicated commercial food waste round can be considered if financially and operationally beneficial.</li> </ul>
<p><b>Disadvantages</b></p> <ul style="list-style-type: none"> <li>Utilising food waste vehicles in the afternoon may increase wear and potentially reduce vehicle lifespan, although this is a temporary arrangement until household food waste collections are introduced in Poole by 31 March 2026.</li> <li>Utilising food waste vehicles in the afternoon limits available time for scheduled vehicle maintenance and reduces contingency for vehicle breakdowns.</li> <li>Logistical consideration will need to be given to utilising vehicles based at Southcote Road Depot in the east of the borough and required collections in Poole to the far west and relocating collection crews.</li> </ul>
<p><b>Recommended option:</b> Yes, due to ability to offer an in-house service with flexibility to respond to unknown service demands, without financial risk of collection vehicle procurement, rental or additional recruitment of staff</p>

<p><b>Option 3 – Outsource and contract a food waste collection service provider</b></p>
<p><b>Advantages</b></p> <ul style="list-style-type: none"> <li>Outsourcing will avoid any additional pressure placed on household food waste collection rounds, vehicle and collection crews in Option 2.</li> <li>Customers would still interact as a BCP Council's customer and income would be received by BCP Council.</li> <li>A comprehensive commercial waste service including food waste will be offered, which should help to retain the current customer base, who need to arrange food waste collections to meet their legal obligation and want one contractor to manage their waste.</li> </ul>
<p><b>Disadvantages</b></p> <ul style="list-style-type: none"> <li>Reputational damage may be potentially incurred that BCP Council is unable to provide a commercial food waste service in-house when household collections are operated.</li> <li>The procurement tender process may be challenging as service demands</li> </ul>

<p>are unknown and timescales are short (12 months from 31 March 2025- 31 March 2026), potentially resulting in low interest from external food waste collection contractors and high contract prices.</p> <ul style="list-style-type: none"> <li>• Customers would interact with BCP Council, but BCP Council would not have direct control over service delivery.</li> <li>• Using an external contractor would offer less flexibility to accommodate commercial waste customer's ad-hoc needs and to deliver collections efficiently by aligning with household collection rounds.</li> </ul>
<p><b>Recommended option:</b> No, due to lack of service flexibility, efficiency and likely high financial cost built in by contractor to accommodate unknown demand and short timescales.</p>

<p><b>Option 4 - Signpost commercial waste enquiries to alternative food waste collection suppliers</b></p>
<p><b>Advantages</b></p> <ul style="list-style-type: none"> <li>• Outsourcing will avoid any additional pressure placed on household food waste collection rounds, vehicle and collection crews in Option 2.</li> </ul>
<p><b>Disadvantages</b></p> <ul style="list-style-type: none"> <li>• No commercial food waste collection income would be generated.</li> <li>• Risk that customers may move all their existing refuse and recycling contracts to the new supplier with a loss of income to BCP Council.</li> <li>• High risk procurement as a tender would be required to demonstrate due diligence in order to recommend alternative suppliers. No contract would, however, be signed between BCP Council and the alternative suppliers, meaning there would be no mechanisms for the Council to monitor or influence the suppliers whilst still recommending them.</li> <li>• Reputational damage of being unable to meet customer needs by providing the service in-house and if the supplier fails or general collections issues arise, the Council could be deemed responsible.</li> <li>• Legal requirement for councils to offer this service if requested not met.</li> </ul>
<p><b>Recommended option:</b> No, due to reputational risk of recommending suppliers without any mechanism for monitoring or influence.</p>

### Household food waste collections

17. Currently BCP Council operates food waste collections from 92,797 properties in Bournemouth and Christchurch. By 31 March 2026, an additional 96,253 properties in Poole and Bournemouth must be offered food waste collections. This includes 51,835 households and 19,172 flat units with communal bins in Poole, plus 25,246 flat units with communal bins in Bournemouth.
18. The recent extension of green, food and wood contracts by both BCP Council and Dorset Council has allowed Eco Sustainable Solutions to plan a new Anaerobic Digestion (AD) facility at their main site at Hurn. If this facility is not

operational by March 2026, food waste will be transferred from Hurn, as it is currently for Bournemouth and Christchurch collections, and processed at their existing AD facility at Piddlehinton, Dorset, generating electricity for the National Grid and a liquid fertiliser utilised by local farmers.

19. The food waste collection service will be promoted as mandatory with no food waste permitted in the refuse bin.
20. Food waste makes up 34% of the average household refuse bin in BCP. 76% of food waste in a household BCP refuse bin was found to be avoidable. Food waste collections and the supporting communications campaign may lead to residents becoming more aware of the amount of the food they are wasting, change their behaviour to reduce food waste or home compost what they can.
21. Each property will be delivered a 7 litre kitchen caddy, 23 litre external container or a shared 140 litre bin for communal flats, and an information leaflet explaining how to use the service and encouraging use.
22. Caddy liners will only be provided to residents if new burdens funding covers the provision. Caddy liners can be purchased online, in supermarkets or as an alternative residents may choose to use paper to line their caddy or no liner and tip their food waste directly into the external container.
23. Three options have been considered to implement food waste collections:

<p><b>Option 1 – Introduce food waste collections to households in Poole, from one 23 litre container, and communal flat properties in Poole and Bournemouth, using one 140 litre bin per 8 flat units, in October 2025.</b></p>
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<p><b>Advantages</b></p>
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| <ul style="list-style-type: none"> <li>• BCP Council is committed to deliver parity of service as soon as possible.</li> <li>• Poole residents are keen for the introduction of food waste collections, plus social inclusion is increased by providing residents in flats with the same service as residents living in houses.</li> <li>• A service start date in October 2025 allows sufficient time to accommodate necessary service implementation tasks, although unconfirmed factors such as new burdens funding and vehicle procurement timescales, do risk delays.</li> <li>• £1.537m of new burdens capital funding (first stream) has been awarded by DEFRA to BCP Council to purchase food waste collection vehicles and the required food waste collection containers for households (23 litre container) and flats (140 litre bin).</li> <li>• Modelling suggests diverting this additional food waste from the refuse stream will enhance BCP Council's recycling rate by an estimated 6% from October 2025.</li> <li>• Limited reliance until October 2025 on existing household food waste vehicles to deliver commercial food waste services in Poole.</li> <li>• Flat properties will be included on food waste collections and delivered one communal 140 litre bin for per 8 flat properties, leading to greater quantities of food waste being collected than if flats were required to opt-in.</li> <li>• Properties on bag collections for refuse will be offered a food waste service</li> </ul> |
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using a 23 litre container.

#### **Disadvantages**

- The ongoing new burdens revenue funding will not be received until April 2026, meaning additional revenue costs of £249-324k between October 2025 and 31 March 2026, after disposal savings, would require funding from the Council's waste collection budgets.
- The amounts to be awarded to BCP Council from the new burdens funding second (implementation costs) and third (ongoing revenue) streams have not been confirmed by DEFRA.
- Only offers a small contingency for delays in collection vehicle lead-time (12-15 months) Many Councils are currently procuring food waste vehicles to meet the 31 March 2026 deadline for food waste collection implementation.
- Tight timescales to assess food waste arrangements for the 3,200 flat blocks across Bournemouth and Poole.
- Cleansing issues may occur at flat properties where little ownership is taken of the food waste bin and no cleaning scheduled.

**Recommended option:** No, as the new burdens ongoing revenue funding will only be provided from 1 April 2026, additional revenue costs would be incurred between October 2025 and 31 March 2026 that are not agreed in BCP Council's Medium Term Financial Plan.

#### **Option 2 – Introduce food waste collections to households in Poole, from one 23 litre container, and communal flat properties in Poole and Bournemouth, using one 140 litre bin per 8 flat units, when legally required by 31 March 2026.**

#### **Advantages**

- Further clarification will be available on the funding awarded to BCP Council in the new burdens second (implementation costs) and third (ongoing revenue) streams from DEFRA.
- The new burdens ongoing revenue funding is anticipated from 1 April 2026.
- £1.537M of new burdens capital funding (first stream) has been awarded by DEFRA to BCP Council to purchase six food waste collection vehicles and the required food waste collection containers for households (23 litre container) and flats (140 litre bin). Vehicle procurement orders can be placed early to secure purchase prices and allow contingency for increased vehicle lead time (15+ months).
- Poole residents will receive food waste collections by 31 March 2026, plus social inclusion is increased by providing residents in flats with the same service as residents living in houses.
- Modelling suggests diverting additional food waste from the refuse stream will enhance BCP Council's recycling rate by 6% from April 2026.
- Flat properties will be included on food waste collections and delivered one communal 140 litre bin for per 8 flat properties, leading to greater quantities of food waste being collected than if flats were required to opt-in.

<ul style="list-style-type: none"> <li>Properties on bag collections for refuse will be offered a food waste service using a 23 litre container.</li> </ul>
<b>Disadvantages</b> <ul style="list-style-type: none"> <li>Delayed parity of service for Poole residents and flat dwellers.</li> <li>Extended reliance on existing household food waste vehicles to deliver commercial food waste services in Poole until 31 March 2026.</li> <li>Cleansing issues may occur at flat properties where little ownership is taken of the food waste bin and no cleaning scheduled.</li> </ul>
<b>Recommended option:</b> Yes, as all new burdens funding streams will be awarded and provided for the implementation of food waste collections to Poole and BCP flats and from 1 April 2026, for the ongoing revenue funding for food waste collections across Bournemouth, Christchurch and Poole.

<b>Option 3 – Introduce food waste collections to households in Poole using a 23 litre container on 31 March 2026 and require flats properties to opt-in to receive the service, using one 140 litre bin per 8 flat units.</b>
<b>Advantages</b> <ul style="list-style-type: none"> <li>Higher capture and lower contamination rates are anticipated at flat properties where food waste containers have been requested.</li> <li>Fewer containers will be wasted, when delivered to properties but not used by flat dwellers.</li> </ul>
<b>Disadvantages</b> <ul style="list-style-type: none"> <li>Food waste will be collected from fewer flat properties. Food waste is one of the highest arisings in the refuse waste stream from flats. Less food waste would be separately collected.</li> <li>Operationally more complex to deliver containers to flats when requested and collect from specific properties rather than a full road.</li> <li>Ongoing administration, delivery and bin storage required for opt-in process.</li> <li>Ongoing communications to residents are needed to inform them of the available food waste collection services.</li> <li>Not in line with government's intentions, DEFRA has awarded funding for containers for all flat properties.</li> </ul>
<b>Recommended option:</b> No, as less food waste will be collected, and an ongoing operational and administration resource will be required to manage the opt-in process.

### Recycling collections

24. Recycling collections are currently widely offered and utilised by households and flats in the BCP area.

25. There are 300 properties in the BCP area which are not currently offered recycling collections, mainly for operational reasons such as restrictive space for container storage off the highway or access for collection vehicles. These properties have their refuse collected in bags and are mainly located in the town centres of Bournemouth, Westbourne and Boscombe.
26. There are also 350 properties in Christchurch town centre that have historically used bag collections for refuse and box collections for recycling, where bin collections cannot be accommodated mainly for operational reasons such as restrictive space for container storage off the highway or access for collection vehicles.
27. Recycling bags would be ordered from BCP Council's website with 2 rolls of 26 x bags provided per year. Resident without access to the internet may contact BCP Council's customer contact centre for assistance.
28. Recycling bag collections will replace the box collection in Christchurch and would be limited to those properties where BCP Council agree a bin cannot be accommodated within the property boundaries or access is restricted for collection. Recycling bags will not be collected for excess recycling or where a resident would prefer a bag to a bin.
29. Two options have been considered to implement recycling collections to these properties:

<p><b>Option 1 – Offer a fortnightly collection of 2 x recycling bags free of charge to properties that cannot accommodate recycling bin collections.</b></p>
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<p><b>Advantages</b></p>
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| <ul style="list-style-type: none"> <li>• Residents will have the opportunity to recycle the same materials from the kerbside as other households.</li> <li>• Higher participation and greater quantities of waste diverted from refuse stream for recycling, when bags are offered for free.</li> <li>• See-through bags allow collection crews to identify contamination in the recycling. The bag can then be tagged by the collection crews if contamination is found, in line with BCP Council's contamination process.</li> </ul> |
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<p><b>Disadvantages</b></p>
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| <ul style="list-style-type: none"> <li>• No income to cover costs for providing and delivering recycling bags.</li> <li>• Manual handling implications for collection crews associated with lifting heavy and irregularly shaped recycling in bags.</li> <li>• Bags do not secure waste as effectively as bins do. Sharps, glass or other items may protrude through bags, causing injury collection crews. Bags may be split by birds, foxes or vermin, causing litter.</li> <li>• This option is not aligned with BCP Council's policy to charge for all new, replacement and additional bins and may result in complaints from residents who object to paying for a bin and want to opt for free recycling bags.</li> <li>• Ongoing monitoring by the back-office and collection crews will be required to ensure only eligible properties request and are delivered bags for recycling collection. Residents who have a bin may be keen to source more bags for additional recycling, prefer recycling in bags rather than storing</li> </ul> |
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their bin permanently or object to bin replacement charges.
<b>Recommended option:</b> No, due to lack of alignment to BCP Council's bin charging policy and no income to cover bag provision and delivery costs.

<b>Option 2 – Offer a fortnightly collection of 2 x recycling bags to properties that cannot accommodate recycling bin collections for a charge of £12.50 per 2 rolls of 26 x recycling bags provided (25p per bag).</b>
<p><b>Advantages</b></p> <ul style="list-style-type: none"> <li>Residents will have the opportunity to recycle the same materials from the kerbside as other households.</li> <li>Cabinet previously approved in September 2020 the introduction of a charge for properties with refuse bags, which are not suitable for bins, at £12.50 per year (52 bags – 25 pence per bag).</li> <li>The charge (£12.50 for 52) received from participating residents will cover recycling bag provision and delivery.</li> <li>Charging for recycling bags aligns with BCP Council's policy to charge for all new, replacement and additional bins. Bags will be provided free of charge to residents on means tested benefits, aligning with the bin charging exemption criteria.</li> <li>See-through bags allow collection crews to identify contamination in the recycling. The bag can then be tagged by the collection crews if contamination is found, in line with BCP Council's contamination process.</li> </ul>
<p><b>Disadvantages</b></p> <ul style="list-style-type: none"> <li>Lower participation and quantities of waste diverted from refuse stream for recycling, when bags are charged for.</li> <li>Ongoing monitoring by the back-office and collection crews will be required to ensure only eligible properties are able to request and are delivered bags for recycling collection. Residents who have a bin may be keen to source more bags for additional recycling, prefer recycling in bags rather than storing their bin permanently or object to bin replacement charges, although the bag charges may provide some deterrent.</li> </ul>
<b>Recommended option:</b> Yes, as £12.50 charge covers cost of recycling bag provision and delivery and aligns with BCP's bin charging policy.

## Summary of financial implications

30. The new burdens doctrine states all new requirements placed on local authorities by central government must be fully assessed and funded. Household food waste collections are acknowledged as a new requirement with three funding streams awarded for:
- Capital transitional costs** in 2023/24 - £1,537,110 awarded for BCP Council (£613,800 for collections vehicles and £539,326 for containers in January 2024, plus an additional £384,984 in March 2024). Officers are awaiting

further response from DEFRA on the funding challenge submitted by BCP Council in January 2024.

- b. **Resource transitional cost** (implementation funding) from 2024/25 – amount to be awarded to BCP Council is currently unknown.
- c. **Ongoing resource/revenue cost** from 1 April 2026 for all food waste collections - amount to be awarded is currently unknown.

31. Capital costs for introduction of food waste collections to Poole and flats in the BCP area are anticipated at £1.533M:

	<b>Capital costs</b>	<b>New burdens funding awarded</b>
Food waste containers, caddies & 140 litre bins	£ 663,590	£ 539,326
6 x 12 tonne collection vehicle	£ 870,000	£ 613,800
Allocated following provision of revised property numbers to DEFRA		£ 383,984
	<b>£ 1,533,590</b>	<b>£ 1,537,110</b>

32. Resource transitional costs for introduction of food waste collections to Poole and flats in BCP have been modelled at £378K if new burdens funding is providing for food waste liners or £309K if liners are not funded.

	<b>Transitional costs</b>
Liners*	£ 69,600
Container delivery - house	£ 138,292
Container delivery - flat	£ 12,746
Communications	£ 157,611
	<b>£ 378,249</b>

\* Supplying liners is reliant on the provision of new burdens funding to cover liner costs.

33. Ongoing revenue costs for delivering food waste collections to Poole and flats in BCP are anticipated at £650K per annum:

	<b>Revenue costs</b>
Staff	£ 771,673
Vehicles	£ 148,400
Treatment	-£ 269,972
	<b>£ 650,101</b>

34. Ongoing revenue costs should be awarded under the new burdens doctrine to BCP Council from 1 April 2026 for all food waste collections, including those currently in operation in Bournemouth and Christchurch.

35. Any financial investment in enhanced commercial waste services will be balanced by the commercial waste income received as a result.

36. The cost of provision and delivery of recycling bags to those properties on bag collections will be recuperated from the £12.50 charged to residents.

## **Summary of legal implications**

37. Section 57 of the Environment Act 2021 states a requirement on Waste Collection Authorities in England, to separately collect food waste from all households on a weekly basis for composting.
38. Section 57 of the Environment Act 2021 also states that household recyclable waste requires separate collection includes glass, metal, plastic, paper and card.
39. In October 2023, DEFRA released its 2021 Consistency (now renamed Simpler Recycling) consultation response, which detailed requirements under the Environment Act 2021, that Councils in England must offer every household (including flats) three waste containers for dry recycling, food waste and residual (non-recyclable) waste by 31 March 2026. An optional garden waste collection must also be offered to all households, but a charge can be levied.
40. Non-municipal properties (i.e. businesses, schools, hospitals) must also arrange separate collections for dry recycling (glass, metal, plastic, paper and card), food waste and residual waste by 31 March 2025.
41. To comply with the Environment Act 2021, BCP Council is required to:
  - a. enhance our commercial waste offer to include food waste collections and accommodate extra demand for commercial recycling collections by 31 March 2025.
  - b. arrange separate collections for recycling and food waste, where needed from BCP Council's own buildings and commercial premises.
  - c. implement food waste collections in all properties (including flats) by 31 March 2026.
  - d. offer recycling collections to all properties (including flats and town centre bag collection properties) by 31 March 2026
  - e. include plastic film (plastic bags, wrapping, pouches) for recycling in the kerbside recycling bin by 31 March 2027.
42. All required procurement to purchase vehicles, containers and other requirements to implement the new waste services will comply with BCP Council's financial and procurement regulations, in consultation with the corporate procurement and finance teams.
43. BCP Council will comply with the conditions of the new burdens grant and provide financial reporting on the spend of the funding to DEFRA quarterly from 31 October 2024 to 31 March 2026.

## **Summary of human resources implications**

44. From the detailed options modelling of BCP Council's waste collections undertaken by SLR consulting and funded by WRAP, a fundamental review of collection routes across all waste streams will be completed to rebalance collection rounds, maximise service efficiency and cost management.
45. It is anticipated that six additional food waste rounds are required to operate food waste collections in Poole and from flats in the BCP area. Food waste collection crews consist of one driver and two loaders, however it is unlikely from the round rebalancing and potential refuse round reduction as food waste is diverted, that six drivers and 12 loaders will need to be newly employed, as some may be redeployed from within the current waste service teams.

46. Advice will be sought from HR Services on the recruitment process for the remaining additional roles.
47. All waste operatives will be fully briefed on the new food waste and recycling service improvements, enabling them to respond to resident enquiries or signpost as needed when on collection rounds.
48. Specific training on the new fleet and collection methodologies will be provided to collection crews operating the new food waste collections.

### **Summary of sustainability impact**

49. As part of BCP Council's commitment to the climate emergency, BCP Council have set 153 climate actions, 9 of which are related to waste. The recommended Simpler Recycling waste reforms contribute significantly to two particularly:
  79. Unify household waste, recycling and food waste collections across the area to increase recycling and reduce residual waste
  81. Enhance commercial waste and recycling services offered to local businesses.
50. A full Decision Impact Assessment (DIA) has been completed (Appendix 1) for the recommended Simpler Recycling waste reforms highlighting the majority of impacts as positive including for climate change & energy, waste & resource use, natural environment, communities & culture. Sustainable procurement flagged a minor negative impact as the food waste collection vehicles to be purchased will be fuelled by diesel due to additional expense of electric waste collection vehicles and this not being funded by the new burdens funding provided.

### **Summary of public health implications**

51. A full Decision Impact Assessment (DIA) has been completed (Appendix 1) for the recommended Simpler Recycling waste reforms highlighted health & wellbeing as only positive impacts.
52. Food waste collections provide a weekly removal of waste, which is currently stored for two weeks in the refuse bin, this may enhance wellbeing by reducing odour and attraction of pests.

### **Summary of equality implications**

53. An EIA screening tool has been completed and approved by the EIA panel.
54. As a result of these waste service reforms, a number of equality issues have been identified associated with age, race, disability and low income.
55. Mitigating actions include:
  - a. measures to increase the accessibility of communications, using icons and plain English on service leaflets, FAQs and tags, and online tools on the BCP Council website.
  - b. assisted collections for those who have physical difficulties manoeuvring bins.
  - c. clear instruction, monitoring and enforcement where needed to limit obstruction of the pavement caused by bins.
  - d. recycling bags will be provided free of charge to those on means tested benefits.

## **Summary of risk assessment**

56. There are delivery risks associated with timescales for implementation of the food waste service in Poole and flats, particularly related to the lead times associated with new food waste vehicles (15+ months) and site visits required to assess flats for food waste provisions. Vehicle procurement has been progressed, ready to award as soon as funding is received from DEFRA and the decision is approved by Council. Food waste information has been recorded at flat site visits over the last 3 months and a resource identified to continue progression.
57. There are risks associated with the unknown service demands for commercial food waste and recycling collections. The commercial waste team will consult with current customers in attempts to understand the potential interest and capacity will be utilised on household food waste rounds until the customer base is suitably established to warrant a dedicated commercial food waste round.
58. There are financial risks associated with the new burdens funding awarded to BCP Council via the resource transitional stream and ongoing revenue stream if not sufficient to cover costs of BCP Council implementing and operating food waste collections. Detailed operational and financial modelling has been completed by BCP Council and DEFRA has been receptive to challenge over the insufficient funding initially awarded to BCP Council in the first capital funding stream.
59. There are risks associated with low participation in food waste collections particularly in flats and for those properties required to pay for recycling sacks, may not increase BCP Council's recycling rate as anticipated. A comprehensive communications campaign will support the waste reforms, which will include instructional and motivational messaging on the benefits of food waste recycling.

## **Background papers**

WRAP (2020) Waste and Recycling Technical Support to BCP Council

Simpler Recycling – Consultation Outcome – Government's response - November 2023  
<https://www.gov.uk/government/consultations/consistency-in-household-and-business-recycling-in-england/outcome/government-response>

## **Appendices**

1. Decision Impact Assessment 633 – Simpler Recycling waste reforms