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| Meeting | CABINET |
| Time/Day/Date | 5.00 pm on Tuesday, 22 April 2025 |
| Location | Abbey Room, Stenson House, London Road, Coalville, LE67 3FN |
| Officer to contact | Democratic Services (01530 454512) |

AGENDA

| Item | Pages |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------|
| 1. APOLOGIES FOR ABSENCE | |
| 2. DECLARATION OF INTERESTS | |
| Under the Code of Conduct members are reminded that in declaring interests you should make clear the nature of that interest and whether it is a disclosable pecuniary interest, registerable interest or other interest. | |
| 3. PUBLIC QUESTION AND ANSWER SESSION | |
| 4. MINUTES | |
| To confirm the minutes of the meeting held on 25 March 2025 | 3 - 6 |
| 5. FUTURE OF WASTE SERVICES | |
| The report of the Strategic Director of Communities Presented by the Communities and Climate Change Portfolio Holder | 7 - 86 |
| 6. HOUSING REPAIRS PROGRESS REPORT 2025 | |
| The report of the Strategic Director of Communities Presented by the Housing, Property and Customer Services Portfolio Holder | 87 - 96 |
| 7. AWARD OF WARMER HOMES FUNDING | |
| The report of the Strategic Director of Communities Presented by the Housing, Property and Customer Services Portfolio Holder | 97 - 100 |

8. EXCLUSION OF PRESS AND PUBLIC

The officers consider that the press and public should be excluded during consideration of the following items in accordance with Section 100(a) of the Local Government Act 1972 as publicity would be likely to result in disclosure of exempt or confidential information. Members are reminded that they must have regard to the public interest test and must consider, for each item, whether the public interest in maintaining the exemption from disclosure outweighs the public interest in making the item available.

9. AWARD OF CONTRACTS - ELECTRICITY AND GAS SUPPLIES

The report of the Strategic Director of Place
Presented by the Housing, Property and Customer Services Portfolio Holder

101 - 104

Circulation:

Councillor R Blunt (Chair)
Councillor M B Wyatt (Deputy Chair)
Councillor T Gillard
Councillor K Merrie MBE
Councillor N J Rushton
Councillor A C Saffell
Councillor A C Woodman

MINUTES of a meeting of the CABINET held in the Abbey Room, Stenson House, London Road, Coalville, LE67 3FN on TUESDAY, 25 MARCH 2025

Present: Councillor R Blunt (Chair)

Councillors M B Wyatt, T Gillard, K Merrie MBE, N J Rushton, A C Saffell and A C Woodman

Officers: Mrs A Thomas, Mr J Arnold, Mr A Barton, Mr P Stone, Ms K Hiller and Mr T Devonshire

121. APOLOGIES FOR ABSENCE

There were no apologies received.

122. DECLARATION OF INTERESTS

There were no interests declared.

123. PUBLIC QUESTION AND ANSWER SESSION

There were no questions received.

124. MINUTES

The minutes of the meeting held on 25 February 2025 were considered.

It was moved by Councillor T Gillard, seconded by Councillor T Saffell, and

RESOLVED THAT:

The minutes of the meeting held on 25 February 2025 be confirmed as an accurate record of proceedings.

125. PROCUREMENT STRATEGY

The Infrastructure Portfolio Holder presented the report.

It was moved by Councillor K Merrie, seconded by Councillor N Rushton and

RESOLVED THAT:

The Procurement Strategy be approved.

Reason for decision: The Council's Constitution states that Cabinet is responsible for the review or development of Council strategies.

126. HOUSING POLICIES

The Housing, Property and Customer Services Portfolio Holder presented the report.

A Member strongly welcomed the new Damp, Mould and Condensation Policy.

The Chair commended the cooperation between the Housing, Property and Customer Services Portfolio Holder and the Communities and Climate Change Portfolio Holder.

It was moved by Councillor A Woodman, seconded by Councillor M Wyatt, and

RESOLVED THAT:

1. The following policies be approved:
 - i. The Income Management Policy
 - ii. The Damp, Mould and Condensation Policy
 - iii. The revised Tenancy Policy
 - iv. The Domestic Abuse Policy
2. Authority be delegated to the Strategic Director with responsibility for Housing, in consultation with the Portfolio Holder, to make minor amendments to the policies as required to address changes in national policy and local priorities.

Reason for decision: To agree the Council's policies as set out above in line with Cabinet's responsibility to determine policies and objectives of Council services.

127. TREE MANAGEMENT STRATEGY

The Communities and Climate Change Portfolio Holder presented the report.

The Chair commended the policy.

It was moved by Councillor M Wyatt, seconded by Councillor K Merrie, and

RESOLVED THAT:

The NWLDC Tree, Woodland and Hedgerow Management Strategy be adopted, and the development of an annual action plan to support delivery of the Strategy be approved.

Reason for decision: This is a Key Decision as it affects all wards in the District. Therefore, as per the Council's Constitution, Cabinet approval is required for its adoption.

128. 2024/25 QUARTER 3 GENERAL FUND FINANCE UPDATE

The Infrastructure Portfolio Holder presented the report. Additionally, he thanked the Section 151 Officer and the Finance Team for supporting him to cover the Corporate Portfolio in recent months.

It was moved by Councillor K Merrie, seconded by Councillor N Rushton and

RESOLVED THAT:

1. The forecasted overspend on the General Fund for 2024/25 of £977k based on Quarter 3 information be noted.
2. The Special Expenses forecast outturn figures for 2024/25 based on Quarter 3 information be noted.
3. The supplementary estimates detailed on appendix 2 which are below £100k and are externally funded be noted.
4. The supplementary estimates detailed on appendix 2 which are above £100k and are externally funded be approved.
5. All supplementary estimates detailed on appendix 2 which require Council funding be approved.
6. The revised General Fund Capital Programme detailed in appendix 5 be noted.
7. The movement from the Development Pool to the Active Programme for the Capital Scheme detailed in table 5 be approved.

Reason for decision: Cabinet is responsible for making all of the necessary arrangements to ensure that the priorities identified by the Council are delivered within the Budget and Policy Framework and therefore financial reporting is brought to Cabinet to ensure that oversight is carried out.

To update Cabinet on Quarter 3 2024/25 and request approval for supplementary estimates as detailed in the recommendations below.

129. 2024/25 QUARTER 3 HOUSING REVENUE ACCOUNT (HRA) FINANCE UPDATE

The Housing, Property and Customer Services Portfolio Holder presented the report.

It was moved by Councillor A Woodman, seconded by Councillor T Saffell, and

RESOLVED THAT:

The report be noted.

Reason for decision: To provide Cabinet with an update on the financial position on the Housing Revenue Account as at Quarter 3 2024/25.

130. EXCLUSION OF PRESS AND PUBLIC

It was moved by Councillor R Blunt, seconded by Councillor T Gillard, and

RESOLVED THAT:

In pursuance of Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the remainder of the meeting on the grounds that the business to be transacted involves the likely disclosure of exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Act and that the public interest in maintaining this exemption outweighs the public interest in disclosing the information.

Reason for decision: To enable the consideration of exempt information.

131. APPROVAL FOR THE PROCUREMENT OF A FENCING CONTRACTOR

The Communities and Climate Change Portfolio Holder presented the report.

It was moved by Councillor M Wyatt, seconded by Councillor T Gillard, and

RESOLVED THAT

The recommendations contained within the report be approved.

Reason for decision: As the value of the contract exceeds £100,000, the Council's Constitution states that Cabinet approval is required to allow the procurement of a fencing contractor.

132. EMPTY PROPERTY - COMPULSORY PURCHASE

The Communities and Climate Change Portfolio Holder presented the report.

A brief discussion was had.

It was moved by Councillor M Wyatt, seconded by Councillor R Blunt, and

RESOLVED THAT:

The recommendations contained within the report be approved.

Reason for decision: On this occasion due to the nature of the case, Cabinet is requested to review and confirm that a Compulsory Purchase Order is the correct enforcement approach. The property has been empty for a considerable amount of time, is affecting neighbouring properties, has attracted complaints from the public, ward members and the Parish Council

Officers have delegated powers to carry out enforcement action under the Empty Homes Policy. In the Constitution, Section E sets out that where Executive Functions have been delegated, it does not prevent the Cabinet from reviewing decisions made in the discharge of those functions in accordance with the provisions of the Constitution.

133. ACQUISITIONS AND DISPOSALS

The Housing, Property and Customer Services Portfolio Holder presented the report.

A brief discussion was had.

It was moved by Councillor A Woodman, seconded by Councillor M Wyatt, and

RESOLVED THAT:

The recommendations contained within the report be approved.

Reason for decision: To provide high quality housing to the district.

Part 2 Section G2 paragraph 8.3 of the Council's constitution states: "The power to acquire land or property with a capital value over £100,000 is reserved to Cabinet."

The meeting commenced at 5.00 pm

The Chair closed the meeting at 5.22 pm

NORTH WEST LEICESTERSHIRE DISTRICT COUNCIL

CABINET – TUESDAY, 22 APRIL 2025



| Title of Report | | FUTURE OF WASTE SERVICES | |
|------------------------|----------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--|
| Presented by | | Councillor Michael Wyatt Portfolio Holder for Communities and Climate Change PH Briefed | |
| Background Papers | Fleet Management Strategy | Public Report: Yes | |
| | Minutes of Scrutiny meeting held 27 March 2025 | Key Decision: Yes | |
| Financial Implications | | <p>The financial implications are set out in Section 4 of the report. The capital costs will be funded from the Council's Business Rates Reserve in line with the Council's Capital Strategy.</p> <p>The additional revenue cost to implement the chosen option will have to be funded from reductions in revenue budget in other service areas or by raising additional income.</p> <p>Future savings in waste services may be achieved following the full implementation of the new scheme. Details on specific items can be found in Section 6 of this report. Charging for the first garden bin may need to be considered as an option as this would raise considerable levels of income to the Council.</p> | |
| | | Signed off by the Section 151 Officer: Yes | |
| Legal Implications | | <p>The notice required by Leicestershire County Council (The Waste Disposal Authority) regarding a change in how the Council collects and disposes of recycling from households in the district will be issued for the change in container collection method.</p> <p>At the end of November 2024, the Government confirmed the requirements for Simpler Recycling. Councils will need to collect the following materials using four different containers:</p> <ol style="list-style-type: none"> 1. Residual (non-recyclable) waste 2. Food waste (mixed with garden waste if appropriate) 3. Paper and cardboard 4. All other dry recyclable materials (plastic, metal and glass) <p>The three recycling container options outlined in this report</p> | |

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| | comply with this requirement. |
| | Signed off by the Monitoring Officer: Yes |
| Staffing and Corporate Implications | The implications are outlined in section 7 of this report. |
| | Signed off by the Head of Paid Service: Yes |
| Purpose of Report | To make a decision regarding which recycling container system the Council should adopt, replacing the existing system. |
| Reason for Decision | There are key decisions which require consideration by Cabinet. Firstly, this is a significant proposed change in the Council's waste and recycling collection service affecting every household in the district. Secondly, any change will result in significant capital and revenue expenditure. |
| Recommendations | <p>THAT CABINET:</p> <ol style="list-style-type: none"> 1. AGREES TO IMPLEMENT AND RESOURCE THE NEW TWIN BIN RECYCLING CONTAINER SYSTEM; 2. SUBJECT TO COUNCIL APPROVING REQUIRED CHANGES TO THE CAPITAL PROGRAMME, APPROVES THE AWARD OF A CONTRACT FOR THE PROVISION OF 19 WASTE COLLECTION VEHICLES UP TO THE VALUE OF £4,708,000; 3. RECOMMENDS TO COUNCIL THAT £1,674,000 IS ADDED TO THE CAPITAL PROGRAMME FOR THE PROVISION OF NEW RECYCLING CONTAINERS; 4. APPROVES THE AWARD OF A CONTRACT FOR THE DELIVERY OF NEW RECYCLING CONTAINERS AND THE COLLECTION OF EXISTING CONTAINERS UP TO THE VALUE OF £235,000; 5. APPROVES THE AWARD OF A CONTRACT FOR PROJECT MANAGEMENT SERVICES FOR UP TO THREE YEARS UP TO THE VALUE OF £196,500 IF REQUIRED; 6. APPROVES THE AWARD OF A CONTRACT FOR THE DELIVERY OF LEAFLETS/LETTERS TO HOUSEHOLDS UP TO THE VALUE OF £116,800; 7. DELEGATES AUTHORITY TO THE RELEVANT STRATEGIC DIRECTOR IN CONSULTATION WITH THE SECTION 151 OFFICER AND THE PORTFOLIO HOLDER FOR COMMUNITY SERVICES AND CLIMATE CHANGE TO FINALISE |

| | |
|--|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | <p>THE AWARD OF THE CONTRACTS AND ENTER INTO ALL NECESSARY AGREEMENTS, INCLUDING, BUT NOT LIMITED TO ANY VARIATIONS REQUIRED TO THE CONTRACT WITH LEICESTERSHIRE COUNTY COUNCIL; AND</p> <p>8. THAT CABINET NOTES THAT THERE IS A REQUIREMENT TO REALISE SAVINGS AND/OR GENERATE NEW INCOME STREAMS EFFECTIVE FROM 1 APRIL 2026 IN ORDER TO MEET THE ADDITIONAL ONGOING REVENUE SAVINGS OUTLINED IN SECTION 4 OF THE REPORT.</p> |
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1. BACKGROUND AND MEMBERS' ENGAGEMENT

- 1.1 In Spring 2023, the Council commenced a review of its household recycling service. Eunomia, an external consultancy with experience of supporting councils to undertake such reviews has been supporting the Council in this work. Following a period of data collection and detailed analysis of the Council's waste operations, in July 2023, an all-Member workshop was held to understand the Council's waste operations priorities, explore the current performance of the waste service and review government policy.
- 1.2 Members identified several positives to the current service including, the second highest recycling rate in Leicestershire, good crews who work hard and are efficient, income the recycling generates, and known end destinations for dry recycling. Areas for improvement set out by Members were wind-blown recycling, boxes and bags not universally liked by residents, additional materials such as flexible plastics/cartons not currently recycled, and accessibility for crews in new build areas pose a particular problem on recycling collection days due to the side loading vehicles.
- 1.3 At the workshop Members also identified seven key priorities for the future consideration to the collection options, these were:
- Improve recycling performance
 - Improve resident satisfaction
 - Reduce impact of the service on street litter
 - Reduce the carbon impact of the service
 - Focus on educating and engaging with residents
 - Increase opportunities for trade waste income
 - Reduce the revenue cost of the service.
- 1.4 Following a detailed options appraisal exercise carried out by Eunomia, a second workshop was held with Members in October 2023 which set out a total of twelve potential container collection options. All options included weekly food waste collections (a mandatory requirement to be introduced by April 2026), a fortnightly black bin service and a fortnightly garden waste collection service. The twelve options tested recycling containers, vehicle implications and collection frequency, whilst focusing on performance, cost and carbon impact.
- 1.5 A follow up survey with all Members asked them to rank the options based on which containers would be suitable for residents, the capital outlay as well as performance, cost and carbon savings implications. This identified three options:

- a stackable box system i.e. a three-tier stackable trolley system
- a quatro bin i.e. a wheeled bin with four compartment for recycling
- two wheeled bins, one bin for cans, tins, plastic and glass, the other bin for cardboard and paper

These options were to be taken forward for more detailed analysis as well as a consultation exercise with the district's households.

Members received a presentation on 4 September 2024, with the final report produced by Eunomia.

The delay between the previous members workshop held in September 2024 and the members workshop held in March 2025, was due to a delay to the Government confirming its position on implementing the Simpler Recycling legislation. Clarity was provided in November 2024 as set out in paragraphs 3.2 and 3.3 below.

A further Members workshop was held on 27 March 2025, where a presentation was received from Eunomia. The presentation explained the journey taken since Spring 2023 when Members started considering a change to the recycling container system.

2. RESIDENT AND STAFF CONTAINER SURVEY

2.1 A survey ran from Monday 19 February 2024 until Sunday 14 April 2024 asking residents to provide their views on the three recycling container options. **Appendix A** provides a detailed analysis of the methods used to encourage residents to engage with the survey, as well as a detailed summary of what people said.

2.2 The survey received a total of 19,507 responses with 19,492 online responses and 15 written submissions.

- 61% or 11,839 preferred the two-wheelie bin system
- 23% or 4,547 chose the quatro bin
- 16% or 3,106 said they would like the stackable trolley system.

Officers have carried out an analysis of all the comments received, there was a significant proportion which referred to having one bin for all recycling, i.e. a co-mingled option, similar to what the rest of the Leicestershire councils operate.

2.3 A survey was completed with the operational staff, producing a similar result as 98% favoured the two-wheelie bin system. Again, the feedback comments were analysed, and it concluded that staff overwhelmingly favoured this option due to less manual handling of the containers and other safety considerations.

2.4 Union representatives were also engaged throughout and were of the same opinion that a wheeled option was the most preferred option.

3. LEGAL AND GOVERNMENT IMPLICATIONS

3.1 Section 57 of the Environment Act 2021 requires from 1 April 2026 that councils should prioritise source separation of dry recycling, subject to a test of practicability. Under the Act, ministers may make regulations to create an exemption for the requirement to separate certain materials, it states "if satisfied that doing so will not significantly

reduce the potential for recyclable household waste or recyclable relevant waste in those waste streams to be recycled or composted.”

3.2 The previous Government indicated that it proposed to use the ministerial power to create an exemption to allow “the co-collection of any combination of recyclable plastic, glass, metal, and paper and card together in one bin in all circumstances, without the need for a written assessment”; and to allow “food and garden waste to be co-collected in one bin from households and non-household municipal premises”. The regulations to create the exemption were not made before the dissolution of Parliament and the calling of a general election.

3.3 On 29 November 2024, the new Government provided a policy update regarding Simpler Recycling, confirming its position regarding the co-collection of recyclable waste streams. It confirmed the new default requirement for most households and workplaces would be the allocation of four recycling containers for the collection of the following:

- residual (non-recyclable) waste
- food waste (mixed with garden waste if appropriate)
- paper and card
- all other dry recyclable materials (plastic, metal and glass)

As a result of this announcement, options one, two, and three for the recycling containers outlined in this report would comply with this requirement. As the previous Conservative government had not formally confirmed its position regarding the option to collect recyclables co-mingled (option 4), at the time it was deemed reasonable and prudent to present this as an option to Members. However, the latest announcement confirms it would not satisfy the above requirements as it states there is evidence suggesting fully co-collecting systems (with one mixed dry recycling bin) have the highest levels of contamination (for example, broken glass stuck on paper or wet paper from the liquid from bottles and cans), which will affect the recycling rate.

Furthermore, contaminated materials may be rejected after collection if it is not economically viable to re-process them, reducing the amount of material recycled. Also, paper and card are particularly vulnerable to cross-contamination from food and liquid commonly found on other recycling, which can significantly reduce quality of collected material

There is local flexibility to co-collect paper and card with other dry materials where separate collection is technically or economically impracticable or provides no significant environmental benefit. For example, this may be more appropriate for high-rise flats or houses with very limited outside space. Councils would need to produce a short written assessment explaining their decision.

Therefore, it would be difficult to justify a move away from the current compliant source separated recycling system to a co-mingled recycling system, as it would likely be deemed inappropriate as it would not meet the default requirements. It is for this reason that it is advised that the option 4 for a fully comingled collection service should be dismissed for the purposes of this review.

3.4 Any of the options which move away from the current sorting carried out by the district’s residents could create a risk for the Council in terms of compliance, however this needs to be a balanced with practicality for residents. The twin bin option does mean that the valuable cardboard, along with paper is kept separate from cans, tins, plastics and glass. This option also enables greater flexibility for future change and

also has the benefit of using more standardised vehicles for collection (other options focus on specialised vehicles and or containers).

4. FINANCIAL IMPLICATIONS

- 4.1 There are two financial aspects to consider when evaluating the cost implications of the proposals: revenue costs and capital costs. Each of these costs is considered separately and has considered the detailed financial options work carried out by Eunomia in **Appendix B** but updated them to reflect actual costs in 2024/25 and aligning to the Councils budget framework. (Eunomia's figures are calculated using the 2022/23 budget outturn).

4.2 Capital Costs

The capital costs can be broken down into three different elements, namely vehicle costs, container costs and other plant and equipment. The Council made a change in the way it funds its capital programme in 2023/24 moving away from using external borrowing to fund programmes. This eliminates the Council's exposure to increases in interest rates. Capital schemes will be funded from internal sources such as reserves, mainly the business rates reserves. The alternative to using business rates reserves is to borrow, however, there will be an additional revenue cost associated with this. For example, interest on borrowing of £6m at current rates would equate to interest of approximately £1m if borrowing is taken over seven years.

4.3 Vehicle Costs

The current vehicle stock is aging and needs replacement regardless of whether the Council changes its collection method. The Council would be procuring the replacement of these vehicles as a matter of course in line with the adopted Fleet Management Strategy. The figures in the below table have been taken from the Eunomia report and adjusted to include an additional link vehicle which the service requires to enable the collection of all domestic waste from those properties that the larger vehicles can't access. The baseline has also been amended to reflect the correct number of recycling vehicles in 2024/25. The vehicle costs are summarised in the table below.

| | Baseline (Current Service) £'000 | Option1 (Triple stack) £'000 | Option 2 (Quatro) £'000 | Option 3 (Twin Stream) £'000 |
|---------------------------|----------------------------------------|------------------------------------|-------------------------------|------------------------------------|
| Total Vehicle Cost | 4,821 | 4,564 | 4,504 | 4,528 |

A detailed breakdown of the type and number of vehicles is shown in Table A-1 in **Appendix C**

4.4 Containers

The cost of containers is summarised in the table below. The figures in the below table have been taken from the Eunomia report. A further breakdown is shown in Table A-2 of **Appendix C**.

| | Option1 (Triple stack) £'000 | Option 2 (Quatro) £'000 | Option 3 (Twin Stream) £'000 |
|--|---------------------------------|----------------------------|---------------------------------|
| | | | |

| | | | |
|-----------------------------|-------|-------|-------|
| Total Container Cost | 3,527 | 6,018 | 1,674 |
|-----------------------------|-------|-------|-------|

4.5 Other plant and equipment

The cost of plant and equipment is summarised in the table below. A further breakdown is shown in Table A-3 of **Appendix C**.

| | Baseline (Current Service) | Option1 (Triple stack) | Option 2 (Quatro) | Option 3 (Twin Stream) |
|-----------------------------------------|---------------------------------------|-----------------------------------|------------------------------|-----------------------------------|
| Total Plant & Equipment Cost | 630 | 630 | 630 | 180 |

*For option 3 this would be for a JCB to manage on site street cleansing materials and general depot operations. All materials in option 3 are based on taking to Leicestershire County Council defined locations.

- 4.6 The total capital cost ranges from £5.4m to £11.2m. The Council's Capital and Treasury Management Strategy sets out the approach to managing capital investments and borrowing. Overall, the most cost effective option for capital expenditure is baseline due to no new containers being required. Of the three options for changing containers the most cost effective is twin stream (e.g. two wheelie bins).

4.7 Ongoing Capital Cost of Containers

There is an annual capital cost for the purchase and replacement of containers due to damage, wear and tear and provision to new build and cover recycling, domestic and garden bins. The estimated replacement costs are summarised in the table below. A further breakdown is shown in Table A-4 of **Appendix C**. These costs would have to be built into the Council's annual capital programme.

| Collection Service | Baseline (Current Service) £'000 | Option1 (Triple stack) £'000 | Option 2 (Quatro) £'000 | Option 3 (Twin Stream) £'000 |
|-----------------------------|-------------------------------------------------|---------------------------------------------|----------------------------------------|---------------------------------------------|
| Recycling | 128 | 196 | 305 | 159 |
| Domestic | 69 | 69 | 69 | 69 |
| Total Container Cost | 197 | 265 | 374 | 228 |

4.8 Funding the Capital Costs

The Council decided that from 2023/24 onwards, there will be no new borrowing to fund capital investments. This is due to the budget pressures facing the Council in future years and the repayment of debt whether internal or external having a revenue implication. This decision was made to ensure that the Council does not create additional revenue pressures in the future arising from interest and capital repayment costs.

Any decision on capital and revenue spend would require the approval of Council. As this was not included in the budget setting in February 2025 by Council a further report to Council would be required to proceed.

The Council's preferred option is to utilise its business rates reserve to finance new capital schemes. The Council is currently forecasting a funding gap over the medium term. In the event that borrowing is undertaken to fund the capital costs, this would widen the funding gap. The business rates reserve is projected to have a balance of £32 million by 2030, after accounting for current and forecasted capital programme costs. Although this amount appears sufficient to cover the most expensive option of £11.2 million, it does not take into account the Council's additional priorities for emerging capital schemes aimed at supporting economic regeneration across the district.

4.9 Revenue Costs

The annual revenue costs of the options are summarised in the tables below. These costs include:

- Vehicle running costs
- Container replacement costs
- Staff costs
- Income for sales of dry recycling materials
- Garden waste income from additional containers
- Waste Transfer Station operation costs.

The figures below have all been adjusted for the expected loss of income due to the introduction of the Deposit Return Scheme (DRS), further information about this scheme is in paragraph 7 of the report. This equates to a potential loss of income of £175k based on 2024/25 budgets for the four options being considered, as well as the current recycling container system.

| | Baseline (Current Service) £'000 | Option1 (Triple stack) £'000 | Option 2 (Quatro) £'000 | Option 3 (Twin Stream) £'000 |
|----------------------------|-------------------------------------------------|---------------------------------------------|----------------------------------------|---------------------------------------------|
| Total Revenue Costs | 2,203 | 2,221 | 2,071 | 2,639 |

There is a variance between the Eunomia figures in **Appendix B** as they are based on information relating to 2022/2023 and changes to staffing hours rather than posts. Whereas the Council's own figures in the table above are based on current information and full-time equivalent posts. Eunomia has also included replacement container costs as revenue, but the Council's own figures exclude replacement container costs as these are funded from capital.

4.10 For each of the options a breakdown of the Council costings and changes are shown in the tables below:

| Option 1 (Triple stack) | £'000 |
|---------------------------------------------------------------------|--------------|
| Baseline (Current Service) | 2,203,000 |
| Staffing garden waste Loaders - deletion of one post for six months | (16,960) |
| Depot staff - increase of two employees | 79,260 |

| | |
|---------------------------------------------------------------------|------------------|
| Vehicles - reduced running costs | (14,570) |
| Other - recycling bags no longer required | (30,000) |
| Net Cost of Service | 2,220,730 |
| | |
| Increased revenue cost to baseline | 17,730 |
| | |
| Option 2 (Quatro) | £'000 |
| Baseline (Current Service) | 2,203,000 |
| Staffing Drivers - deletion of one post | (39,670) |
| Staffing Loaders - deletion of three posts | (101,730) |
| Staffing garden waste Loaders - deletion of one post for six months | (16,960) |
| Depot staff - increase of two employees | 79,260 |
| Vehicles - reduced running costs | (23,350) |
| Other - recycling bags no longer required | (30,000) |
| Net Cost of Service | 2,070,550 |
| Reduced revenue cost to baseline | (132,450) |
| | |

| | |
|---------------------------------------------------------------------|------------------|
| Option 3 (Twin Stream) | £'000 |
| Baseline (Current Service) | 2,203,000 |
| Staffing Drivers - deletion of one post | (39,670) |
| Staffing Loaders - deletion of one post | (33,910) |
| Staffing garden waste Loaders - deletion of one post for six months | (16,960) |
| Depot staff - deletion of three posts | (118,890) |
| Vehicles - increased running costs | 22,410 |
| Other - recycling bags no longer required | (30,000) |
| Other - Equipment/service contracts no longer required | (8,570) |
| Income - lose recycling income, but retain garden bin income | 661,390 |
| Net Cost of Service | 2,638,800 |
| | |
| Increased revenue cost to baseline | 435,800 |
| | |

Based on Council's figures, option one shows a £18k increase, option two a £132k saving and option three a £436k increase. The higher annual revenue cost for Option 3 is due to the loss of all the recycling income due to the way in which the Council would need to work with the County Council as disposal authority. Whilst Option 2 will provide a revenue saving, the capital costs are significantly higher compared to the other two options. The current forecast balance on the business rates reserve as at 31 March 2026 is £14.5m. The capital costs for Option 2, amounting to £11.2 million, would significantly deplete the Council's reserves, leaving only a minimal balance to support future capital projects. This depletion of reserves would result in the loss of revenue from interest on these balances. Consequently, the Council may need to return to borrowing, incurring additional borrowing costs.

Any additional revenue costs associated with the waste review will be a cost pressure on the general fund budget. The Council faces a medium-term funding gap. To address the revenue implications of the budget, the Council must secure the necessary funds.

In order to fund the costs, the Council has the option of either finding savings or additional income which is equivalent to the additional revenue costs required. These proposals will be considered as part of the budget setting process for 2026/27, together with consultation on those proposals.

Whilst there are several areas for potential future savings once the new scheme is fully implemented, including reduced manual handling injuries, depot operational efficiencies, optimised collection routes, and increased trade waste income, these savings will not be realised until the scheme is fully implemented and will not be realised until some years after full implementation. Also, these savings cannot be quantified at this stage. The funding of the additional costs needs to be determined before the first year of operations which is forecast to be the 2026/27 financial year.

There are two options available to the Council which are:

- Identify and realise savings
- Raise additional income

To proceed with the rollout of the preferred waste services option, the Council must commit to identifying savings to cover the additional costs. Although the scheme will be gradually rolled out, the total savings must be identified and prepared for realisation by the 2026/27 financial year. This work must begin immediately and be included in the budget proposals for the 2026/27 financial year.

Alternatively, the Council can fund the costs by raising income. The Council can explore opportunities to generate additional income, such as introducing charges for currently free services like the first garden bin or increasing fees for existing services. Preliminary work indicates that charging for the first garden bin could generate an estimated income of £780,000, significantly contributing to covering the additional costs.

If sufficient savings cannot be found, Cabinet must mitigate this by raising income. Without this commitment, the Council would be committing to additional expenditure without financing options, which is unlawful.

There is the additional cost of a project manager to oversee the project for a period of three years totalling £196,500 and a communication strategy to support the project at a cost of £116,800. These are 'one-off costs' and would be met from the business rates reserve.

There is also a cost for the delivery of the containers. The indicative quotes in the table below have been sought from one of the UK's leading waste container distribution companies which the Council has previously used for the delivery of food waste containers and recycling trolleys. As these are a one-off cost these would be met from the business rates reserve.

| Container and leaflet delivery option | Distribution cost to households | Leaflet delivery included with container delivery at the same time |
|----------------------------------------------|----------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------|
| Triple stack – two units (option 1) | £235,000 (£4.70 per household) | Cost includes the delivery of an A5 4-page double sided instructional leaflet and the collection of old red boxes left out by residents. |

| | | |
|------------------------------------|-----------------------------------|------------------------------------------------------------------------------------------------------------------------------------------|
| Quatro – one unit (option 2) | £160,000 (£3.20 per household) | Cost includes the delivery of an A5 4-page double sided instructional leaflet and the collection of old red boxes left out by residents. |
| Twin Stream – two units (option 3) | £235,000 (£4.70 per household) | Cost includes the delivery of an A5 4-page double sided instructional leaflet and the collection of old red boxes left out by residents. |

The distributor would collect and return red boxes left out by residents to the Council's bin compound. As the red boxes are recyclable they would be sent for recycling. An indicative quote has been received from the contractor who currently collects old wheeled bins for recycling, which indicates that the Council could receive £100 per tonne of red boxes. The blue bags and yellow bags are not recyclable; therefore, it is proposed residents would be instructed to dispose of them in their black bins.

- 4.11 Based on the draft rollout dates contained within section 12 of this report, a forecasted breakdown of capital and revenue costs are shown in the below table. A final rollout programme will be developed over the coming months taking into consideration operational service requirements along with vehicle and container delivery dates. Once agreed, any changes in the year the expenditure occurs will be incorporated and reported as part of the annual budget process.

| | Current Year Budget | Impact of Proposals | Forecast | | |
|---------------------------------|-----------------------------------------------|---------------------|----------|---------|------------------|
| | 2025/26 | | 2026/27 | 2027/28 | 2028/29 & beyond |
| | £000 | £000 | £000 | £000 | £000 |
| Capital Investment | | | | | |
| Costs * | 200 | 200 | 4,321 | 1,039 | 2,108 |
| Funded by | Business Rates Reserve | | | | |
| On-going costs (revenue) | | | | | |
| Costs - Staffing | 0 | 0 | 0 | (103) | (106) |
| Other | 0 | 0 | 68 | 536 | 216 |
| Total on-going costs | 0 | 0 | 68 | 433 | 110 |
| Funding by | Savings or raising of additional income (tbc) | | | | |
| One-off costs (revenue) | | | | | |
| Costs - Staffing | 0 | 43 | 66 | 66 | 22 |
| Other | 0 | 0 | 194 | 158 | 0 |
| Total one-off costs | 0 | 43 | 260 | 224 | 22 |
| Funding by | Business Rates Reserve | | | | |
| Total revenue costs | | | | | |
| Staffing & Other | 0 | 43 | 328 | 657 | 132 |

*Container replacement costs for 2025/26 £200k, 2026/27 £200k and 2027/28 £202k already approved as part of the capital programme and are also included in the figures above.

5. SUMMARY OF COSTS AND FUNDING

- 5.1 The capital costs range from £5.4m to £11.2m, together with the ongoing capital costs of replacement containers of up to £374k. The capital costs will be met from business rates reserves. Whilst option 2 provides a revenue saving compared to the current baseline costs, the capital costs are significantly higher compared to the other options. This option would significantly reduce the Council's business rates reserve balance leaving a minimal sum to support new capital projects. It may mean a return to borrowing to fund capital projects which would mean associated borrowing costs, which the Council currently avoids by using the business rates reserve as outlined in its Capital Strategy.
- 5.2 The additional revenue costs, if option 3 is chosen, will be £436k per annum. In addition, there is the potential loss of income of £175k. The revenue costs will have to be funded by finding equivalent savings. The savings will have to be realised in the 2026/27 financial year. If savings cannot be realised, then the Council must consider implementing proposals that will generate income.
- 5.3 There are further one-off revenue costs which include the project manager, delivery of the containers and communications of £197k, up to £235k and £117k respectively. These costs will be funded from reserves.

6. POTENTIAL FUTURE SAVINGS

- 6.1 A number of efficiencies and savings are predicted in the years ahead in addition to those set out in paragraph 4.9 of this report once the new scheme is fully implemented. Some areas of focus include the following potential savings:

| Area | Potential future savings |
|-------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Less manual handling with wheelie bins and less injuries and sickness | Savings from the impact of having less agency/overtime payments |
| Garden waste collections, subscription for all bins and reduce collections over winter period | A charge is made universally across England and at all other Leicestershire Councils. A reduction in winter collections could be considered when a new container system is rolled out given the current vehicles are configured to collect card and garden waste. |
| Reducing the frequency of collecting the black bin waste from households from the current fortnightly regularity. | There are several councils across the UK already collecting black bin waste every three weeks (e.g. West Northants, North Somerset and Cheshire East) and more are considering such a move. Of note is Bristol who are considering every four weeks. |
| Route optimisation – crews sizes, time and motion study | Once the new container system is rolled out across the district a review of routes will potentially create revenue and carbon savings. A review of the time taken by crews will also be undertaken to establish the correct staffing resource. |
| Trade waste review | With a new fleet and disposal arrangement with LCC a review would create efficiencies and increased income |

| | |
|---------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------|
| Future management of the service | Options in the future could be looked at for the service management and potential efficiencies created. |
| Revenue and capital savings from container (lower replacement rate) | With a comingled or twin bin solution, fewer bins will be damaged creating a saving. |

7. STAFFING CONSIDERATIONS

- 7.1 Any staffing implications of the preferred option will be subject to the usual Council policies and procedures and will be undertaken in consultation with staff and unions.
- 7.2 During this process consultation periods with staff and the unions will be conducted in accordance with policy.
- 7.3 To facilitate the successful implementation of a new recycling collection service a project manager will be required on a temporary three-year contract at an estimated cost of £196,500. There could also be redundancy costs to pay at the end of the fixed term contract. The costs are unknown at this stage and will depend on age and length of any continuous local government service.

8. RISK

- 8.1 A number of changes will be forthcoming in the coming years following legislation. These represent risks to the Council's recycling operations in the following ways:

8.2 Plastic film and cartons (tetra paks)

These materials will be 'obligated' under the Simpler Recycling legislation requiring councils to collect them. Whichever collection method is chosen, it will provide challenges in this area as collections will need the flexibility to accommodate these materials. The current FlexCollect trial may be the most appropriate way to collect plastic bags and wrappings. Residents on the trial currently put plastic bags and wrapping into a separate plastic bag, therefore it does not affect the quality of other recycling, and it can be separated and processed at the Council's depot. If the Council changed to a twin bin or co-mingled bin option, this material would not be kept separate and could cause issues when separating it from other recyclable material. All councils in England will be required to collect plastic bags, wrapping, and cartons (tetra paks) by March 2027.

8.3 Contamination

This is when non-recyclable materials are presented at the kerbside which can negatively affect the quality and value of the recycling. The Council's current contamination rate is very low due to the current boxes and bags as the waste operatives can easily identify and reject contaminated recycling at the kerbside. With the stackable option the contamination is predicted to remain at 0.9%. With the Twin Stream and Quatro options it is estimated at 9.2%, and with a comingled bin it is estimated it will be 12.9%.

8.4 Deposit Return Scheme (DRS)

This scheme is due to be rolled out by the Government in October 2027. It would mean drinks cans and plastic bottles would be sold with a deposit value, which is likely to be 20p. The public would be able to take these items to shops and supermarkets in exchange for credit notes to discount off their shopping.

It is estimated this would reduce the amount of these materials presented at the kerbside for collection by the council of up to 62%. This could impact the triple stack or quatro methods of collection as it could result in a loss of income of up to £175,000. This is based on the income received for these materials during 2023/24.

8.5 Extended Producer Responsibility Scheme (EPR)

The Government has introduced a scheme which incentivises producers and manufacturers to design packaging that is easy to recycle as the producers will be obligated to pay the full net costs of managing household packaging collected by local authorities. Individual payments will be made to collection authorities (e.g. NWLDC) and disposal authorities (e.g. LCC).

On 28 November 2024, the Council was awarded £1.57 million for 2025/26 from the EPR scheme. Further payments will follow from the government periodically.

Officers have conducted a comparison of the EPR payments awarded to all the collection authorities in Leicestershire as illustrated in the table below.

| Council | Approx. number of households | Funding payment | Funding payment per household | Recycling collection method |
|--------------------------------------------|-------------------------------------|------------------------|--------------------------------------|------------------------------------|
| Blaby District Council | 44,500 | £913,000 | £20.52 | Comingled |
| Charnwood Borough Council | 79,000 | £1,660,000 | £21.01 | Comingled |
| Harborough District Council | 44,000 | £1,150,000 | £26.00 | Comingled |
| Hinckley and Bosworth Borough Council | 53,000 | £1,063,000 | £20.05 | Comingled |
| Melton Borough Council | 23,000 | £544,000 | £23.65 | Comingled |
| North West Leicestershire District Council | 49,000 | £1,574,000 | £31.12 | Source separated |
| Oadby and Wigston Borough Council | 24,500 | £468,000 | £19.10 | Comingled |
| | Average | £1,053,143 | £23.06 | |

As illustrated in the table, the Council receives a significantly higher proportion of funding payment per household compared to the other councils. This is largely due to the Council operating the only source separated recycling system in Leicestershire, all other councils collect recycling comingled. This was recognised when the funding was awarded as the Council incurs processing costs when separating recycling into individual material streams before selling it to the recycling market. The other councils

do not incur this cost as recycling is collected comingled which is tipped at one materials recycling facility as directed by LCC.

It is important to note a change from a source separated to a comingled recycling collection system could result in a reduction of EPR funding payment. However, this alone will not affect the payment as the introduction of a deposit return scheme would reduce the volume of recycling collected at the kerbside as residents will take eligible packaging, such as drinks containers back to supermarkets and other retailers in exchange for credit notes to receive a discount off their shopping.

Furthermore, the EPR scheme is to encourage and incentivise producers and manufacturers to use less packaging and use more recyclable materials, reducing the amount of hard to recycle packaging placed on the market. Again, this will subsequently lead to less packaging collected at the kerbside.

8.6 Leicestershire County Council (LCC)

LCC is the waste disposal authority, therefore, it mandates where waste and recycling is disposed after it has been collected by the District Council, which is the waste collection authority.

In 2017, the Council entered into a ten-year contract with LCC so that it could have kerbside separation for its dry recycling, with the ability to sell the materials on the open market. The Council has been successful in selling these materials, whilst ensuring the end destinations are sustainable. As a result, the Council has been able to generate around £1m per annum which has proved positive in reducing the cost of collection.

LCC has robustly commissioned contracts in place for processing recycling on behalf of all the other six collection authorities in Leicestershire and would provide a processing location for all North West Leicestershire's recycling under option 3 to be taken to locally.

8.7 Local Government Reform and Devolution

It is expected that from 2028 there is most likely to be a unitary council structure rolled out to replace the current two-tier structure in Leicestershire. This would mean that the current structure, whereby the statutory responsibilities for waste collection and disposal are split between the District Council and Leicestershire County Council, would no longer be the case under a new unitary council.

8.8 Advantages and Disadvantages

The table below sets out some of the key advantages and disadvantages of the various kerbside recycling collection methods.

| Collection Method | Advantages | Disadvantages |
|------------------------------------------|--------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------|
| Kerbside separation (current containers, | <ul style="list-style-type: none">• Low contamination, which makes materials | <ul style="list-style-type: none">• Residents required to sort materials, can |

| | | |
|---------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| triple stack, and quatro) | <p>more valuable when selling to the market.</p> <ul style="list-style-type: none"> • Materials are processed at the council's own depot. • Ability to generate income. • System can be flexible to future legislation changes | <p>cause confusion.</p> <ul style="list-style-type: none"> • Wind-blown materials, creating litter issue. |
| Twin bin | <ul style="list-style-type: none"> • Minimal sorting required from residents • Enclosed container, preventing recycling from becoming wind-blown • Easier to move to the kerbside • Easier for the waste operatives to handle when emptying • Lower replacement rate than current containers • Less journeys for waste operatives when collecting from assisted households. | <ul style="list-style-type: none"> • Higher contamination • Some, if not all of the materials will be disposed of at a third-party site located away from the Council's depot, increasing travelling time. • No control of where the disposal points would be, potentially increasing travelling time. • Could restrict the amount of recycling presented by residents, compared the current containers • Storage of the bins could be an issue for some households • Less ability to adapt the system for future legislation changes |

9. COMMUNICATION STRATEGY AND PROJECT MANAGEMENT

- 9.1 Officers will engage with other councils which have rolled out similar schemes. A comprehensive communication strategy will be developed and implemented, ensuring effective engagement with stakeholders. This will include employees, residents, Leicestershire County Council, Members, town and parish councils.

A budget of £116,800 will be required to implement the communication strategy as per the costs provided in the table below.

| Leaflet type | Purpose | Delivery method to households | Cost £'000 |
|-------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------|-------------------|
| A5 double sided | Confirmation a new recycling container system will be introduced, the timescales for this and the next steps | Economy postage (3-5 days delivery) | £38,000 |
| A5 double sided | Confirmation of the date residents will receive the new recycling containers and to leave out old red boxes for collection. This will be sent to residents four weeks before receiving the new recycling containers | Economy postage (3-5 days delivery) | £38,000 |
| A5, 4 page double sided | Providing residents with instructions regarding how to use the new recycling containers | It will be delivered at the same time as the new recycling containers by the distribution company | £2,800 |
| A5 double sided | A follow-up leaflet will be delivered to residents four weeks after the new containers will be delivered. It will encourage the use of the new system | Economy postage (3-5 days delivery) | £38,000 |
| Total | | | £116,800 |

In addition to the leaflets a wide variety of communication tools will be used to support the project, some of which are listed below. However, they will not require a budget as they will be funded by existing budgets.

Resident communications:

- Press releases
- Website articles
- Social media posts
- GovDelivery e-newsletters
- Posters displayed in community buildings
- Media opportunities, e.g. TV or radio interviews and features

Staffing communications:

- Toolbox talks and presentations for waste services operational staff
- Staff iNet articles and blogs
- Weekly staff email

Member communications:

- Portfolio Holder briefings
- Member Hub articles

As this is a complex project, a dedicated project manager would be recruited for three years to oversee and manage this project with an estimated cost of £196,500 and a project board and governance structure will be put in place to ensure a robust roll out across the whole district.

10. PROCUREMENT

The recommendations at the beginning of this report are seeking authority to award contracts that will need procuring. The proposed procurement route for each item is detailed below.

- Vehicle procurement – a framework will be used to comply with the Public Contract Regulations 2015 and the Council's Contract Procedure Rules. It is proposed to use a framework that has been procured by the Procurement Partnership Limited (TPPL), which Waste Services has used previously for the procurement of other fleet vehicles. This would allow a mini competition to be carried out.
- Container procurement – a framework will be used to comply with the Public Contract Regulations 2015 and the Council's Contract Procedure Rules. It is proposed to use a framework that has been procured by the Eastern Shires Purchasing Organisation (ESPO). This would allow a mini competition to be carried out.
- Delivery of new recycling containers and the collection of existing containers – a framework will be used to comply with the Public Contract Regulations 2015 and the Council's Contract Procedure Rules. It is proposed to use a framework that has been procured by the Yorkshire Purchasing Organisation (YPO). This would allow a mini competition to be carried out.
- Delivery of leaflets/letters to households – a framework will be used to comply with the Public Contract Regulations 2015 and the Council's Contract Procedure Rules. It is proposed to use a framework procured by the Crown Commercial Services. This would allow a mini competition to be carried out.
- Project management services – there are three ways procurement could be carried out which are below.
 1. Contract the services of a consultant
 2. Appoint a project manager via Comensura
 3. Appoint a project manager directly, either internally or externally

If option one is chosen, a framework will be used to comply with the Public Contact Regulations 2015 and the Council's Contract Procedure Rules. This would allow a mini competition to be carried out.

If option two is used, a project manager will be recruitment using the Council's existing staffing and recruitment contract with Comensura.

If option three is chosen, the usual recruitment process will be followed resulting in the issuing of a fixed term contract for a project manager.

11. SUMMARY

Given the financial and qualitative assessment of the three options, it is recommended to transition the service to Option 3, the twin bin recycling scheme to replace the current bags and boxes scheme for the following reasons:

1. The public overwhelmingly supported this option as did the operational staff and unions
2. There will be less maintenance requirements and costs from a simpler bin lorry design
3. It will be easier for residents to recycle with just the two bins
4. There will be less wind-blown litter given the issues with boxes
5. The wheelie bins will be more robust than the other options with less costs of replacement or repair
6. The standard design vehicles are more likely to deliver better value when purchased
7. There is potential for reduced work-related sickness with less manual handling/lifting required.

The capital costs can be met from the business rates reserve, however, option 2 requires a drawdown from the business rates reserve which would significantly reduce the balance leaving a minimal sum for any new capital projects which the Council wished to progress. The consequence of this is that the Council may have to borrow to fund future capital projects, which would result in additional borrowing costs. The Council's capital strategy since 2023/24 has been to use its business rates reserve to fund capital projects thereby avoiding borrowing costs. Additionally, the Council would lose interest on its reserve balances in the event that option 2 is chosen.

The preferred choice, Option 3, will incur additional revenue costs. To cover these expenses, the Council must either achieve further savings beyond those specified in the medium-term financial plan or generate additional income. This needs to be agreed as part of the Council's budget setting for the 2026/27 financial year.

11. COMMENTS RECEIVED FROM THE COMMUNITY SCRUTINY COMMITTEE

Following the Members workshop on 27 March 2025, the options were considered at a Community Scrutiny Committee meeting on 27 March. Members considered the three options and were generally supportive of the twin bin option, as recommended by officers. The Committee's comments concentrated on how the roll out of the new scheme would be managed as well as communications with residents including:

- Consider and review challenges with households that have access or storage challenges and resolve where required.

- Ensure detailed information is provided to residents on how to use the new containers.
- Ensure staff and unions continue to be effectively engaged throughout the service change.
- Clearly communicate with residents regarding the delays associated with government requirements.

12. DRAFT PROJECT PROGRAMME

| Activity | Estimated timeline |
|-------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------|
| Cabinet decision on 22 April 2025 (plus 10 days to allow for a call in period) | 6 May 2025 |
| Staff and union engagement | Carried out throughout the project at key milestones and in line with the Council's human resources policy regarding staff employment. |
| Recruit and appoint a project manager | 6 May 2025 |
| Present capital costs for the vehicles and containers to Full Council in May 2025. | 13 May 2025 |
| Procurement of vehicles - agree specification, issue invite to tender, evaluate tenders, issue contract to successful supplier. | 6 September 2025 |
| Procurement of the recycling containers - agree specification, issue invite to tender, evaluate tenders, issue contract to successful supplier. | 6 October 2025 |
| Phase one – implementing the new service to 12,500 households | November 2026 |
| Phase two – implementing the new service to 12,500 households | March 2027 |
| Phase three – implementing the new service to 12,500 households | July 2027 |
| Phase four – implementing the new service to 12,500 households | November 2027 |

APPENDIX A: Feedback from Residents on the container options consultation

APPENDIX B: Eunomia Report August 2024

APPENDIX C: Detailed breakdown of costs (containers, vehicles, plant and equipment)

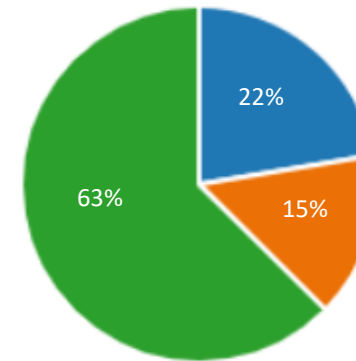
| Policies and other considerations | |
|----------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Council Priorities: | <ul style="list-style-type: none"> • Developing a clean and green district by providing residents the maximum opportunity to conveniently recycle. • Ensure where possible all waste is sent for recycling or reprocessing, diverting it away from landfill or incineration. • The Council's current delivery plan commits to "Being a carbon neutral Council by 2030." |
| Policy Considerations: | <p>The Fleet Management Strategy under the Council's Zero Carbon roadmap commits the Council to explore available fleet options which will be governed by the type of recycling container system introduced.</p> <p>Demonstration/confirmation the recycling container system introduced complies with the Government's Simpler Recycling policy.</p> |
| Safeguarding: | N/A |
| Equalities/Diversity: | <p>An Equality and Human Rights Impact Assessment has been carried out on each of the container systems to ensure that any issues with moving to different recycling container system are identified and mitigated. Currently those residents who are physically unable to put out waste, garden waste, and recycling containers are able to apply for an assisted service, this would remain in place. The service ensures waste operatives collect and return waste and recycling containers to an agreed location on the resident's property.</p> |
| Customer Impact: | An easier, more convenient, and practicable way for residents recycle at the kerbside. |
| Economic and Social Impact: | N/A |
| Environment, Climate Change and Zero Carbon: | An easier, more convenient, and practicable way for residents recycle at the kerbside which could increase the volume of materials recycled. |
| Consultation/Community/Tenant Engagement: | A communications strategy will be developed and initiated to support the project. |
| Risks: | As highlighted in section 8 of the report. |
| Officer Contact | <p>Paul Sanders Head of Community Services paul.sanders@nwleicestershire.gov.uk</p> |

Recycling container survey - results summary

19492 Responses 05:05 Average time to complete Closed Status

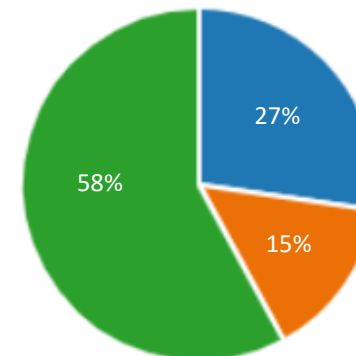
Which option would make it easier for you to recycle?

- Option one (Quatro wheelie bi... 4362
- Option two (Stackable trolley) 2934
- Option three (two wheelie bins) 12196



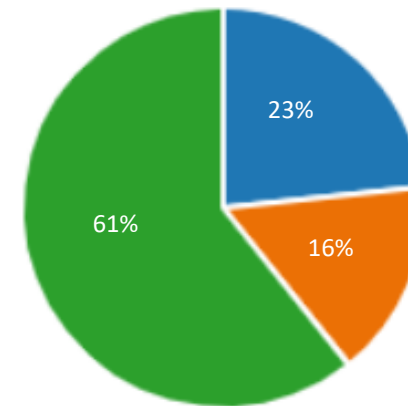
Which option would be better for you to move your recycling to the kerbside?

- Option one (Quatro wheelie bi... 5319
- Option two (Stackable trolley) 2885
- Option three (two wheelie bins) 11288



Which option(s) do you like the best?

- Option one (Quatro wheelie bi... 4547
- Option two (Stackable trolley) 3106
- Option three (two wheelie bins) 11839



30

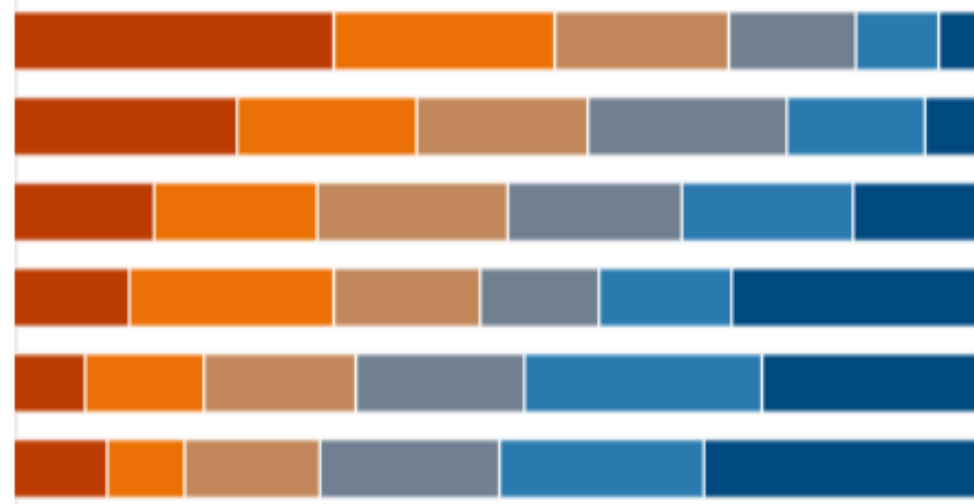
What is important to you?

Please rank the answers below in order of importance, with the most important at the top.

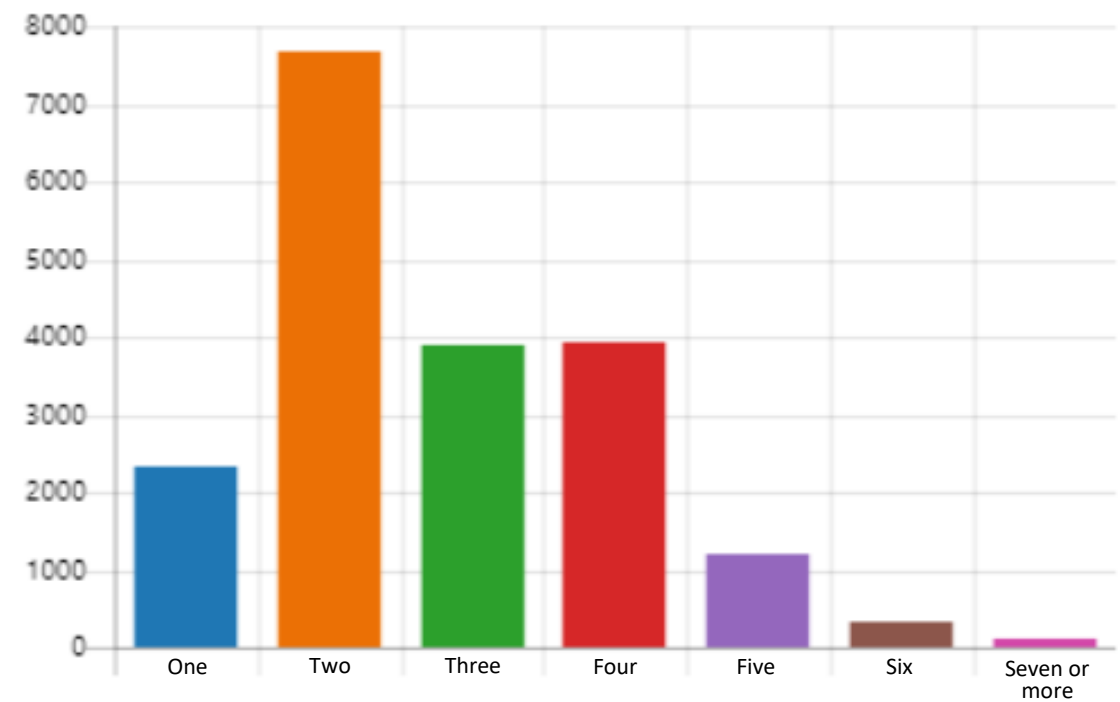
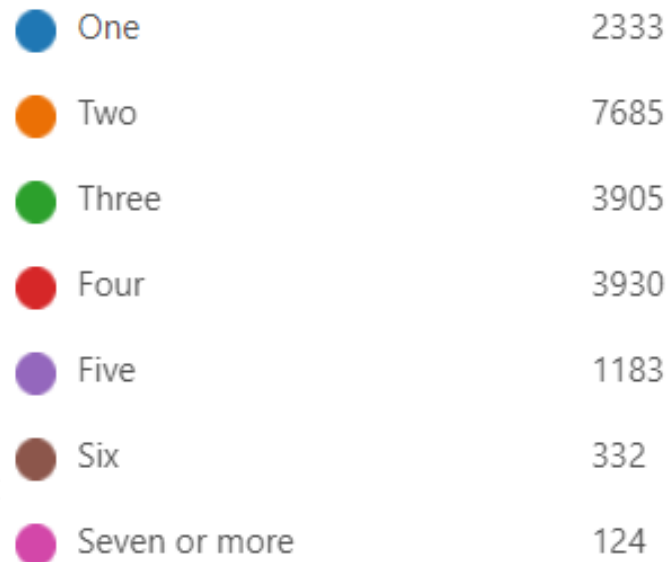
Rank Options

- 1 Stopping recycling from blowi...
- 2 Reducing the amount of wast...
- 3 Recycling more
- 4 Making it easier to move my r...
- 5 Reducing carbon emissions
- 6 Getting value from my council...

First choice Last choice



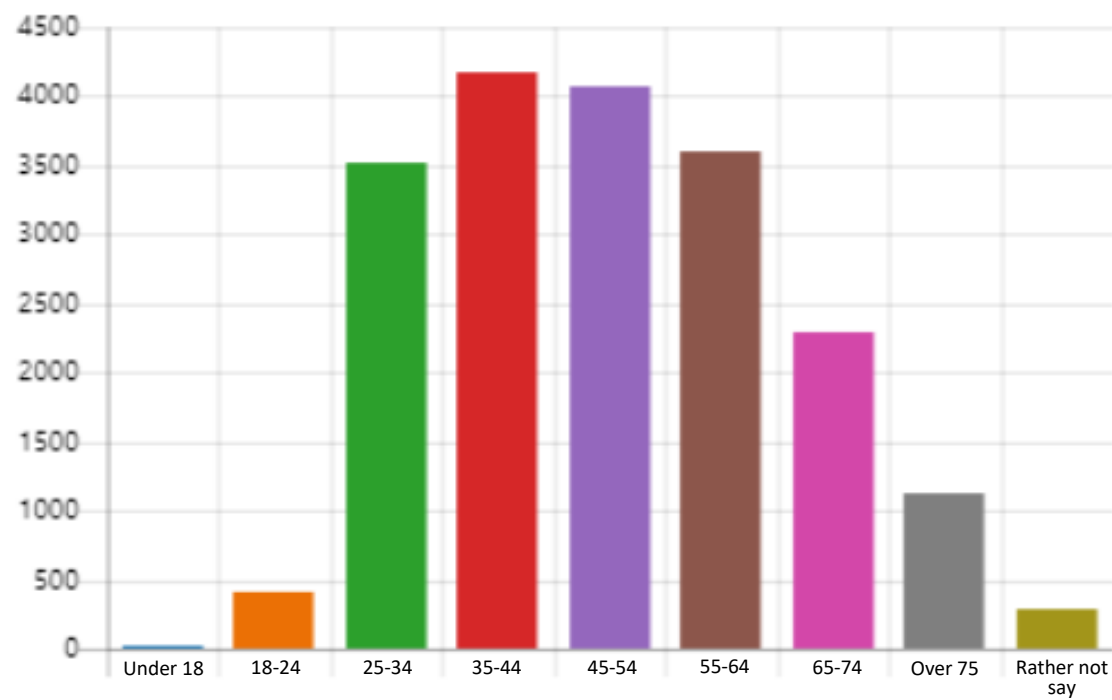
How many individuals live in your household? (Including yourself)



What is your age?

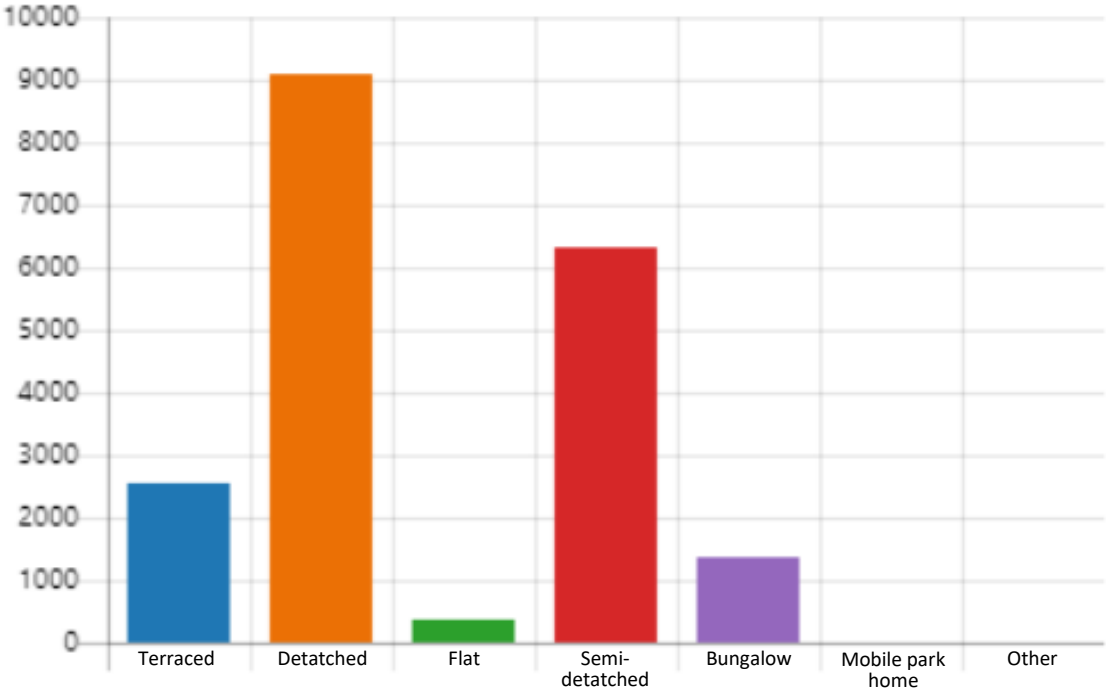
| | |
|----------------|------|
| Under 18 | 22 |
| 18 - 24 | 417 |
| 25 - 34 | 3512 |
| 35 - 44 | 4173 |
| 45 - 54 | 4062 |
| 55-64 | 3609 |
| 65 - 74 | 2300 |
| Over 75 | 1116 |
| Rather not say | 281 |

32



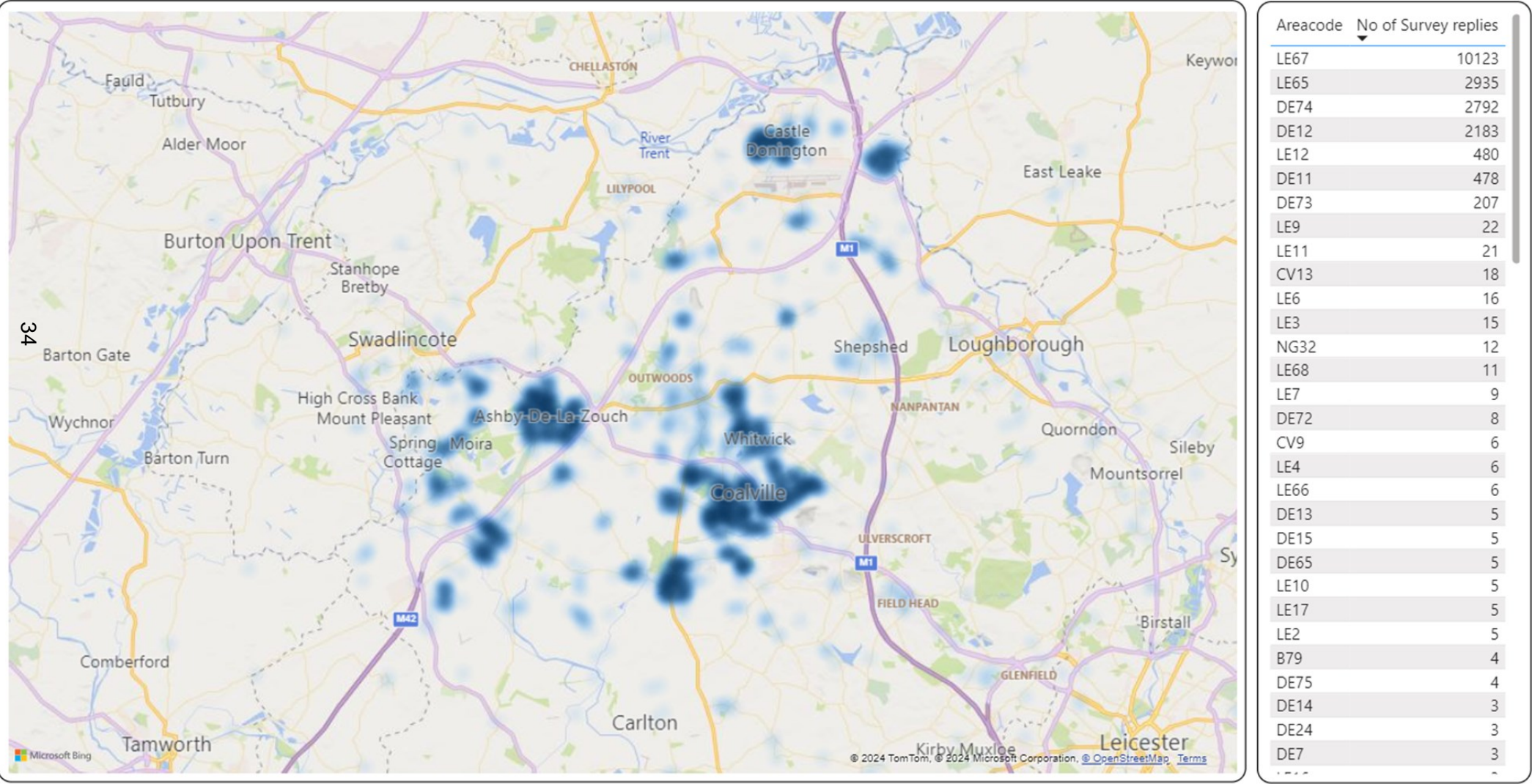
What type of house do you live in?

| | |
|------------------|------|
| Terraced | 2559 |
| Detached | 9105 |
| Flat | 368 |
| Semi-detached | 6335 |
| Bungalow | 1369 |
| Mobile Park Home | 3 |
| Other | 16 |



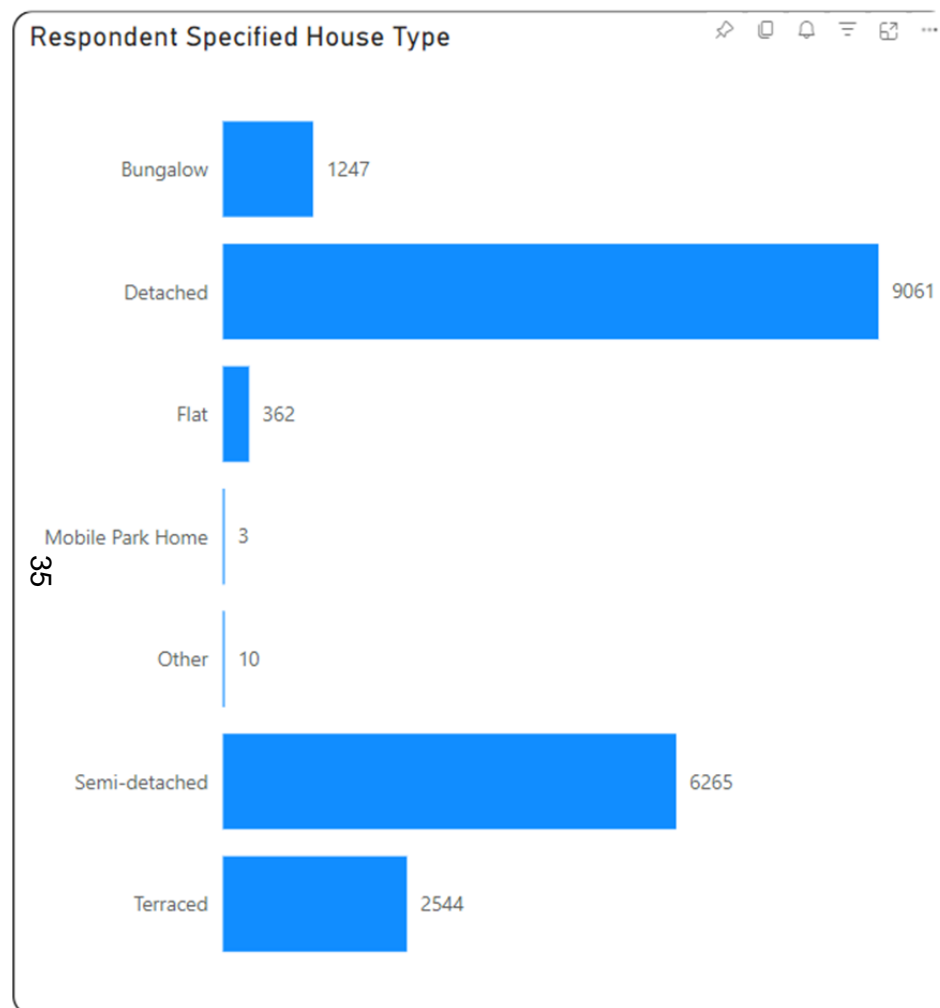
Recycling container survey results - further analysis

LE67, LE65, DE74 and DE12 account for 92% of Postcodes provided by Respondents



78% of Respondents have Detached or Semi Detached Homes.

At least 60% of these chose Option Three (Two wheelie bins) as their preferred recycling option.



Percentages of House Type

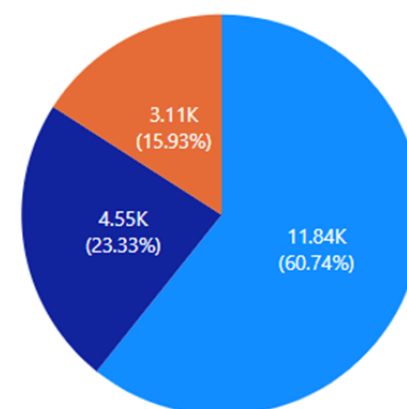
| House group | % of House Type |
|------------------|-----------------|
| Bungalow | 6.40% |
| Detached | 46.49% |
| Flat | 1.86% |
| Mobile Park Home | 0.02% |
| Other | 0.05% |
| Semi-detached | 32.14% |
| Terraced | 13.05% |

Percentages for Q3 by House Type

| House group | % Option 1 | % Option 2 | % Option 3 |
|------------------|------------|------------|------------|
| Bungalow | 25.34% | 19.65% | 55.01% |
| Detached | 20.65% | 14.82% | 64.53% |
| Flat | 31.22% | 21.55% | 47.24% |
| Mobile Park Home | 66.67% | 33.33% | |
| Other | 30.00% | 10.00% | 60.00% |
| Semi-detached | 24.23% | 15.55% | 60.22% |
| Terraced | 28.54% | 18.20% | 53.26% |

Q3 Which option do you like best?

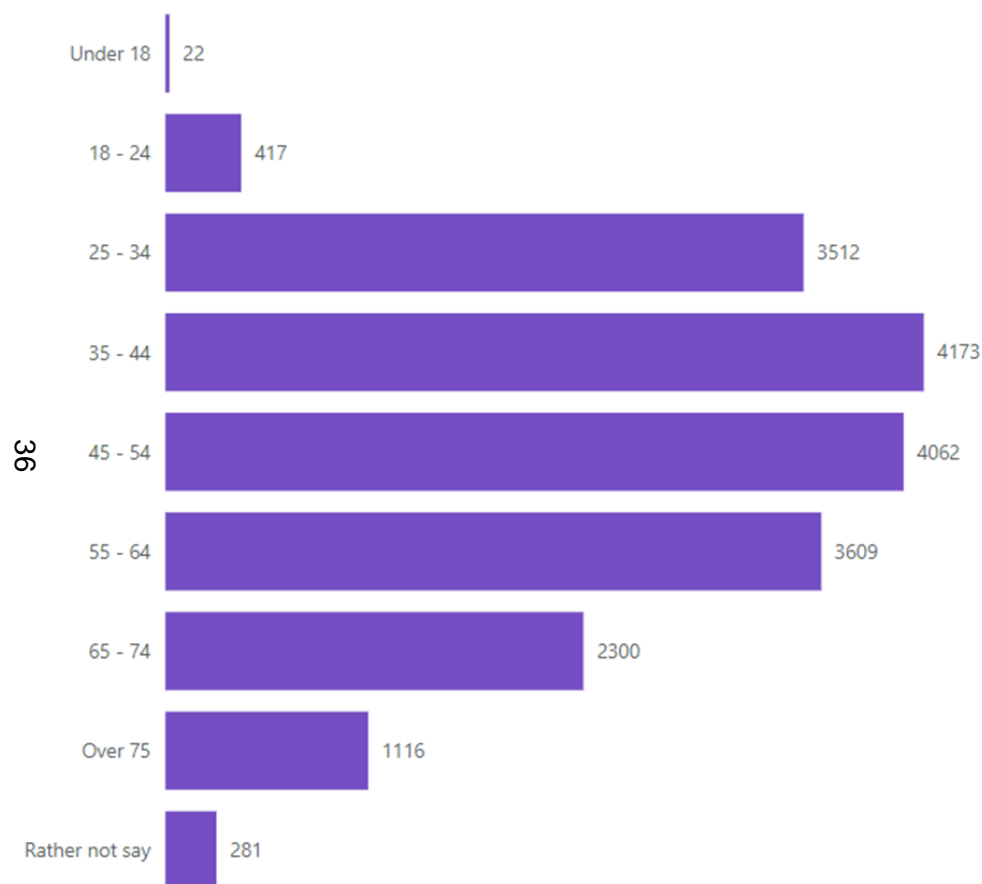
● Option three (two wheelie bins) ● Option one (Quatro wheelie bin) ● Option two (Stackable trolley)



79% of Responders were aged between 25 to 64.

Option Three (Two wheelie bins) as the preferred recycling option was most popular. Option Two was least popular across all age groups.

Total number of Respondents Specified by Age Group



Percentages of Respondents Age Group

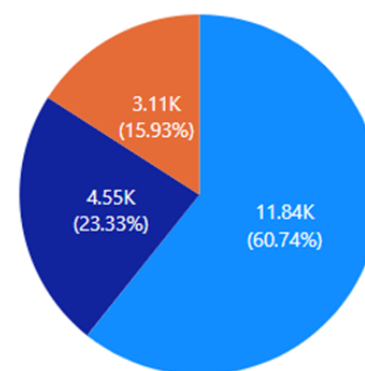
| What is your age? | % of Total |
|-------------------|------------|
| Under 18 | 0.11% |
| 18 - 24 | 2.14% |
| 25 - 34 | 18.02% |
| 35 - 44 | 21.41% |
| 45 - 54 | 20.84% |
| 55 - 64 | 18.52% |
| 65 - 74 | 11.80% |
| Over 75 | 5.73% |
| Rather not say | 1.44% |

Percentages for Q3 by Age Group

| What is your age? | % Option 1 | % Option 2 | % Option 3 |
|-------------------|------------|------------|------------|
| Under 18 | 22.73% | 4.55% | 72.73% |
| 18 - 24 | 25.66% | 14.39% | 59.95% |
| 25 - 34 | 25.11% | 13.30% | 61.59% |
| 35 - 44 | 19.22% | 13.25% | 67.53% |
| 45 - 54 | 19.79% | 15.07% | 65.14% |
| 55 - 64 | 23.88% | 16.63% | 59.49% |
| 65 - 74 | 28.48% | 21.43% | 50.09% |
| Over 75 | 33.06% | 23.75% | 43.19% |
| Rather not say | 21.71% | 19.57% | 58.72% |

Q3 Which option do you like best?

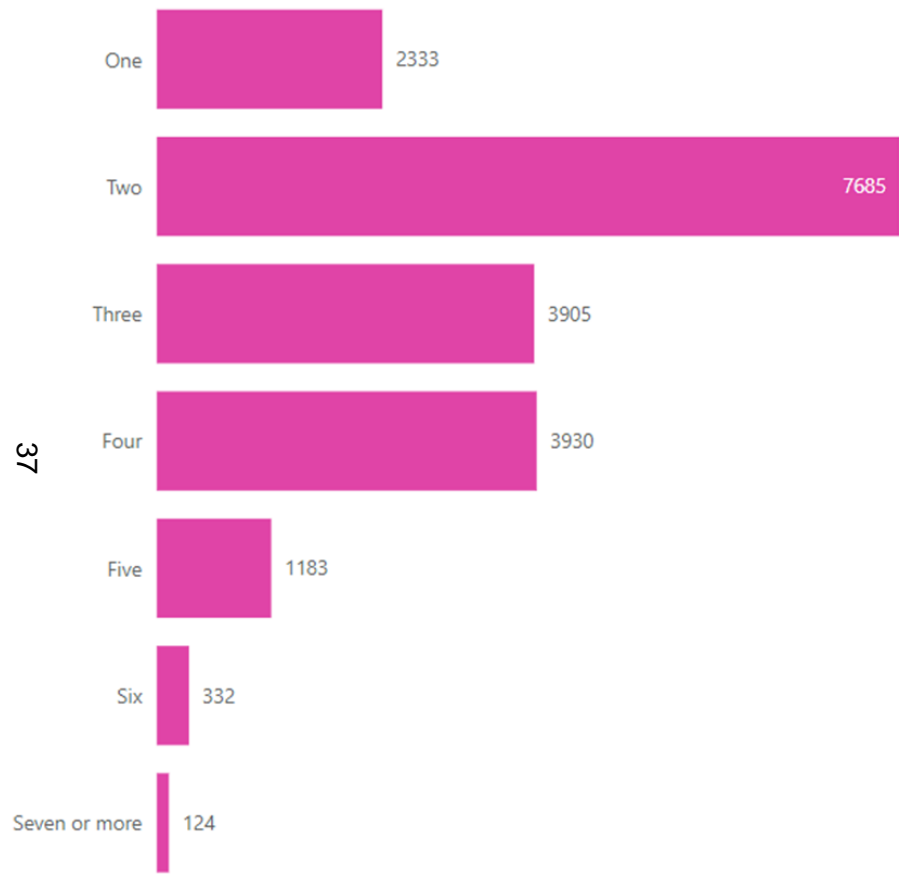
● Option three (two wheelie bins) ● Option one (Quatro wheelie bin) ● Option two (Stackable trolley)



Two Individuals living in a household was the most popular group accounting for 39% of responses.

Option Three (Two wheelie bins) was more popular with larger households. Over 66% preferred it with Three or more individuals living in a household.

Respondent Specified Household Occupancy



Percentages for Q3 by Household Occupancy

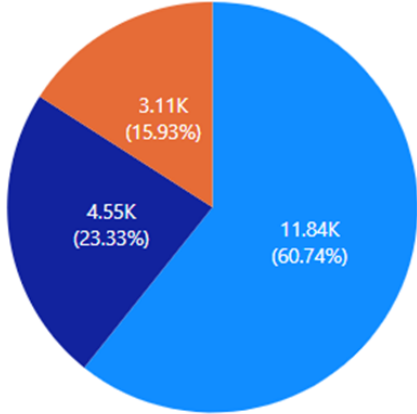
| HouseholdOccupancy | % of Total |
|--------------------|------------|
| One | 11.97% |
| Two | 39.43% |
| Three | 20.03% |
| Four | 20.16% |
| Five | 6.07% |
| Six | 1.70% |
| Seven or more | 0.64% |

Percentages for Q3 by Household Occupancy

| HouseholdOccupancy | % Option 1 | % Option 2 | % Option 3 |
|--------------------|------------|------------|------------|
| One | 34.63% | 21.73% | 43.63% |
| Two | 26.78% | 18.91% | 54.31% |
| Three | 20.51% | 13.60% | 65.89% |
| Four | 17.43% | 11.91% | 70.66% |
| Five | 12.93% | 10.14% | 76.92% |
| Six | 8.73% | 5.72% | 85.54% |
| Seven or more | 10.48% | 6.45% | 83.06% |

Q3 Which option do you like best?

Option three (two wheelie bins) Option one (Quatro wheelie bin) Option two (Stackable trolley)



Overall message is that current system doesn't work.
Current Waste collection creates litter in windy conditions.
Red boxes are stolen or lost.

Current Waste collection creates litter in windy conditions.

Red boxes are stolen or lost.

One mixed recycling Wheelie bin is very popular (mentioned to bring recycling inline with other district councils such as Charnwood, South Derbyshire, Rushcliffe etc).

Worries about recycling Cardboard and glass items.

Common points on options:

Option 1 (Quatro Wheelie Bin)

Will make it easier for people to recycle.

Too small to handle recycling needs.

Space saving.

Worries it could not handle Cardboard items.

38

Option 2 (Stackable Trolley)

Too small to handle recycling needs.

Not durable.

Space saving.

Worries that it might get blown over.

Option 3 (2 Wheelie Bins)

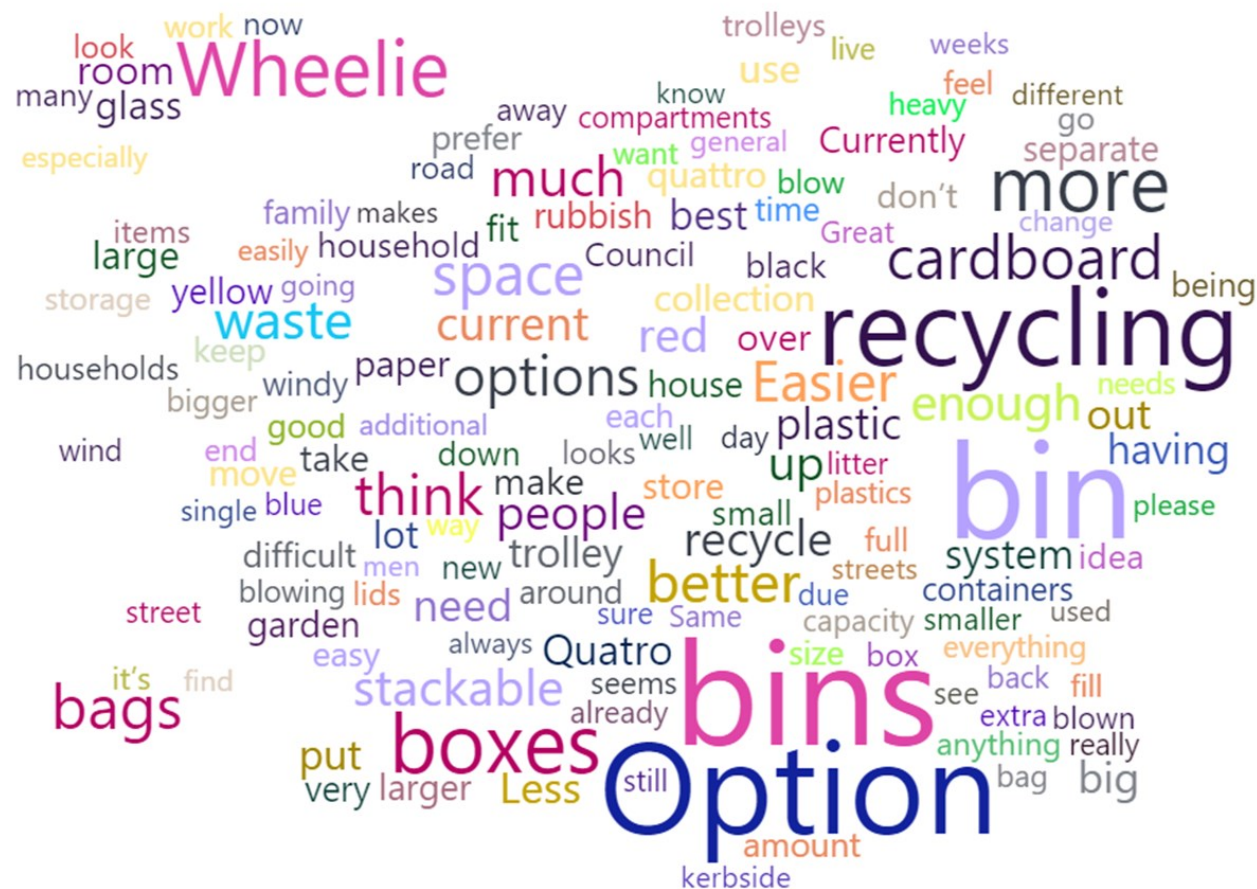
Will make it easier for people to recycle.

More storage capacity.

Reduce litter as more weather resistant.

Concerns of storage space needed for two extra bins.

Words appearing at least 50 times in further comments section



Further Collections Options Modelling Report

North West Leicestershire
District Council

September 2024



Report For

North West Leicestershire District Council

Project Team

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Version control table

| Version | Date | Author | Description |
|---------|------------|---------|--------------------------------|
| V1.0 | 23/08/24 | Eunomia | First draft (sent to client) |
| V2.0 | 06/09/2024 | Eunomia | Final version (sent to client) |

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1.0 Introduction and Background

North West Leicestershire District Council ('NWLDC' or 'the Council') currently run an In-House waste collection and street cleansing service. The authority is currently considering which future potential waste collection methodologies are most suitable going forwards. Eunomia Research & Consulting Ltd ('Eunomia') was commissioned by NWLDC to undertake detailed modelling of possible collection methodologies. As such, this report examines the comparative costs associated with each of the collection methodologies.

In 2023 Eunomia modelled 12 collection options. The project concluded that when the collection options are considered, it appears that NWLDC runs an effective and efficient waste collection service. The report noted that whilst there is scope to improve upon the collection system (namely introducing food waste), major changes may not provide drastic benefits. This having been said, it appears that members prefer the future use of either Quatro bins, stackable boxes, or wheeled bins – all of which would necessitate a service change.

This project builds on the previous report to determine the preferred container solution prior to making any changes to the collection methodology.

1.1 Developments Since The 2023 Report

1.1.1 The Collection of Food Waste

In August 2024 NWLDC members made the decision to introduce the separate collection of food waste. The introduction of a food waste collection service was originally within scope of this project and hence considered in the cost modelling of each of the options. As the Council has now made the decision to introduce the separate collection of food waste, it was agreed that the food waste collection service should no longer be considered and has since been removed from the cost modelling of each of the options. For the avoidance of doubt however, consideration of the food waste service has not been removed from the qualitative assessment (Section 3.0). The reason for this is that the qualitative assessment was undertaken by NWLDC officers and moderated prior to the formal decision to introduce food waste. Eunomia did not want to amend the moderated scores of the NWLDC officers unilaterally.

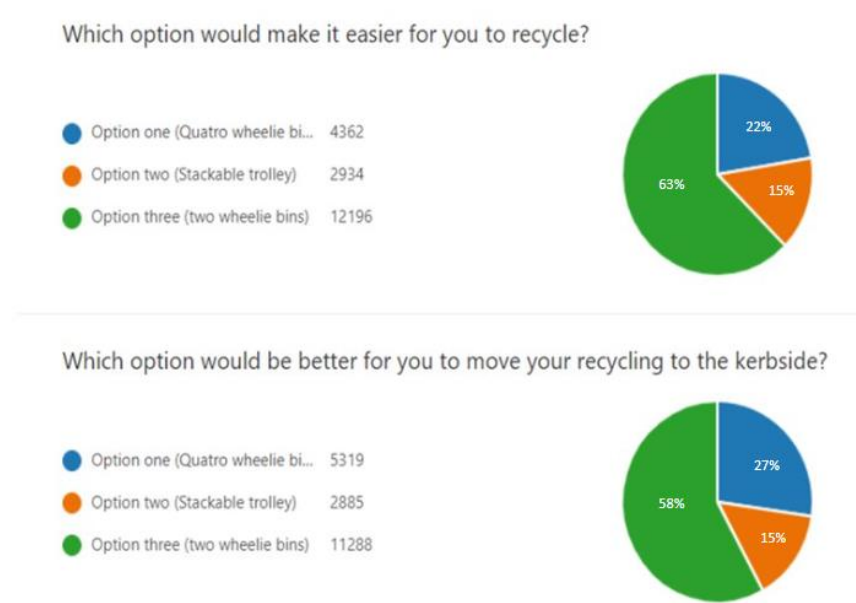
1.1.2 A Summary of The Residents Container Survey

Since the 2023 report Eunomia was commissioned to undertake for the Council, the Council has run a survey asking residents to provide their views on the three recycling container options (Quatro bins, stackable boxes and wheeled bins). The survey ran from Monday 14th February until Sunday 14th April 2024. Residents were also encouraged to write to the Council via a council tax leaflet. In total, nearly ~20,000 residents responded to the survey, which represents a significant proportion of the population and shows that this topic is of great interest to residents.

Of the written responses residents seemed to prefer the Quatro bin and two wheeled bins - each being the most preferred option by 40% of the respondents (there were 15 written responses in total).

On the other hand, two wheeled bins was the most preferred option by online respondents when asked 'which option would make it easier for you to recycle' and 'which option would be better for you to move your recycling to the kerbside'. In the online survey 63% of respondents said that the two wheeled bin would make it easier for them to recycle, and 58% said that it would also be better for them to move their recycling to the kerbside. A breakdown of the responses from the online survey can be found in Figure 1-1.

Figure 1-1: Responses from Online Survey



1.2 Options Modelled

The four options which were modelled as part of this project can be found in Table 1-1.

Table 1-1: Future Options Modelled - Overview

| Option 1: Two Stackable Trollies | Option 2: Quatro Bins |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|   |   |
| Option 3: Two Wheeled Bins (Fibres and Containers) | Option 4: One Wheeled Bin (Comingled) |
|  |  |

The fourth option was included due to feedback from residents during the resident survey, where residents queried why a comingled option was not being considered. However, currently under the Environment Act this comingled option would not be compliant. More information and detail on each of the options modelled can be found in Section 2.2 and further consideration of the Environment Act implications are provided in Sections 5.1.

The report is broken into the following sections:

- Section 2.0 outlines the detailed collections options modelling that was undertaken to understand the potential benefits and pitfalls of different collection methodologies. This includes the financial results of the modelling.
- Section 3.0 outlines the overall quantitative and qualitative assessment undertaken of each of the collection options assessed, focussing upon a range of assessment criteria. This results in an overall 'score' for each of the collection options, with this approach being based on Eunomia's extensive public procurement experience.
- Section 4.0 summarises the pros and cons of two of the preferred options.
- Section 5.0 outlines the key service change considerations and timeline.
- Section 6.0 summarises the key findings from this report.

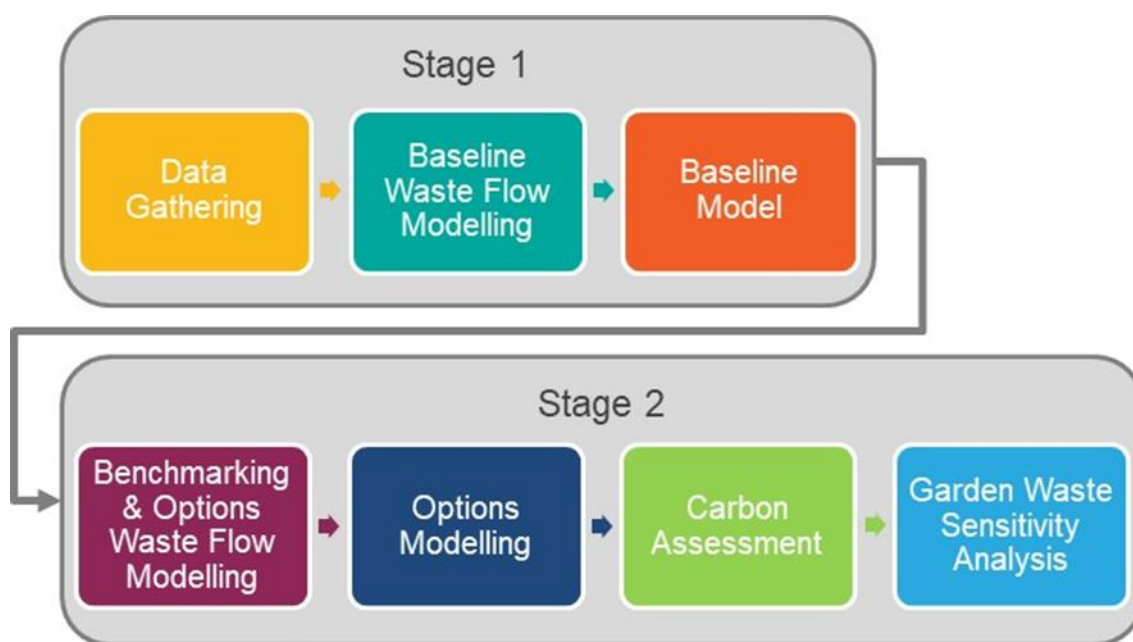
2.0 Collection Options Modelling

This section of the report details the approach taken and the results of the collection options modelling work. The modelling seeks to quantify the relative costs of each option compared to a baseline scenario in which the current collection system remains (but sees a new fleet being purchased).

2.1 Methodology

This section of the report provides a summary of the scope and approach taken by Eunomia (outlined in Figure 2-1) to model the future collection options and sensitivities for NWLDC.

Figure 2-1: Overview of Approach to Collection Options Modelling



2.1.1 Stage 1 – Baseline Modelling

Data gathering: Details on the data used and the key modelling assumptions applied in the baseline model are provided in the Appendix A.1.0.

Baseline waste flow modelling: Using data provided by NWLDC and existing WasteDataFlow data held by Eunomia it was possible to build a waste flow model for NWLDC for the years 2021/22; the latest year for which comprehensive data was available. It is necessary to generate an accurate waste flow model that reflects the waste arisings in each waste stream around type accurately, so that the resource modelling appropriately reflects the current waste collection service design.

Using the data provided, it was possible to determine the tonnages generated by households (100,591 tonnes) broken down into residual, dry recycling, garden and food waste. In addition to this, residual waste and co-mingled plastic compositions were provided by NWLDC. These compositions were assumed the same across all property types.

Baseline model: A 'baseline' model was designed to represent the current service as closely as possible. Authority-specific inputs to the model include information on geography, number and type of households, current services and service performance, resources, and waste composition. These inputs were calibrated using known outputs (which in modelling terms includes the numbers of crew and vehicles used to deliver the collection services) as well as factors such as productivity, pass rates, and set out rates (where known). The baseline model accurately reflects:

- Waste composition and tonnages.
- Current participation, set out, and yields.
- Authority characteristics (household numbers, population, housing types, wards etc.).
- Travel logistics (time, distance, speed, pass rate, pick up time etc.).
- Current vehicle and container types and costs.

2.1.2 Stage 2 – Alternative Collection Options Modelling

Benchmarking: The current service was benchmarked against similar authorities to provide context on how NWLDC currently performs. The likely performance of each alternative scheme is then driven by data available from comparable authorities. The outputs from this analysis provided the basis for predicting the waste flow changes for each option. This is summarised in the Appendix A.1.0.

Waste flow modelling: Using the waste flow model developed in Stage 1, waste flow scenarios could be created for each of the alternative options. The changes to food waste, dry recycling and residual waste yields witnessed when comparable authorities made the equivalent changes were applied to standard access properties to produce revised yields.

Options modelling: Eunomia's 'Hermes' collection model has been used to calculate the performance and costs associated with future collection options and scheme configurations.

The modelling does not include the following costs, as these are influenced heavily by implementation methodology decisions which NWLDC would need to make for each option and there is no industry standard way of undertaking these activities:

- Transition/implementation costs for service changes, including bin delivery/exchange.
- Household communication costs, both on-going and in relation to service changes.
- Spare vehicles, overheads (supervision and management) or back-office staff.

2.2 Collection Options Modelled

2.2.1 Baseline Service

The current service operated by NWLDC for standard access rounds is outlined in Figure 2-2. A breakdown of the service is as follows:

- Fortnightly residual waste collections from 240-litre wheeled bins using 26t Refuse Collection Vehicles (RCVs).
- Fortnightly multi-stream dry recycling collections of paper, glass, and plastics and metals. Materials are presented separately using a combination of bags and 55-litre boxes. Dry recycling is collected using side kerbsiders, which are depicted in Figure 2-3.
- Fortnightly card and garden waste collections collected using split-back (70/30) RCVs. Card is collected in the smaller compartment and garden waste in the larger compartment.
- There is currently a weekly separate food waste trial to 4,155 households using 7.5t RCVs.

Communal properties are co-collected on the same round as standard access properties.

Rural properties' waste is collected together on a separate round using a 70/30 split-back RCV with a pod. In week 1, residual, cardboard and glass are collected together (residual in the large compartment and glass in the pod) and in week 2, garden waste, plastics and cans, and paper are collected together (garden waste in the large compartment and paper in the pod).

Figure 2-2: Current Service

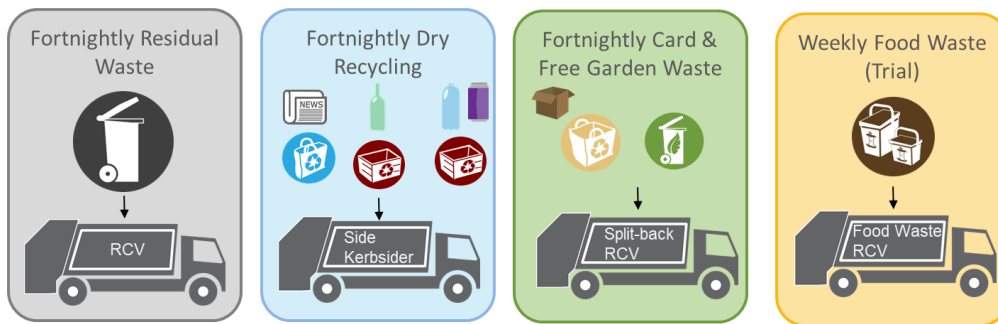


Figure 2-3: Side Kerbsider used by NWLDC



2.2.2 Future Options Modelled

As mentioned in Section 1.2 four options were modelled. This included:

- **Option 1: Two stackable trollies** collected fortnightly on a RRV;
- **Option 2: Quatro bins** collected fortnightly using Quatro recycling;
- **Option 3: Two wheeled bins** collected fortnightly using a splitback RCV; and
- **Option 4: One wheeled comingled bin** collected fortnightly using a single-chamber RCV.

With regard to Option 4, the council should carefully consider the legislative uncertainty surrounding whether this option will be compliant with existing legislation. This is explored further in Section 5.1.

2.2.3 Key Considerations

Several considerations were identified as key aspects that could impact the results of the cost modelling. This included:

- the cost of the containers;
- the implementation of a Deposit Return Scheme (DRS);
- the Simpler Recycling proposals;

- the availability of capital funding for food waste collections;
- the availability of revenue funding for food waste collections; and
- the percentage of contamination and recycling.

More information on how each of these key aspects could impact the results of the cost modelling can be found below in Table 2-1.

Table 2-1: Modelling Considerations

| Consideration | Option 1: Two Stackable Trolleys | Option 2: Quatro Bins | Option 3: Two Wheeled Bins (Fibres and Containers) | Option 4: One Wheeled Bin (Comingled) |
|--------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------|----------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Cost of Containers | More expensive than wheeled bins, however cheaper than Quatros. | Most expensive container option | Second cheapest container option | Cheapest container option |
| Impact of the Deposit Return Scheme (DRS) | The DRS will remove a large amount of recyclable materials from the Council's waste streams (recycling and residual waste). This results in a loss of material income from high-valuable items e.g. aluminium cans. | | | |
| Simpler Recycling | <ul style="list-style-type: none"> - Additional materials will need to be collected at the kerbside e.g. plastic film and cartons (carton trial underway). - Mandatory food waste collections (food trial underway). - Stipulations on the type of recycling collections and indication of minimum residual waste collection frequencies. | | | It is unknown if the new government will write Simple Recycling into legislation. Without doing so, comingled is not compliant as of March 2026. More detail on this in Section 5.1. |
| Contamination & Recycling % | Lowest contamination rate. | Joint highest contamination rate. | Joint highest contamination rate. | Joint highest contamination rate. |

2.3 Collection Option Results

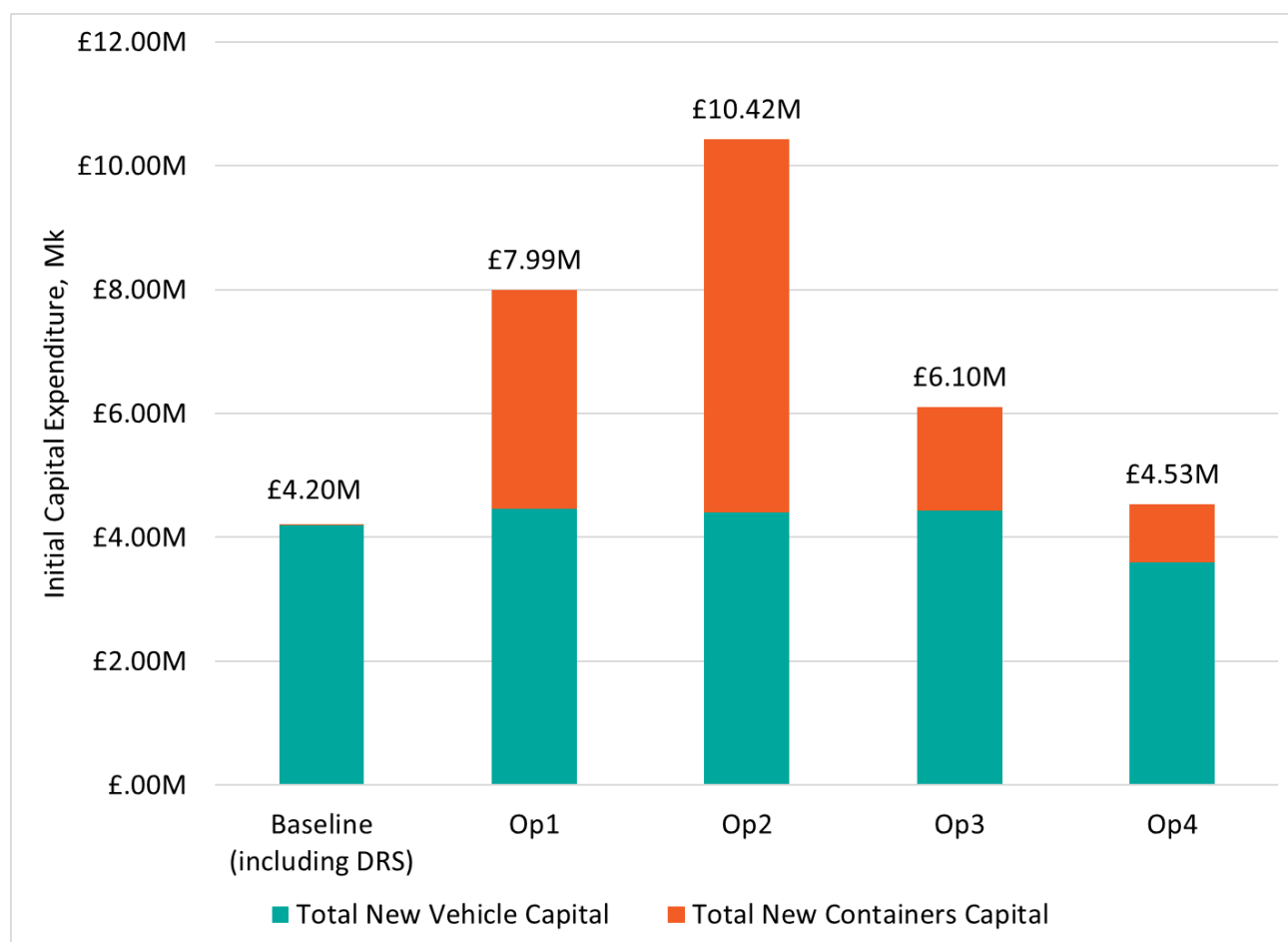
2.3.1 Capital Costs

A summary of the capital costs of each option are presented in Table 2-2, and a detailed breakdown can be found in Figure 2-4. Capital costs include total new vehicle capital and total new container capital expenditure. Vehicle capital and container capital costs have not been annualised as it is expected that NWLDC would purchase these assets vehicles via outright purchase. The baseline carries capital expenditure to represent a replacement of the current fleet.

Table 2-2: Capital Costs Summary

| | Baseline Incl. DRS | Option 1 Two Stackable Trollies | Option 2 Quatro Bins | Option 3 Two Wheeled Bins (Fibres and Containers) | Option 4 One Wheeled Bin (Comingled) |
|-------------------------------------|------------------------------|----------------------------------------------|--------------------------------|-------------------------------------------------------------------|---------------------------------------------------|
| Total Capital | £4.20m | £7.99m | £10.42m | £6.10m | £4.53 |
| Marginal to Baseline, £k | - | £3.79m | £6.22m | £1.9m | £0.33m |
| Rank | 1 | 4 | 5 | 3 | 2 |

Figure 2-4: Capital Costs Detailed Breakdown



As the current fleet needs replacing, capital expenditure is required across all options. The baseline option is the cheapest since new containers are not required. In future options, Option 2 is the most expensive, largely due to its container costs. The two wheeled bin option (Option 3) lies in the middle, reflected by its rank of three. Generally, an increase in capital expenditure is driven by container purchase costs rather than new vehicle costs. One exception is the commingled option, which costs just £330k more compared to the baseline. This is because there are savings in the vehicle purchasing costs, since only 26T RCVs are needed. These are cheaper than other vehicles, e.g. splitback RCVs and Quatro vehicles.

2.3.2 Annual Revenue

A summary of the annual revenue costs for each option are detailed in Table 2-3 and Figure 2-5. A detailed breakdown of these costs is included in the Appendix 0. These costs include the following:

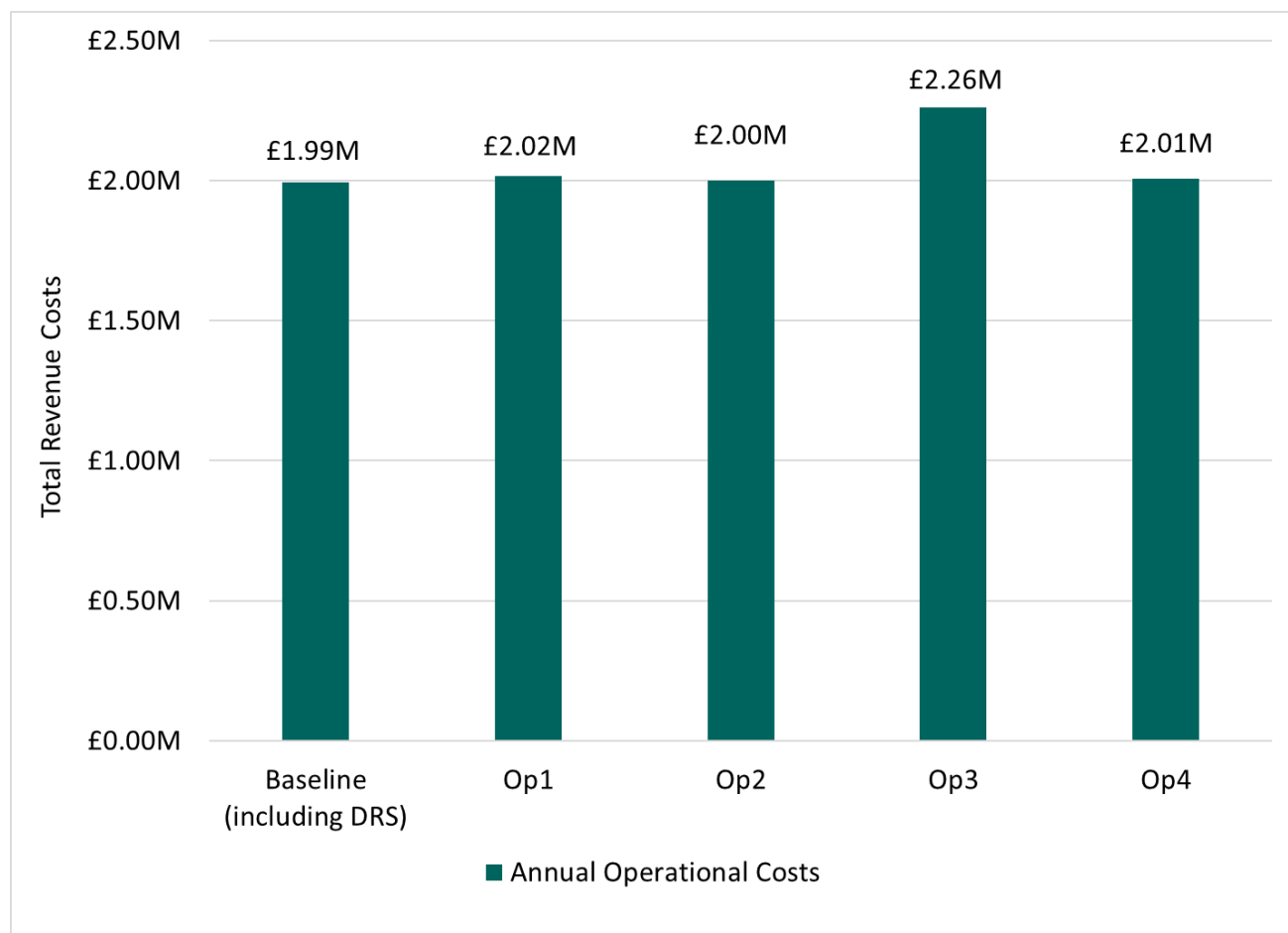
- Vehicle running costs;
- Container replacement costs;
- Staff costs;
- Income from food waste treatment credits;
- Income for sales of dry recycling materials;

- Garden waste income from additional containers; and,
- WTS operation costs (FTE and plant).

Table 2-3: Annual Revenue Costs Summary

| | Baseline Incl. DRS | Option 1 Two Stackable Trollies | Option 2 Quatro Bins | Option 3 Two Wheeled Bins (Fibres and Containers) | Option 4 One Wheeled Bin (Comingled) |
|-------------------------------------|------------------------------|----------------------------------------------|--------------------------------|-------------------------------------------------------------------|---------------------------------------------------|
| Total Capital | £1.99m | £2.02m | £2.00m | £2.26m | £2.01m |
| Marginal to Baseline, £k | - | £0.03m | £0.01m | £0.27m | £0.02m |
| Rank | 1 | 4 | 2 | 5 | 3 |

Figure 2-5: Annual Revenue Costs



There are two main factors which reduce revenue cost:

- Fewer vehicles, which in turn means less staff; and
- More material separation.

Annual revenue costs are similar for all options. The clear outlier in terms of revenue cost is Option 3. Due to the reduced material separation for twin stream collections, dry recycling income decreases. This results in the higher annual revenue cost. Interestingly, the reduced material separation and dry recycling income also occurs for the commingled option, but it is offset by the lower number of vehicles.

2.3.3 Combined Costs

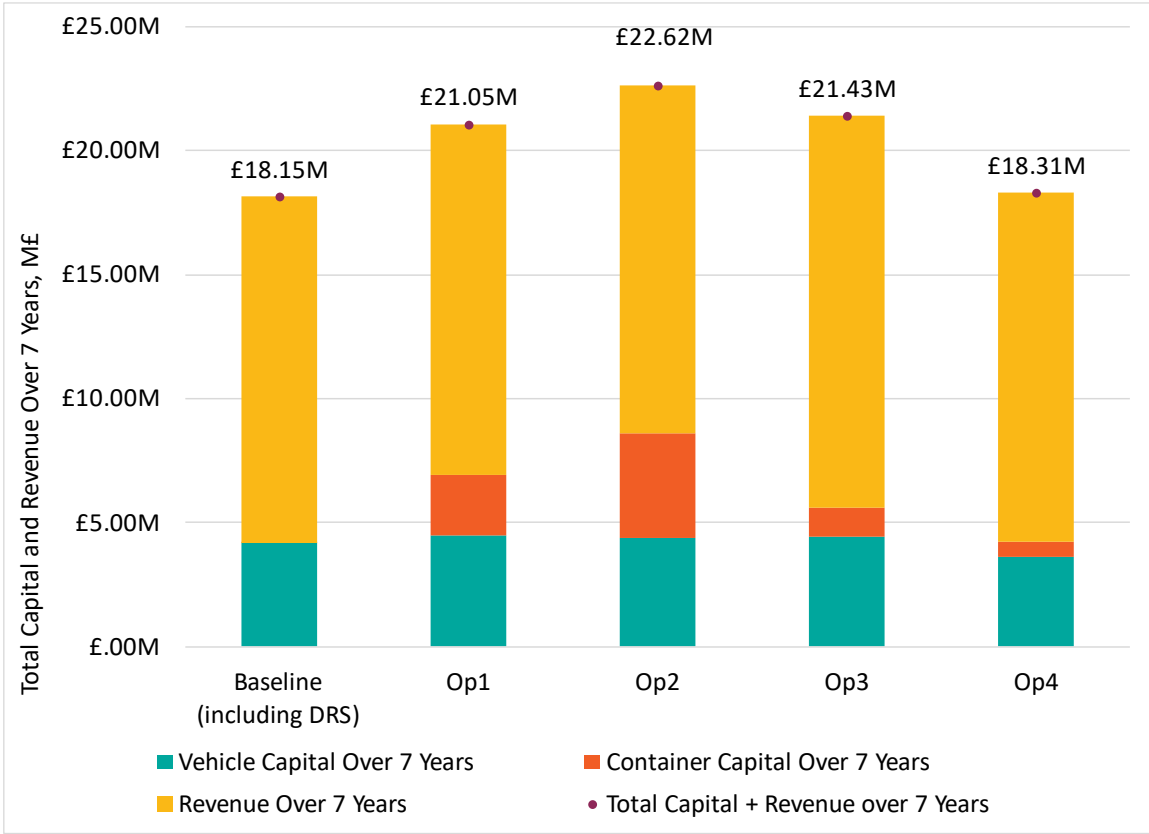
A summary of the combined costs of each option over 7 years can be found in Table 2-4, and detailed breakdown can be found in Figure 2-6. For clarity, these costs cover the following:

- All vehicle capital purchases which are made in year one. It is assumed that there is no replacement of vehicles within this time frame.
- 7 years of container purchase capital costs. The purchase cost of containers has been annualised over 10 years, with 7 years of annualised costs included here.
- 7 years of annual revenue costs, as detailed in Section 2.3.2.

Table 2-4: Total Costs Over Seven Years Summary

| | Baseline Incl. DRS | Option 1 Two Stackable Trollies | Option 2 Quatro Bins | Option 3 Two Wheeled Bins (Fibres and Containers) | Option 4 One Wheeled Bin (Comingled) |
|-------------------------------------|------------------------------|----------------------------------------------|--------------------------------|-------------------------------------------------------------------|---------------------------------------------------|
| Total Capital | £18.15m | £21.05m | £22.62m | £21.43m | £18.31m |
| Marginal to Baseline, £k | - | £2.90m | £4.47m | £3.28m | £0.16m |
| Rank | 1 | 3 | 5 | 4 | 2 |

Figure 2-6: Combined Costs Over Seven Years



All the future options are more expensive than the baseline. The commingled option (Option 4) is similar to the baseline, costing just £150k more. Due to the significant cost for new Quatro containers, Option 2 is the least economical. The two wheeled bin option (Option 3) has higher revenue cost but lower container capital over seven years, whereas the opposite happens for kerbside sort. Option 1 and 2 are subject to material sales fluctuations, which are external factors, whilst Options 3 and 4 are not subject to this price fluctuation as all material income has been taken away from these options.

3.0 Quantitative and Qualitative Assessment

Recognising that there are wider considerations other than simply cost, such as recycling and carbon performance associated with the options, a holistic qualitative and quantitative assessment was carried out on the options to give due consideration to these aspects. Eunomia assessed each option against a range of qualitative and quantitative criteria which each had an associated weighting. This section of the report presents the results of the quantitative and qualitative analysis undertaken for each option. This approach is based upon Eunomia's extensive experience of undertaking public procurements and returns an overall 'score' for each option.

The criteria and weighting selected within the context of this project can be found in Table 3-1 and were agreed and approved by the Council.

Table 3-1: Scoring Criteria

| Quantitative | % |
|----------------------------------------------------------------------------------------|-------------|
| CAPEX Cost Change | 8.5% |
| OPEX Cost Change | 16.5% |
| Impact on Recycling Rate | 10.0% |
| Climate Change Impact | 10.0% |
| Social value - local job creation | 5.0% |
| Public Acceptability | 10.0% |
| Total Quantitative | 60% |
| Qualitative | Weighting |
| Implementation Risk (mobilisation and first three months following the service change) | 12.5% |
| Deliverability | 7.5% |
| Impact upon the Workforce | 5.0% |
| Operational Risk (post the initial 3-months after the service change) | 5.0% |
| Flexibility and Opportunities (inc. performance and innovation) | 10.0% |
| Total Qualitative | 40% |
| Total | 100% |

For each category, the changes associated with the modelled options were scored. These scores were weighted for each of the criteria listed above and summed. This resulted in a quantitative score and a qualitative score, as well as an overall score for each option. The results of the quantitative and qualitative assessment can be found in Table 3-2. In addition, the detailed assessment model can be found in Appendix xxx.

It should be noted that this assessment was carried out when food waste was a consideration. Some scores and assessment may have therefore taken into account the addition of a food waste collection service. Eunomia has not amended the qualitative scores since the moderation session as we did not want to unilaterally alter the agreed Council stance.

Table 3-2: Assessment Results

| | Option 1 | Option 2 | Option 3 | Option 4 |
|--------------------|------------------------|------------|------------------|------------|
| Option | Two Stackable Trollies | Quatro | Two Wheeled Bins | Comingled |
| Quantitative Score | 31% | 36% | 38% | 41% |
| Qualitative Score | 20% | 12% | 26% | 26% |
| Total | 51% | 48% | 64% | 66% |

Key findings: As a result of this assessment, Option 3 and Option 4 appear the most favourable options for NWLDC's consideration.

However, there are concerns regarding whether Option 4 complies with legislation.

4.0 Pros and Cons of The Preferred Options

As found by the quantitative and qualitative assessment in Section 0, Options 3 and 4 appear to be the most favourable options for NWLDC to consider. To support the Council in reaching a decision, this section explores the pros and cons of Options 3 and 4, a summary of which can be found in Table 4-1.

Table 4-1: Pros and Cons of Option Three and Four

| | Positive | Negative |
|-----------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Option 3: Two Wheeled Bins | <ul style="list-style-type: none"> • Use of fairly standard vehicles – fleet resilience • Flexibility of service and accommodating future changes • Manual handling benefits for staff (alongside training) | <ul style="list-style-type: none"> • Requirement for multiple containers • Procurement of substantial number of vehicles & lead times • Potentially difficult negotiation with county • Second most expensive option. • Loss of material income • Loss of control with regards to recycling with LCC determining where the recycling is taken. |
| Option Four: Comingled | <ul style="list-style-type: none"> • Ease of system from a resident and crew perspective • Use of very standard vehicles – fleet resilience • Cheapest option • Manual handling benefits for staff (alongside training) | <ul style="list-style-type: none"> • Loss of material income • Procurement of substantial number of vehicles & lead times • Potentially difficult negotiation with county • Less flexible service for future changes • Possibly more assisted collections due to weight of bins • Loss of control with regards to recycling with LCC determining where the recycling is taken. • <u>Questions regarding the compliance with legislation</u> |

5.0 Service Change Considerations and Timeline

Recycling and waste collection services (alongside street cleansing) tend to be the only service(s) that every resident in a district regularly uses. Hence, changing the way recycling and waste is collected and managed requires serious consideration by the Council given the political and operational complexities involved. In this section we have outlined the key consideration that should be reflected on by the Council, and a high-level timeline indicating when key activities should be undertaken.

5.1 Important Considerations

Below we have highlight two key considerations that the Council should bear in mind when making any future service changes.

5.1.1 Leicestershire County Council's Disposal Contract

NWLDC is currently in a favourable position with regards to material sales from their existing collection system. At present, the separate collection of materials provides an income to the Council, and this subsequently presents a zero-cost position to Leicestershire County Council ('LCC') who are the disposal authority. Should NWLDC wish to move away from their existing collection system, this would require an amendment to the Council's contract with LCC, which currently has a two-year break clause should LCC wish to enforce that.

Eunomia understands that NWLDC has had informal discussions with LCC on this matter and to date, the response has been favourable. LCC has indicated that they would be willing to allow a break period which is shorter than the two-year maximum timeframe and raised no significant concerns about the possible change to the collection system. During this discussion, LCC advised NWLDC that entering the material sales market as an individual council may not prove beneficial, and they would be better served by allowing LCC to process their materials as part of their existing contracts which would be done at no cost to NWLDC. This is for a number of reasons, including, but not limited to:

- LCC advised there is little money to be made by NWLDC as the markets can be very volatile. Additionally, LCC advised that due to NWLDC's size, they would not be able to leverage as beneficial prices LCC.
- Contracts would need to be negotiated and NWLDC would need to factor in management time and costs for the contracts (though it should be noted that NWLDC currently manages the material sales for the recyclable collected).
- The depot is not set up to handle the management of the waste.

In their discussions with NWDLC, LCC verbally stated that they do not mind which option NWLDC decides to progress with. However, it is worth noting that by agreeing to LCC processing the Council's materials, there is a risk that the disposal point may change in the future. LCC would be in a position to dictate to the Council where they must take materials, which could have a material impact upon the resourcing requirements should the alternative disposal location be further away. The Council has had no formal response from LCC, so there is the risk that they could reconsider their stance.

5.1.2 Legislative Uncertainty

Section 57 of the Environment Act requires that, from 1st April 2026, councils should prioritise source separation of dry recycling, subject to a test of practicability. This means that currently, under the

Environment Act, Option 4 would not be compliant. There is also the risk that Option 3 may not be compliant depending on how strictly the government enforces the Act, though we would note that this option does separate fibres from glass, which is shown to protect the quality of material collected, which the Act is looking to achieve.

Under the Act, Ministers may make regulations to create an exemption to the requirement to separate certain materials *"if satisfied that doing so will not significantly reduce the potential for recyclable household waste or recyclable relevant waste in those waste streams to be recycled or composted."*

In line with this Ministerial discretion, the previous government indicated that it proposed to use the ministerial power to create an exemption to allow *"the co-collection of any combination of recyclable plastic, glass, metal, and paper and card together in one bin in all circumstances, without the need for a written assessment"*; and to allow *"food and garden waste to be co-collected in one bin from households and non-household municipal premises"*. This was proposed under Simpler Recycling¹.

The regulations to create the exemption have not yet been made, and for the exemption to take effect, they would need to be made by the new government. There has been no announcement to indicate whether the new government proposes to take forward the proposed exemptions or not. Until the new government has made its position clear, there is a risk that it takes a different view from its predecessor and decides not to create the proposed exemptions. If the new government does not create the proposed exemption for dry recycling, an authority deciding to move to a comingled recycling system now may find that, when it next reviews its system, it will need to switch to a different, more source separated model in order to comply with the Environment Act. This is a large risk for NWLDC and should be an important consideration when making any decision – especially when considering the introduction of comingled recycling (Option 4). Twin stream recycling (Option 3) still has an element of separation between materials; however, it still does not comply with the separation required outlined under the Environment Act.

An element which also feeds into this decision is the 2026 deadline. Should NWLDC commit to a course of introduction comingled collections prior to this, or even transition to this new system beforehand, an argument may be able to be made that changing back would not then be practicable. However, this may not protect NWLDC from future changes, for example when a new fleet needs to be purchased.

5.1.3 Vehicle and Container Procurement

The Council should also note that within the next few years (when the Council will be progressing the service change implementation project), there will be an increase in the number of councils carrying out service changes focussed on the introduction of a food waste service – as a result of government legislation. Due to this, the length of time needed to procure containers and vehicle is anticipated to be longer than normally required. The Council should also note that if Option 2 is taken forward then the length of time required for container procurement may be slightly longer as only one company – Quatro – currently manufactures these containers.

5.2 Timeline

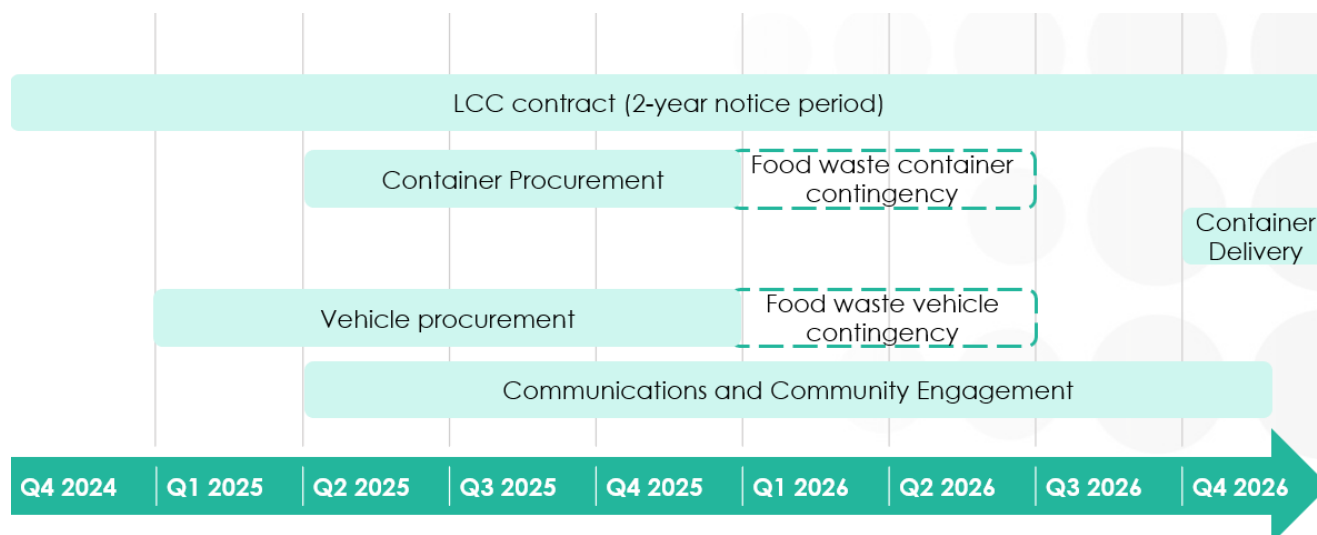
An indicative timeline for any service change is outlined below in Figure 5-1. This timeline considers the following key considerations (the majority of which are discussed in detail in Section 5.1):

- Leicestershire County Council's two-year contract notice period;

¹ Simpler Recycling Consultation Outcome – Government Response. Available at: <https://www.gov.uk/government/consultations/exemptions-and-statutory-guidance-for-simpler-recycling-in-england/outcome/government-response>

- Container procurement;
- Vehicle procurement; and
- Communications and community engagement.

Figure 5-1: Service Change Timeline



The Council should also note that during this time period there may be an increase in the number of councils carrying out similar changes and hence the length of time needed to procure containers and vehicle may be slightly longer than anticipated. The Council should also note that if Option 2 is taken forward then the length of time required for container procurement may be slightly longer as only one company – Quatro – currently manufactures these containers.

The details provided in Figure 5-1 are for illustrative purposes only, though we hope they give an indication to the Council of the time requirement that should be accounted for prior to undertaking the service change. Given the resourcing requirement, NWLDC may wish to consider seeking external support from technical consultants who have extensive experience of delivering and supporting councils through such processes. Eunomia have supported numerous London boroughs through similar implementation exercises in recent years (e.g. LB Redbridge, LB Enfield) and would be happy to discuss this with NWLDC should this support be of interest.

6.0 Conclusion

The collection options appraisal conducted for NWLDC aimed to explore various changes to the dry recycling container arrangements. All prospective options took into account the impacts from the introduction of a DRS for beverage containers in the UK which would divert a significant volume of plastic bottles and metal drinks cans from the residual waste and dry recycling streams, as well as other legislative implications such as the collection of additional materials at the kerbside (e.g. plastic film and cartons).

The results presented in this report detail the cost implications of each option, split between capital and revenue costs. The assessment undertaken went beyond simply considering the financial implications however and considered a wider range of both quantitative and qualitative assessment criterion (which can be seen in Table 3-1). When all of these assessment criteria were considered and scored, the weighted 'score' indicated that Options 3 and 4 were the most favourable options for the Council to consider (as continuing with the baseline position has been deemed politically unacceptable). This is shown again in Table 6-1.

Table 6-1: Assessment Results

| | Option 1 | Option 2 | Option 3 | Option 4 |
|--------------------|------------------------|------------|------------------|------------|
| Option | Two Stackable Trollies | Quatro | Two Wheeled Bins | Comingled |
| Quantitative Score | 31% | 36% | 38% | 41% |
| Qualitative Score | 20% | 12% | 26% | 26% |
| Total | 51% | 48% | 64% | 66% |

Despite Options 3 and 4 appearing the most favourable, we feel it is important to reiterate the interaction of these options with the Environment Act (as detailed above in Section 5.1.2). The key takeaway is that at the time of writing this report, Option 4 would not comply with the Environment Act, as the Act requires councils to prioritise source separation of dry recycling, subject to a test of practicability. The previous government's indication that they would allow comingling of recyclable materials were not made, and so do not provide an allowance for this transition. The new government have provided no indication where they stand on this matter. It is also worth noting that there is also a risk that Option 3 may not be compliant depending on how strictly the government enforces the Act, though we would note that this option does separate fibres from glass, which is shown to protect the quality of material collected, which the Act is looking to achieve.

Ultimately, this will be a political decision with the Council will need to consider carefully prior to moving ahead. Given the importance of this decision and the interaction with the Environment Act, Eunomia would advise the Council to seek legal advice on this matter as Eunomia's views does not represent formal legal advice and this is something which Eunomia cannot provide.

Appendix

A.1.0 Collection Options - Modelling Assumptions

A.1.1 Baseline Operational Assumptions

This section provides detail of the key operations and logistical assumptions associated with household numbers, depot and tipping locations, and participation in each waste collection service and the resourcing requirements for each waste service within NWLDC.

A.1.1.1 Household Data

The baseline household data modelled is given in Table A 1.

Table A 1: Modelled Household Data

| Description | Residual | Dry Recycling | Garden Waste | Food Waste Trial (since Nov-19) |
|-------------------------|---------------|---------------|---------------|---------------------------------|
| Standard Access | 46,663 | 46,663 | 46,663 | 4,155 |
| Communal | 2,200 | 2,200 | - | - |
| Rural | 1,260 | 1,260 | 1,260 | - |
| Total Households | 50,123 | 50,123 | 47,923 | 4,155 |

A.1.1.2 Depot and Tip Locations

The depot and tip data are shown in Table A 2. There was no modelled change to the depots and tips in future options. It is assumed that the transfer station is able to accept multiple streams of recycling, and food waste where multiple streams of recycling are collected.

Table A 2: Depot and Tip Locations

| Service | Depot/Tip Name | Postcode | Tipping Time (mins) |
|----------------------|------------------|----------|---------------------|
| Depot | Linden Way Depot | LE67 3JY | - |
| Tip - Residual Waste | Biffa Newhurst | LE12 9BU | 10 |

| | | | |
|---------------------|------------------|----------|----|
| Tip - Dry Recycling | Linden Way Depot | LE67 3JY | 10 |
| Tip - Garden Waste | Lount Composting | LE65 1SD | 10 |

A.1.1.3 Working Arrangements

The modelled work arrangements for standard access rounds are given Table A 3. Work Content is the time 'out' on the round making collections and driving to and from the depot/tip. It does not account for beginning of day duties, break times and end-of-day duties.

Rural property rounds work content is assumed at 5hrs 30mins.

Table A 3: Working Arrangement Assumptions

| | Refuse | Recycling | Garden | Food Trial |
|--------------------------------------------|--------------------|--------------------|--------------------|--------------------|
| Contracted Weekly Hours | 37 | 37 | 37 | 37 |
| Days per Week | 4 | 4 | 4 | 4 |
| Task and Finish | yes | yes | yes | yes |
| Shift Start Time | 06:00 | 06:00 | 06:00 | 06:00 |
| Morning Depot Duties | 15 mins | 15 mins | 15 mins | 15min |
| Paid Break | None | None | None | None |
| Unpaid Break | 30 min | 30 min | 30 min | 30min |
| End of Day Depot Duties | 15 mins | 15 mins | 15 mins | 15min |
| Shift End (Actual, rather than Contracted) | 14:00 | 15:15 | 15:15 | 12:30 |
| Average Hours of Overtime per Week | 0 | 0 | 0 | 0 |
| Driver helping to load, % of the Time | yes, 15% | yes, 15% | Yes, 15% | Yes, 50% |
| Work Content, hrs | 7hrs 45mins | 8hrs 15mins | 8hrs 15mins | 5hrs 30mins |

The resourcing requirements are outlined below and remain unchanged in future options modelling:

- Driver + 1 for separate Food Waste rounds;
- Driver + 1 for Rural rounds;
- Driver + 2 or 3 for Garden Waste (3 for 4 months of high season); and,
- Driver + 2 for all other rounds in all options

A.1.1.4 Set Out Rates

The set-out rates for each waste stream in the baseline for NWLDC are outlined in Table A 4. These have been assumed from the data request.

Communal bins are always available for collection, even if not full and therefore set out rates are assumed at 100%.

Table A 4: Modelled Set Out Rates

| Service | Containers | All Properties | Rural Properties |
|----------------|-------------------------|----------------|------------------|
| Residual Waste | 180L Bin | 97% | 80% |
| Dry Recycling | 55L Red Box | 89% | 70% |
| Dry Recycling | Yellow Sack | 91% | 75% |
| Dry Recycling | Blue Sack | 75% | 50% |
| Dry Recycling | Carrier bag - textiles | 9% | 0% |
| Dry Recycling | Batteries/mobile phones | 17% | 0% |
| Garden Waste | GW Bin | 71% | 30% |

A.1.1.5 Round Data

The round data assumptions used to build the baseline model are given in Table A 5. The modelled number of rounds is modelled in a way that closely models the number of frontline vehicles required for the service using the assumptions used elsewhere in the model.

Table A 5: Round Data Assumption and Baseline Outputs

| | Number of Vehicles | Modelled Number of Rounds | Modelled Number of Tips | Modelled Work Content |
|---------------|--------------------|---------------------------|-------------------------|-----------------------|
| Residual | 5.25 | 5.18 | 2 | 7:45 |
| Dry Recycling | 6.00 | 5.94 | 2 | 8:15 |
| Garden/Card | 5.00 | 4.65 | 2 | 8:15 |
| Rural | 1.00 | 1.00 | 1 | 5:30 |

A.1.2 Baseline Cost Assumptions

A.1.2.1 Material Prices

The modelled gate fees and treatment costs used in the baseline cost model are given in Table A 6.

Table A 6: Material Prices and Treatment Costs for Collected Waste Streams in the Baseline

| Waste Stream | £/t | Source |
|-----------------------|------------|--------------------|
| Paper | -£122.50 | 22/23 Council data |
| Card | -£110.25 | 22/23 Council data |
| Plastics (before DRS) | -£319.25 | 22/23 Council data |
| Textiles | -£100.00 | 22/23 Council data |
| Glass | -£86.00 | 22/23 Council data |
| Aluminium | -£1,165.00 | 22/23 Council data |
| Steel | -£149.17 | 22/23 Council data |
| Food Waste | -£91.37 | 22/23 Council data |
| Residual | £0.00 | 22/23 Council data |
| Garden | £0.00 | 22/23 Council data |

A.1.2.2 Staff Costs

The modelled staff costs are given in Table A 7. These costs were supplied by NWLDC and remain unchanged in all future options modelled.

Table A 7: Modelled Staff Costs

| Description | Salary | NI | Pension | Sick Cover | Holiday Cover | Other | Annual TOTAL |
|------------------|---------|--------|---------|------------|---------------|-------|----------------|
| Driver | £25,752 | £2,420 | £6,032 | £4,298 | £3,242 | £165 | £41,908 |
| Driver FW | £23,173 | £2,045 | £6,225 | £3,868 | £2,917 | £148 | £38,375 |
| Loader | £20,597 | £1,671 | £5,483 | £2,089 | £2,433 | £309 | £32,581 |

A.1.2.3 Vehicle Costs

The vehicle costs associated with baseline vehicle requirements are given in Table A 8. It is assumed that a replacement of the baseline service, would require the purchase of an entire new frontline fleet and would be acquired by outright purchase by NWLDC.

Table A 8: Baseline Vehicle Costs

| Description | Operational Lifetime (years) | Total Capital Cost per Vehicle | Maintenance | Insurance | Annual Road Fund Licence |
|--------------------------------------|------------------------------|--------------------------------|-------------|-----------|--------------------------|
| 26t RCV | 7 | £239,792 | £2,742 | £826 | £303 |
| 26t 70/30 Split-back | 7 | £282,019 | £2,742 | £826 | £303 |
| Side Kerbsider | 7 | £215,689 | £2,742 | £826 | £303 |
| 26t 70/30 Split-back with Pod | 7 | £296,400 | £2,742 | £826 | £303 |

A.1.2.4 Containment Costs

A range of different containers are used by households to contain waste in NWLDC. Table A 9 highlights the range of containers used, the capital cost per unit and the proportion that require replacing annually.

Table A 9: Baseline Containers Used and Costs

| Container Type | Cost/unit | Replacement Rate (%) |
|------------------|-----------|----------------------|
| 55 L Red Box | £6.69 | 46.86% |
| Blue Bag | £1.74 | 7.81% |
| Yellow Bag | £2.04 | 12.76% |
| Kerbside Caddy | £6.36 | 5.00% |
| 180L Wheeled bin | £17.00 | 2.64% |
| 240L Wheeled bin | £18.86 | 4.34% |
| 240L GW bin | £18.86 | 3.10% |

A.1.3 Future Option Cost Assumptions

A.1.3.1 Material Prices

Material prices and treatment costs for all material streams in future options is given in Table A 10.

Table A 10: Material Prices and Treatment Costs for Future Options

| Waste Stream | £/t | Source |
|-----------------------------|----------|-------------------------------------------------------|
| Cartons | -£90.00 | Ace UK (including haulage) |
| Plastic Film | £43.10 | Let's Recycle 22/23 average prices |
| Plastics (post DRS) | -£220.00 | Assumption due to good value PET removed from the mix |
| Mixed Paper & Card | -£67.10 | Let's Recycle 22/23 average prices |
| Mixed Containers/Commingled | £0.00 | Council |

A.1.3.2 Vehicle Costs

Cost assumptions for vehicles used in future options is detailed in Table A 11. These costs have been gathered through Eunomia's market research with vehicle providers.

Table A 11: Vehicle Costs for vehicles Used in Future Options

| Description | Operational Lifetime (years) | Total Capital Cost per Vehicle | Maintenance | Insurance | Annual Road Fund Licence |
|------------------|------------------------------|--------------------------------|-------------|-----------|--------------------------|
| 12t RRV | 7 | £216,000 | £2,742 | £826 | £303 |
| Quatro | 7 | £325,000 | £2,742 | £826 | £303 |
| 26t RCV with Pod | 7 | £260,832 | £2,742 | £826 | £303 |

A.1.3.3 Containment Costs

Containment costs assumptions and replacement rates for containers used in future options is given in Table A 12. These costs have been gathered through Eunomia's market research with container providers.

Table A 12: Container Types, Costs and Replacement Rates for New Containers in Future Options

| Container Type | Cost/unit | Replacement Rate (%) |
|------------------|-----------|----------------------|
| Triple Stack | £37.00 | 4.34% |
| 360L Quatro Bin | £125.00 | 4.34% |
| 660L Quatro Bin | £275.00 | 4.34% |
| 240L wheeled bin | £18.86 | 6.98% |

A.1.3.4 WTS Costs

The operational assumptions for the operation of the WTS in the baseline and future options is given in Table A 13. It is assumed that staff costs for FTEs at the site are the same as loaders, as detailed in A.1.2.2.

Table A 13: WTS Costs and Assumptions

| WTS Resource | BL | Op1, Op2a-d,Op2f | Op4a-b |
|------------------------------------------|---------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------|
| WTS Streams | <ul style="list-style-type: none"> • Glass • Paper • Card • Plastics & Cans | <ul style="list-style-type: none"> • Glass • Paper • Card • Plastics & Cans inc. plastic film and cartons | <ul style="list-style-type: none"> • N/A |
| FTE | 2 | 4 | 0 |
| Baler, Consumables, Licence, JCB's | Yes | | No |
| Sorting Machine | Yes | | |

A.2.0 Waste Flow Modelling and Benchmarking

A.2.1 Baseline Tonnages

The baseline tonnages assumed in the modelling are given provided in Table A 14. These tonnages have been derived from Waste Data Flow data. These are kerbside households' tonnages and do not include tonnages from HWRCs.

Table A 14: Baseline Tonnages

| Material | Tonnes 2021/22 |
|----------------------------|----------------|
| Paper | 1,089 |
| Card | 2,352 |
| Glass | 3,185 |
| Aluminium | 166 |
| Steel | 300 |
| Plastic | 1,094 |
| Textiles | 11.3 |
| Batteries | 4.9 |
| Mobile Phones | 0.072 |
| Total Dry Recycling | 8,202 |
| Food Waste | 207 |
| Garden | 10,295 |
| Residual Waste | 22,778 |
| Total | 41,482 |

A.2.2 Impact of DRS

Based on compositional data supplied NWLDC and assumptions for the percentage of material targeted by DRS taken from Zero Waste Scotland anticipated targetable materials, the following impacts of DRS are anticipated for the residual waste and dry recycling streams.

These diversions are applied to all future options.

Table A 15: Anticipated DRS Diversion Rates

| Beverage Container | Tonnes 21/22 | % DRS Targeted | % DRS Capture Rate | Diversion of DRS Material (Tonnes) | DRS Yield (kg/hh/yr) |
|----------------------|--------------|----------------|--------------------|------------------------------------|----------------------|
| Dry Recycling | | | | | |
| PET Plastic Bottles | 421 | 100% | 90% | 379 | 7.6 |
| Aluminium - cans | 177 | 93% | 90% | 148 | 3.0 |
| Ferrous - cans | 311 | 14% | 90% | 39 | 0.8 |
| Total | 909 | - | - | 566 | 11.3 |
| Residual | | | | | |
| PET Plastic Bottles | 361 | 100% | 90% | 325 | 6.5 |
| Aluminium - cans | 191 | 93% | 90% | 160 | 3.2 |

| | | | | | |
|----------------|------------|----------|----------|------------|-------------|
| Ferrous - cans | 301 | 14% | 90% | 38 | 0.8 |
| Total | 853 | - | - | 523 | 10.4 |

A.2.3 Plastic Film and Carton Yields

There is no available case study evidence of what captures might be expected for plastic film, but as a material which is difficult to handle and often contaminated by food waste, the capture rates are not expected to be high.

The capture rate for cartons was based on capture rates achieved by authorities with a similar recycling rate than NWLDC.

These yields, given in Table A 16, are applied to all future options.

Table A 16: Plastic Film and Cartons Capture Rates Modelled

| Material | Yields in Residual Waste 21/22 (kg/hh/yr) | Capture Rate (%) | Total Yield for Future Options (kg/hh/yr) |
|--------------|----------------------------------------------|------------------|----------------------------------------------|
| Plastic Film | 8.56 | 15% | 1.28 |
| Cartons | 2.88 | 60% | 1.73 |

A.2.4 Benchmarking

This section describes the approach taken to benchmarking performance. It should be noted that although the benchmarking is useful in informing our judgement in relation to predicted future yields, it is by no means a perfect science. A number of interrelated factors, which are difficult to unpick from one another, contribute to an individual authority's performance. The benchmarking exercise merely enables us to tease out some of the broad themes in terms of system performance of these systems which, in Eunomia's experience, helps inform the yields to be modelled for the different collection options.

A.2.4.1 Benchmarking Group

Where possible, the impact of service change is drawn from similar authorities operating comparable collection systems. The benchmarking group is determined from analysis that compares authorities using socio-economic and demographic criteria from England, Scotland and Wales. The most similar authorities to NWLDC are shown in the table below.

Benchmarking ideally uses data from the 30 most similar authorities and looks up to 50th when authorities with relevant collection systems are limited. Where there are no authorities operating collection systems being benchmarked in the benchmarking group, we must look more widely at available case studies.

Table A 17: Similar Authorities to NWLDC (1 = Most Similar)

| Rank | Authority | Rank | Authority |
|------|-----------|------|-----------|
|------|-----------|------|-----------|

| | | | |
|----|---------------------------|----|-------------------------|
| 0 | North West Leicestershire | 26 | Bassetlaw |
| 1 | Chorley | 27 | West Lancashire |
| 2 | Selby | 28 | Blaby |
| 3 | Flintshire | 29 | Braintree |
| 4 | South Ribble | 30 | West Lindsey |
| 5 | Hinckley & Bosworth | 31 | Rugby |
| 6 | South Derbyshire | 32 | Kettering |
| 7 | High Peak | 33 | Melton |
| 8 | Huntingdonshire | 34 | Sedgemoor |
| 9 | Gedling | 35 | Forest of Dean |
| 10 | Newark & Sherwood | 36 | Staffordshire Moorlands |
| 11 | South Kesteven | 37 | Chelmsford |
| 12 | Stafford | 38 | Central Bedfordshire |
| 13 | Amber Valley | 39 | Shropshire |
| 14 | Warrington | 40 | Newcastle-under-Lyme |
| 15 | Daventry | 41 | Gwynedd |
| 16 | North Warwickshire | 42 | Calderdale |
| 17 | Shetland | 43 | North Lincolnshire |
| 18 | East Staffordshire | 44 | Tewkesbury |
| 19 | Charnwood | 45 | Lichfield |
| 20 | Colchester | 46 | Broxtowe |
| 21 | The Vale of Glamorgan | 47 | Maidstone |
| 22 | North Kesteven | 48 | Cheshire East |
| 23 | East Northamptonshire | 49 | North Hertfordshire |
| 24 | South Gloucestershire | 50 | Breckland |
| 25 | Erewash | | |

A.2.4.2 Data

Waste tonnage data used for benchmarking was sourced from local authority WasteDataFlow (WDF) returns for 2020 (Scotland) or 2020/21 (England and Wales). This was the most recent year of data available unaffected by the Covid-19 pandemic, which affected waste arisings. Waste collection system information, such as number of households and collection systems in place, for each local authority was collated from WRAP's LA Portal for the same year.

A.2.4.3 Assumptions

This exercise is designed to compare the performance of street-level properties, as only these property types are targeted by restrictions to residual waste capacity. To isolate street-level property performance, tonnage data was adjusted to exclude waste arising from communal properties. Where it

was necessary to widen the group of comparators, data was also adjusted to account for 'missing materials' in order to draw comparisons.

Street-Level Versus Communal Performance. By removing communal bins tonnage from the average, we are able to determine the performance of street-level properties and directly compare the performance of the properties that will be affected by the service change.

- The residual yield for households with communal bins was calculated for each authority based on an average occupancy rate of 1.8 people per communal household according to ONS data.
- The dry recycling yield was assumed to be 50% of that for kerbside properties based on WRAP analysis of pilot schemes and published research by WRAP.²
- A figure of 26 kg/hh/yr was modelled for food waste yields from communal properties, based on research by WRAP.⁴

Adjusting for Missing Materials. Where a similar authority has a collection system of interest but is missing a material or has an additional material, recycling yields were adjusted based on WasteDataFlow averages of yields within the comparator group for Midlothian, so the same range of materials are included for each authority. In this case, average yields for glass and mixed plastics were added to yields for authorities which do not collect these materials.

A.2.4.4 Results – Changes to Dry Recycling Systems

WRAP research from 2015, indicates that, in isolation, a change of recycling collection system (either from reduction of collection frequency or from changing the collection system) does not necessarily cause a change in yield of target materials collected. It was assumed dry recycling yields (excluding contamination) would not change because of a change to the dry recycling system.³

When examining changes in contamination of the dry recycling system, it is usually expected that collecting dry recycling in a co-mingled wheeled bin sees the highest contamination rate. On the other hand, where dry recycling is presented in a kerbside box, or bag, as part of a multi-stream collection, the contamination rate is generally much lower. In this case, the operator has visual access to the presented waste and could reject it if contamination is present.

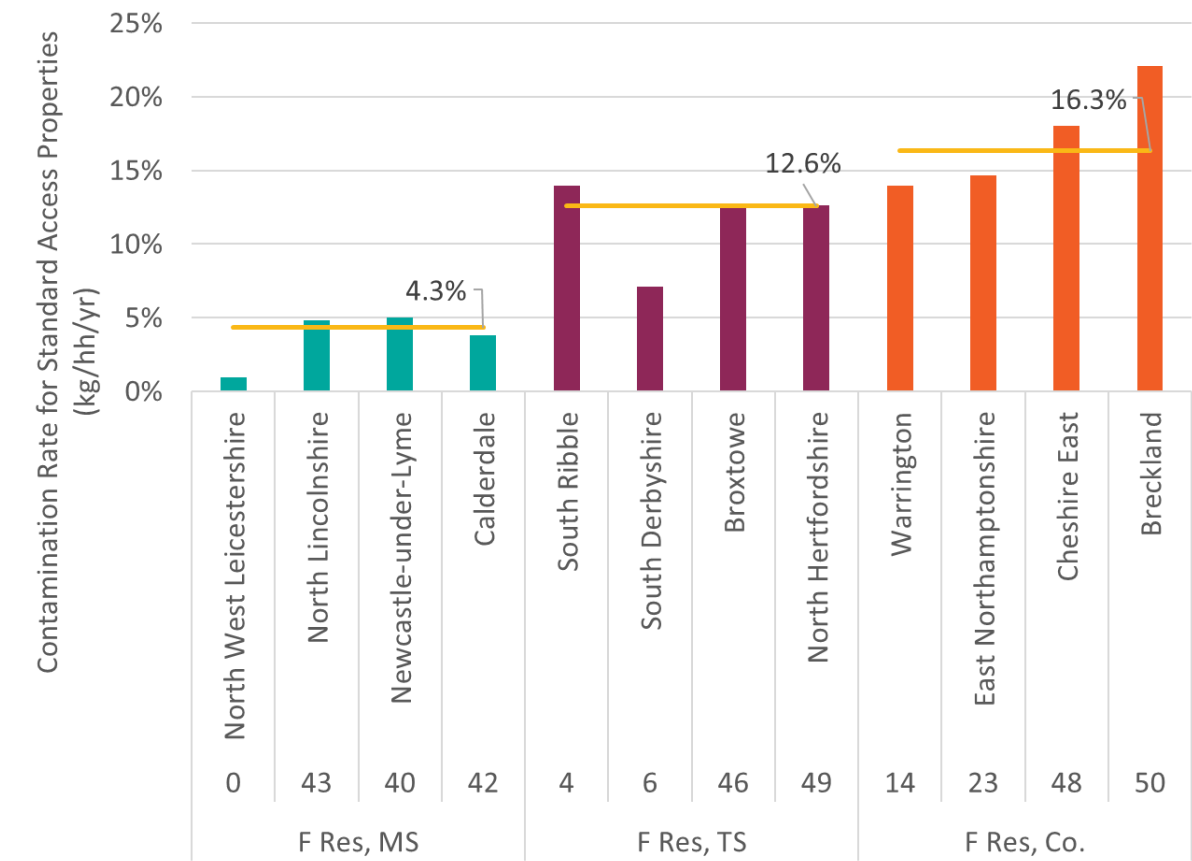
Current contamination of NWLDC dry recycling is at 0.9%, however the median contamination for similar authorities operating a multi-stream collection system was 4.3%. It is from this 4.3% that changes to contamination when moving from multi-stream to two-stream collections are assessed.

Median contamination rates for authorities operating two-stream dry recycling collections is 12.6%, a n 8.3% increase from the median multi-stream contamination level. It is assumed that in future modelled options, two-stream contamination would be 9.2% (0.9% plus 8.3%).

Options that use a Quatro bin are assumed to have the same contamination performance as two-stream options.

Moving from a two-stream system to a co-mingled collection system indicates that contamination would increase from 12.6% to 16.3%, a 3.7% increase. Therefore, it is assumed that for co-mingled future modelled options, contamination would be 12.9% (9.2% plus 3.7%).

Figure A 1: Contamination Changes from Changes to Dry Recycling System



A.3.0 Collection Options – Evaluation Qualitative Assessment

The results from the quantitative and qualitative assessment can be found here:



APPENDIX- RESULTS
NW Leicestershire - 1

A.4.0 Breakdown of Results

The tables below outline the breakdown of capital costs into vehicles and containers for each option:

Table A-2: Cost of purchasing vehicles

| | Baseline Incl. DRS | | Option 1 Two Stackable Trollies | | Option 2 Quatro Bins | | Option 3 Two Wheeled Bins (Fibres and Containers) | | Option 4 One Wheeled Bin (Comingled) | |
|------------------------|-----------------------|---------|---------------------------------------|---------|-------------------------|---------|------------------------------------------------------------|---------|--------------------------------------------|---------|
| Vehicle Type | No. of vehicles | Cost | No. of vehicles | Cost | No. of vehicles | Cost | No. of vehicles | Cost | No. of vehicles | Cost |
| 26T RCV | 6 | £1,439k | 9 | £2,158k | 9 | £2,158k | 9 | £2,158k | 15 | £3,597k |
| 26T 70/30 splitback | 5 | £1,410k | 1 | £282k | - | - | 7 | £1,974k | - | - |
| Side kerbsider | 6 | £1,294k | - | - | - | - | - | - | - | - |
| 12T RCV | - | - | 8 | £1,728k | - | - | - | - | - | - |
| Quatro | - | - | - | - | 6 | £1,950k | - | - | - | - |
| 26T RCV with pod | 1 | £296k | 1 | £296k | 1 | £296k | 1 | £296k | - | - |
| Total | 18 | £4,439k | 19 | £4,464k | 17 | £4,404k | 17 | £4,428k | 15 | £3,597k |

Table A-3: Initial cost of purchasing containers

| Container | Baseline Incl. DRS | | Option 1 Two Stackable Trolleys | | Option 2 Quatro Bins | | Option 3 Two Wheeled Bins (Fibres and Containers) | | Option 4 One Wheeled Bin (Comingled) | |
|--------------------------|-----------------------|------|---------------------------------------|------|-------------------------|------|------------------------------------------------------------|---------|--------------------------------------------|-------|
| | No. of contr's | Cost | No. of contr's | Cost | No. of contr's | Cost | No. of contr's | Cost | No. of contr's | Cost |
| 55L red box | - | - | - | - | - | - | - | - | - | - |
| Blue bag | - | - | - | - | - | - | - | - | - | - |
| Yellow bag | - | - | - | - | - | - | - | - | - | - |
| 140L wheeled bin | - | - | - | - | - | - | 1,260 | £20k | - | - |
| 180L wheeled bin | - | - | - | - | - | - | 95,601 | £1,625k | - | - |
| 240L wheeled bin | - | - | - | - | - | - | 1,535 | £29k | 49,593 | £935k |
| 240L garden waste bin | - | - | - | - | - | - | - | - | - | - |
| 240L communal bin | - | - | - | - | - | - | - | - | - | - |
| 1100L communal bin | - | - | - | - | - | - | - | - | - | - |

| | | | | | | | | | | |
|-----------------|---|---|--------|---------|--------|---------|--------|---------|--------|-------|
| Triple stack | - | - | 95,326 | £3,527k | - | - | - | - | - | - |
| 360L quatro bin | - | - | - | - | 47,663 | £5,958k | - | - | - | - |
| 660L quatro bin | - | - | - | - | 218 | £60k | - | - | - | - |
| Total | - | - | 95,326 | £3,527k | 47,881 | £6,018k | 98,396 | £1,674k | 49,593 | £935k |

Table A-4: Annual cost of replacing containers

| Container | Baseline Incl. DRS | | Option 1 Two Stackable Trollies | | Option 2 Quatro Bins | | Option 3 Two Wheeled Bins (Fibres and Containers) | | Option 4 One Wheeled Bin (Comingled) | |
|-----------------------------|-----------------------|-------|------------------------------------|-------|-------------------------|-------|---------------------------------------------------------|-------|--------------------------------------------|-------|
| | No. of contr's | Cost | No. of contr's | Cost | No. of contr's | Cost | No. of contr's | Cost | No. of contr's | Cost |
| 55L red box | 46,413 | £311k | 1,743 | £12k | 1,181 | £8k | - | - | - | - |
| Blue bag | 3,821 | £7k | 98 | £0.2k | 98 | £0.2k | - | - | - | - |
| Yellow bag | 6,396 | £13k | 314 | £1k | 161 | £0.3k | - | - | - | - |
| 140L wheeled bin | - | - | - | - | - | - | 88 | £1k | - | - |
| 180L wheeled bin | 3,415 | £58k | 3,415 | £58k | 3,415 | £58k | 10,069 | £171k | 3,415 | £58k |
| 240L wheeled bin | - | - | - | - | - | - | 107 | £2k | 3,462 | £65k |
| 240L garden waste bin | 1,532 | £29k | 1,532 | £29k | 1,532 | £29k | 1,532 | £29k | 1,532 | £29k |
| 180L communal bin | 11 | £0.2k | 11 | £0.2k | - | - | 28 | £0.5k | 11 | £0.2k |

| | | | | | | | | | | |
|-----------------------------------|---------------|--------------|---------------|--------------|--------------|--------------|---------------|--------------|--------------|--------------|
| 240L communal bin | 58 | £1k | 58 | £1k | 43 | £1k | 77 | £1k | 58 | £1k |
| 1100L communal bin | 4 | £0.4k | 4 | £0.4k | 4 | £0.4k | 4 | £0.4k | 4 | £0.4k |
| Triple stack | - | - | 6,654 | £246k | - | - | - | - | - | - |
| 360L quatro bin | - | - | - | - | 3,327 | £416k | - | - | - | - |
| 660L quatro bin | - | - | - | - | 15 | £4k | - | - | - | - |
| Total | 61,650 | £419k | 13,829 | £347k | 9,776 | £517k | 11,905 | £206k | 8,482 | £154k |

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A1 - Refuse & Recycling - Purchase of Vehicles

| Vehicle Type | Baseline (Current Service) | | Option1 (Triple stack) | | Option 2 (Quattro) | | Option 3 (Twin Stream) | | Option4 (Comingled) | |
|---------------------------|-------------------------------|--------------|---------------------------|--------------|-----------------------|--------------|---------------------------|--------------|------------------------|--------------|
| | No | £'000 | No | £'000 | No | £'000 | No | £'000 | No | £'000 |
| <u>Vehicles</u> | | | | | | | | | | |
| 26t RCV | 6 | 1,439 | 9 | 2,158 | 9 | 2,158 | 9 | 2,158 | 15 | 3,597 |
| 26t 70/30 Split-back | 6 | 1,692 | 1 | 282 | | | 7 | 1,974 | | |
| Side Kerbsider | 6 | 1,294 | | | | | | | | |
| 12t RRV | | | 8 | 1,728 | | | | | | |
| Quattro | | | | | 6 | 1,950 | | | | |
| 26t One Pass | 1 | 296 | 1 | 296 | 1 | 296 | 1 | 296 | | |
| Link Vehicle (additional) | 1 | 100 | 1 | 100 | 1 | 100 | 1 | 100 | 1 | 100 |
| | 20 | 4,821 | 20 | 4,564 | 17 | 4,504 | 18 | 4,528 | 16 | 3,697 |

A2 - Refuse & Recycling - Purchase of Containers

| Container | Baseline (Current Service) | | Option1 (triple stack) | | Option 2 (Quattro) | | Option 3 (Twin Stream) | | Option4 (Comingled) | |
|------------------------------------------------------|-------------------------------|----------|---------------------------|--------------|-----------------------|--------------|---------------------------|--------------|------------------------|------------|
| | No | £'000 | No | £'000 | No | £'000 | No | £'000 | No | £'000 |
| 31L Blue Bag | | - | | | | | | | | |
| 73L Yellow Bag | | - | | | | | | | | |
| Lids | | - | | | | | | | | |
| 55L Red Box | | - | | - | | - | | - | | - |
| 140L Wheeled Bin | | - | | | | | 1,260 | 20 | | |
| 180L Wheeled bin | | - | | - | | - | 95,601 | 1,625 | | - |
| 240L Wheeled bin | | - | | - | | - | 1,535 | 29 | 49,593 | 935 |
| 240L Wheeled bin (additional 2nd bin based on 6%) | | - | | - | | - | | - | 2,976 | 56 |
| 240L Garden Waste bin | | - | | - | | - | | - | | - |
| Triple Stack | | | 95,326 | 3,527 | | - | | - | | - |
| 360L Quattro Bin | | | | - | 47,663 | 5,958 | | - | | - |
| 660L Quattro Bin | | | | - | 218 | 60 | | - | | - |
| Total | - | - | 95,326 | 3,527 | 47,881 | 6,018 | 98,396 | 1,674 | 52,569 | 991 |

A3 - Refuse & Recycling - Purchase of Plant and Equipment

| Other Requirements | Baseline (Current Service) | | Option1 (Triple stack) | | Option 2 (Quattro) | | Option 3 (Twin Stream) | | Option4 (Comingled) | |
|-------------------------|-------------------------------|------------|---------------------------|------------|-----------------------|------------|---------------------------|------------|------------------------|------------|
| | No | £'000 | No | £'000 | No | £'000 | No | £'000 | No | £'000 |
| <u>Plant</u> | | | | | | | | | | |
| JCB - loadall | 1 | 180 | 1 | 180 | 1 | 180 | 1 | 180 | 1 | 180 |
| Forklift | 1 | 50 | 1 | 50 | 1 | 50 | - | - | - | - |
| | 2 | 230 | 2 | 230 | 2 | 230 | 1 | 180 | 1 | 180 |
| <u>Equipment</u> | | | | | | | | | | |
| Bailer | 2 | 180 | 2 | 180 | 2 | 180 | - | - | - | - |
| Sorting Technolgy | 1 | 220 | 1 | 220 | 1 | 220 | - | - | - | - |
| | 3 | 400 | 3 | 400 | 3 | 400 | - | - | - | - |
| Total | 5 | 630 | 5 | 630 | 5 | 630 | 1 | 180 | 1 | 180 |


A4 - Replacement Containers - annual purchase

| Container | Baseline (Current Service) | | Option1 (triple stack) | | Option 2 (Quattro) | | Option 3 (Twin Stream) | | Option4 (Comingled) | |
|-----------------------|-------------------------------|------------|---------------------------|------------|-----------------------|------------|---------------------------|------------|------------------------|------------|
| | No | £'000 | No | £'000 | No | £'000 | No | £'000 | No | £'000 |
| <u>Recycling</u> | | | | | | | | | | |
| 55L Red Box | 12,667 | 85 | - | - | - | - | - | - | - | - |
| 140L Wheeled Bin | | | | | | | 88 | 1 | | |
| 180L Wheeled bin | - | - | - | - | - | - | 6,673 | 113 | - | - |
| 240L Wheeled bin | - | - | - | - | - | - | 107 | 2 | 3,462 | 65 |
| 240L Garden Waste bin | 2,300 | 43 | 2,300 | 43 | 2,300 | 43 | 2,300 | 43 | 2,300 | 43 |
| Triple Stack | - | - | 4,137 | 153 | - | - | - | - | - | - |
| 360L Quattro Bin | - | - | - | - | 2,069 | 259 | - | - | - | - |
| 660L Quattro Bin | - | - | - | - | 9 | 3 | - | - | - | - |
| | 14,967 | 128 | 6,437 | 196 | 4,378 | 305 | 9,168 | 159 | 5,762 | 108 |
| <u>Domestic</u> | | | | | | | | | | |
| 180L Wheeled bin | 1,920 | 33 | 1,920 | 33 | 1,920 | 33 | 1,920 | 33 | 1,920 | 33 |
| 240L Wheeled bin | 1,900 | 36 | 1,900 | 36 | 1,900 | 36 | 1,900 | 36 | 1,900 | 36 |
| | 3,820 | 69 | 3,820 | 69 | 3,820 | 69 | 3,820 | 69 | 3,820 | 69 |
| | | | | | | | | | | |
| Total | 18,787 | 197 | 10,257 | 265 | 8,198 | 374 | 12,988 | 228 | 9,582 | 177 |

NORTH WEST LEICESTERSHIRE DISTRICT COUNCIL

CABINET – TUESDAY, 22 APRIL 2025



| | | |
|--------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------|
| Title of Report | HOUSING REPAIRS PERFORMANCE UPDATE 2025 | |
| Presented by | Councillor Andrew Woodman Portfolio Holder for Housing, Property and Customer Services PH Briefed  | |
| Background Papers | March 25 – Corporate Scrutiny Jan 24 – Cabinet Nov 2023 – Corporate Scrutiny March 2023 – Corporate Scrutiny Report | Public Report: Yes |
| | | Key Decision: Yes |
| Financial Implications | None directly related to the report, however resources to enable delivery as set out in the current and future years budget. | |
| | Signed off by the Section 151 Officer: Yes | |
| Legal Implications | None related to the topic of the report. | |
| | Signed off by the Monitoring Officer: Yes | |
| Staffing and Corporate Implications | Staffing recruitment in some areas of the housing service remain an issue and actions are detailed in the report. | |
| | Signed off by the Head of Paid Service: Yes | |
| Purpose of Report | To update Cabinet on progress on improving and the impact of the creation of the Housing Improvement Board, as set up by Cabinet in early 2024. | |
| Reason for Decision | Cabinet is responsible for ensuring that proper arrangements exist for the effective and efficient management of the Council's executive affairs and the delivery of policy and strategy including oversight of the Council's Landlord function regarding Social Homes. | |
| Recommendations | THAT CABINET: 1) NOTES THE PROGRESS MADE TO DELIVER THE HOUSING RECOVERY PLAN FOCUSED ON HOUSING REPAIRS 2) ENDORSES THE HOUSING IMPROVEMENT BOARD TO CONTINUE ITS WORK. | |

1.0 BACKGROUND

1.1 At its January 2024 meeting, Cabinet received an update regarding the Housing Repairs Service. This was against a background of concern about delivery for tenants. Previous reports set out the challenges that the Service was facing and actions being taken. In summary these were:

- Demand – the Service’s biggest historic challenge was work requests outstripping the ability to deliver. This largely stemmed from the cessation of works during the Covid pandemic of circa 12-18months, which led to a backlog of works.
- Resources - recruitment for the in-house team has always been challenging. The Council is competing for recruitment in a highly contested marketplace which post-Covid has seen significant changes. This has and continues to be recognised as a national and cross sector issue affecting most providers from house building companies through to private and social landlords alike and is not unique to the Council.
- Availability of robust data and knowledge information management –key data and records around tenants and the Council’s properties are required to ensure the smooth planning of non-urgent works. This also applies to the management of the process of repairs reporting, through evaluation, and job booking and delivery. In the past, ensuring that the Council has all of this data in an accessible form has been challenging.
- Policy Updates – ensuring that working practices and policies align with updated regulations.

1.2 This report provides Cabinet with an update on progress to date, addressing the above issues. The report also covers the activity of the Housing Improvement Board formed in early 2024. Corporate Scrutiny received a similar report in March 2025 and Annex A sets out a copy of the draft minute from that meeting.

2.0 PROGRESS SINCE LAST REPORT

2.1 Turning to the areas identified above, this section of the report sets out how these issues are being addressed and what work is still to do in the Service.

Demand

2.2 Significant inroads have been made in the backlog of works for repairs. During the summer of 2024 a ‘Whole Home’ contractor was appointed (Wates) to help address the significant repairs backlog. Following mobilisation in Autumn 2024, the management of aged repairs (Work in Progress – WIP) was split into two areas. Historic WIP – passed in entirety to Wates, and new WIP addressed by the in-house repairs service.

2.3 At its height, historic WIP reached around c.7,000 jobs. These were a mix of actual jobs, duplicate jobs and non-closed work. Since this time, there has been a significant drop in the amount of outstanding work. At the end of Quarter 3 (end Dec 24) WIP stood at around 2,000 jobs. This has been achieved through a combination of completing jobs of work, closing jobs which were completed but had not been tracked as such, and removing duplicate jobs within the system. The relationship with Wates is working well and it is anticipated that the volume of WIP will continue to reduce over the coming months. The aim is to reach a total combined WIP (aged and current) of

around 500-1,000 jobs on the system at any one time which is standard for a similar sized provider.

- 2.4 Any new WIP is being dealt with in line with the new Repairs Policy which was agreed by Cabinet in April last year. This has resulted in standard non-urgent work being completed in 20 working days. This has reduced from up to 90 days under the previous policy. Officers are pleased to report that at the end of Quarter 3 2024/25, the service is achieving compliance with this target in 90% of cases.
- 2.5 Whilst the above shows significant improvement, this does not mean that every tenant is receiving the service they deserve. Within the remaining older WIP there are some significant cases of work where tenants have not received an appropriate response. Officers know that these still present significant challenges to the Service to deliver (through in house or contractors), however, the above sets out a considerable improvement in case management and resource availability to address the repair needs across the Council's homes.
- 2.6 By continuing to work in line with the new policy it is anticipated that in the next 12 months there will be further significant improvements in delivery. Part of this work will include a focus on the Council's first point of contact regarding repairs, ensuring that repairs are assessed correctly first time, jobs are managed through to completion and that post inspection confirms the job has been delivered to the appropriate standard.
- 2.7 At the same time, measures to ensure compliance with what is known as 'Awaabs Law' are being introduced. These measures set out stringent delivery targets for a variety of key works to the Council's properties. The first of these are Mould and Damp related. This part of the regulatory change will take effect from Autumn 2025. The Council's approved new Mould and Damp Policy is a key step on this journey and the Service will be considering the exact resource requirements to enable this to be operational to ensure compliance.

Resources

- 2.8 There are two elements that impact on resources which have been discussed by Cabinet in the past – in-house recruitment and those of the supply chain.
- 2.9 Turning to the supply chain first, there have been some notable increases in costs for the provision of some services whilst procuring new contracts. These are in part driven by two main areas. Firstly, as part of the regulatory regime change, officers have been working to improve how works are specified. Whilst this has improved the service in terms of quality it has increased cost. This increase in cost has been factored into the budget for the coming years.
- 2.10 The second area focuses on labour, its supply and the Council's ability to be as attractive as an employer as possible in the marketplace. As previous reports on this topic to Cabinet have highlighted, recruitment for the in-house team has always been challenging. In particular, the Council is trying to recruit some trades in a highly contested marketplace. Post-Covid there have been a number of people leaving the industry, in turn making recruitment harder. This is a recognised national and cross sector issue affecting most providers from house building companies through to private and social landlords alike and is not unique to the Council. It is also impacting on contractors. The Council is often also looking for a particular type of person to work with the Council teams, including the concept of being multiskilled and seeking to work to arguably higher standards in customer service than may be experienced elsewhere. The Council has significant gaps in the Asset Management elements of the Service,

where the more qualified and rarer employees sit and this is holding back progress in some areas.

- 2.11 Two key changes have been introduced in an attempt to address this. Firstly, the Council has corporately been trialling different approaches to recruitment, including joining the nationwide Local Government Association (LGA) led recruitment campaigns, reviewing the recruitment process itself and using external recruitment specialists to undertake direct approaches. This has been successful at Team Leader and Manager level, and this approach is being rolled out to roles that require more technical knowledge.
- 2.12 At the same time, the Council's offer to employees in the trade areas of the team is being revisited. This has arisen from a market assessment exercise, comparing the Council against similar employers in the area. In essence the approach looks to simplify and standardise the pay elements for these employees into an equal or higher base pay and align them to the Council's standard pay scales as with other employees. It also removes the variable bonus payments which are currently in place. This would have the impact of making base pay more easily comparable with others in the marketplace.
- 2.13 In addition to the above, efforts are being made to improve communication with staff, including video messaging, face-to-face meetings and toolbox talks. Improvements to communication are also being developed to ensure that the voice of tenants is reflected in the Council's work, in line with the new regulatory framework. This links to the wider work of Tenant Engagement across the entire service.
- 2.14 The area of recruitment will, however, continue to be a challenge for the Service over the medium term.

Availability of Data and Knowledge Management

- 2.15 As noted above, regarding the repairs and case management, the Service has in the past struggled with ensuring that data is as accurate as possible. At the granular level, errors in data and the way in which this is handled can produce unintended consequences (for example reporting higher than actual repair issues, or insufficient data or knowledge about a property or tenant). To address this several actions are being undertaken:
- Stock condition survey – a complete stock survey on 100% of the housing stock has been undertaken. The overall condition of the stock has been rated as 'good,' with non-decency identified at 13.89%. Minor works required to achieve 100% decency are estimated to cost £300,000 for the 2025/6 financial year. Survey data comprises 81% full internal and external surveys, 14% partial surveys (external only), and 5% cloned data. This brings the Council's records up to date for the vast majority of the stock. At the same time as this being undertaken, any immediate repair needs were also logged – this in part led to the increase in demand covered earlier in the report. This data provides an up-to-date stock condition picture and it is intended to undertake a 20% annual stock condition survey on a rolling basis in future years.
 - Tenancy Audits –all tenants are being visited over a rolling four-year programme. This enables the gathering of data on all tenants to ensure that they are safe in their homes, action any repairs and ensure that they are up to date with the changes to the Service. Coming up to the end of year two, around 55% of tenants have currently been visited. 2,252 audits have been completed.

- Knowledge Information Management Audit – the regulator and ombudsman have issued a number of reports on this topic. The Council has recently undertaken a self-assessment against these reports and is in the process of bringing this together into an action plan which will form part of the service plan. This topic is sometimes linked to complaint handling, and all of this information is being pulled together to ensure that it is being used in the best way possible to manage engagement with tenants and their properties in the most responsive way.
- Tenant Satisfaction Measures – as part of the regulatory regime the Council is held accountable via a number of Tenant Satisfaction Measures (TSM) (more details on these can be found here - [National Tenant Survey - GOV.UK](#)). Officers are now assessing the TSMs every quarter and at the end of Q3 half of those measures are showing a statistically relevant improvement with the remaining broadly static. Those showing progress are all related to the broad concept of tenant engagement and communication, the services work in neighbourhoods and actions around Anti Social Behaviour (ASB).
- Regulator and Compliance - As part of the regular engagement with the Housing regulator a significant level of activity has been focused on compliance. The Council is achieving high levels of compliance across the 'big six' topics (Gas, Asbestos, Fire, Electrical, Water Hygiene, and Lifts), with the vast majority in the very high 90's% or 100% compliance and all are above 90%. Where compliance is lower, this is due to interlinked dependant works and will be addressed as particular work areas conclude (for example fire door replacement following major works to a block which is still undergoing renovation). All areas of below 100% have actions plans in place and interim mitigation plans.

- 2.16 In summary, all of the above topics still require work. However, delivery and performance for tenants is improving. There is a drop in complaints regarding newly undertaken works; there are increases in compliance, recording of events and in Tenant Surveys; and speedier repair times for new repairs works. There is also still more work to be done. When reporting on this topic in the past, officers have been open that it is likely to take years to address all the areas needing improvement. Whilst it is evident that significant improvements are being made to the Repairs Service, there are elements that continue to require focus over the coming months.
- 2.17 In March 2025, Corporate Scrutiny received a very similar report to this Cabinet report. An extract of the draft minute is set out in Annex A. Various questions were raised and discussions took place at the meeting, however, no substantive points or comments were made that impact on the report before Cabinet.

3.0 HOUSING IMPROVEMENT BOARD

- 3.1 Part of the structure that Cabinet has put in place to ensure delivery of improvements across the entirety of the housing service is the creation of an Housing Improvement Board ("HIB"). This is made up of the deputy leader, portfolio holder and opposition lead for Housing. Its purpose is:
- To create and then deliver the full Housing Improvement Plan;
 - To provide oversight, guidance, and rigour to the improvement of the Housing Service and hold the Service to account for delivery against the Housing Improvement Plan;
 - To ensure there is a sufficient focus and resources within the Housing Service to drive forward the changes needed to deliver the Improvement Plan; and

- To monitor risks within the Board's remit and to help in providing assurance on delivery of the planned improvements.

3.2 In its first year of its operation, the Board has:

- Considered a new monitoring regime for the service, reported quarterly to the board;
- Reviewed policy and or intervention areas such as Void Management, ASB, Tenant Satisfaction Measures and complaint management; and
- Worked with officers to help focus the work of the service on addressing the new regulatory regime.

3.3 At its coming meetings the HIB will consider an updated Action Plan as well as any further policy updates coming through the policy review process.

3.4 Cabinet is asked to re-endorse the continuation of the HIB as part of the recommendations of this report.

4.0 FINANCIAL IMPLICATIONS

4.1 There are no new financial implications of this report. Actions are already planned for and funded by the agreed budget for the HRA.

| Policies and other considerations, as appropriate | |
|---------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Council Priorities: | <ul style="list-style-type: none"> - Communities and housing - A well-run council |
| Policy Considerations: | None directly – however a range of housing specific policies have been renewed or are due for renewal during the next year. |
| Safeguarding: | None specific – but a key issue for the service as a whole |
| Equalities/Diversity: | None specific – but are considered where necessary – for example Policy update |
| Customer Impact: | The changes highlighted in this report are positively impacting on customer delivery |
| Economic and Social Impact: | None direct – but the service attempts to seek local contractors etc where possible in line with the Council's procurement rules |
| Environment, Climate Change and zero carbon: | The Housing Asset Management Plan is key to the delivery of the Council's Climate Change and Zero Carbon commitments. Actions set out in this report all are assisting to deliver the Housing Management Plan and improvements to our overall housing stock and tenants' day to day lives. |
| Consultation/Community Engagement: | None specific – however, in development of the proposed policy tenant engagement will be undertaken |
| Risks: | The actions outlined in this report will assist in mitigating the risk of noncompliance with current legislation/regulation and will ensure that a good |

| | |
|-----------------|-----------------------------------------------------------------------------------------|
| | service is being delivered to tenants. |
| Officer Contact | Andy Barton Strategic Director of Communities Andy.Barton@nwleicestershire.gov.uk |

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Annex A

Extract Minutes of Corporate Scrutiny Committee – 13 March 2025

40. HOUSING REPAIRS PERFORMANCE ANNUAL UPDATE

The Strategic Director (Housing and Communities) presented the report to Members. A discussion was had on the progress made to date to the Housing Repairs Service and in response to a question relating to the amount of time expected to address all the areas needing improvement, it was reported that a likely timescale was 12 to 18 months.

In relation to recruitment issues, a Member suggested that fixed term seasonal contracts be used for certain jobs rather than permanent in-house team, it was felt this may be more successful in a competitive market. The Strategic Director acknowledged the comments made and confirmed some seasonal work was already carried out in this way.

In relation to the stock survey recently undertaken assessing the condition of all Council homes, a Member questioned when a decent standard for 100 percent of stock was expected to be achieved. The Strategic Director assured members that all work currently required to reach 100 percent was programmed in for the next financial year.

Assurances were also given on compliance, particularly gas, electric and asbestos, and Members were assured that all areas below 100 percent had action plans in place.

A discussion was had on trends over a period of time for newly undertaken work, it was agreed for the information reported to the Housing Improvement Board on the subject be shared with the Committee.

The update was noted. The Chair thanked the Members for their comments which would be presented to Cabinet at its meeting on 22 April 2025.

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NORTH WEST LEICESTERSHIRE DISTRICT COUNCIL

CABINET – TUESDAY, 22 APRIL 2025



| | | |
|--------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------|
| Title of Report | AWARD OF WARMER HOMES FUNDING | |
| Presented by | Councillor Andrew Woodman Housing, Property and Customer Services Portfolio Holder PH Briefed <input type="checkbox"/> Yes | |
| Background Papers | Warm Homes: Local Grant – guidance for local authorities | Public Report: Yes |
| | | Key Decision: Yes |
| Financial Implications | The Council has approved £20m of funding in the Housing Revenue Account Capital Programme 2025/26 for the period 2025/26 to 2029/30. The allocation of the Warmer Homes Grant of £8.1m as outlined below requires a reprofiling of the funding which will be considered by Council at its meeting on 13 May 2025. | |
| | Signed off by the Section 151 Officer: Yes | |
| Legal Implications | The Council is required to enter into a grant funding agreement in order to accept the grant. It is expected that the grant funding agreement will contain monitoring, reporting and assurance requirements that the Council will have to comply with. Legal advice will be sought and provided on the obligations contained within the agreement. The Contract Procedure Rules require Cabinet authority to enter into an agreement of this value. | |
| | Signed off by the Monitoring Officer: Yes | |
| Staffing and Corporate Implications | The grant award will be delivered through procured external resources to supplement the in-house team. These costs will be borne by the grant payment. | |
| | Signed off by the Head of Paid Service: Yes | |
| Purpose of Report | To provide Cabinet with details of the grant award from Government in respect of the Warmer Homes Fund and for Cabinet to approve acceptance of the grant. | |
| Reason for Decision | To gain Cabinet approval to the Grant acceptance in line with the Constitution and Contract Procedure Rules. | |
| Recommendations | THAT CABINET: 1. RECOMMENDS THAT COUNCIL AMENDS THE | |

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| | <p>HOUSING REVENUE ACCOUNT CAPITAL PROGRAMME CARBON ZERO ELEMENT, AS SET OUT IN SECTION 2.0 BELOW, AT ITS MEETING ON 13 MAY 2025; AND</p> <p>2. SUBJECT TO COUNCIL AMENDING THE CAPITAL PROGRAMME UNDER RECOMMENDATION ONE, ACCEPTS THE GRANT OF UP TO £8,069,584.00 FROM THE WARMER HOMES FUND FROM GOVERNMENT AND AUTHORISES THE STRAEGIC DIRECTOR WITH RESPONSIBILITY FOR HOUSING IN CONSULTATION WITH THE MONITORING OFFICER AND S151 OFFICER TO ENTER INTO ALL NECESSARY AGREEMENTS TO RECEIVE THE GRANT AS SET OUT IN THE REPORT</p> |
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1.0 BACKGROUND

- 1.1** As part of the Government's approach to improving energy performance in Social Homes, it committed to a Warmer Homes Fund as part of its pathway to Net Zero 2050. The fund aims to deliver warm, energy-efficient homes, reduce carbon emissions and fuel bills, tackle fuel poverty, and support green jobs.
- 1.2** The Council submitted a bid to the fund in late 2024 for an initial sum of £23,699,698. In March this year, the Council was notified that the funding across all bids had been scaled back and that up to £8,069,584.00 total had been allocated to the Council. This is split across the three years in approximately equal thirds as set out below.

| FY 25/26 | FY 26/27 | FY 27/28 |
|-----------------|-----------------|-----------------|
| £2,340,179.00 | £2,905,050.00 | £2,824,354.00 |

- 1.3** The grant operates on a cost cap for measures for each home, which is consistent across all homes. The Wave 3 cost cap is £7,500 of grant funding per home. There is an additional £7,500 of grant funding available if the Grant Recipient installs low carbon heating measures in homes off the gas grid. The Council, therefore, receives a fixed sum per property and can spread underspend onto other properties that qualify. Conversely if the costs exceed £7,500 on a property the Council funds additional works costs (either directly or via underspend). The scheme is governed by significant guidance which can be found using the link in the background papers section of the report header.
- 1.4** The required due diligence will be completed by the legal and finance teams in order to accept the grant.

2.0 FINANCIAL IMPLICATIONS

- 2.1** The Housing Revenue Accounting (HRA) capital programme, approved by Council on 20 February, has allocated up to £4m of funding identified for Carbon Zero works to the Council's housing stock over the five years to 2029/30.
- 2.2** The grant will be used on a substitution basis, replacing planned HRA funded spend where it can, to enable this to be spent in future years. This has the effect of extending

the Carbon Zero element of the HRA programme into future years and creating greater headroom in the HRA capital reserves, and increasing the programme overall.

- 2.3** As the grant of £8.1m changes the funding of the £20m Zero Carbon programme over the five years, as outlined in paragraph 2.1 above, a further report will be considered by Council at its meeting on 13 May 2025, to seek approval to the revised funding profile..

| Policies and other considerations, as appropriate | |
|----------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Council Priorities: | <ul style="list-style-type: none"> - Communities and housing - Clean, green and Zero Carbon - |
| Policy Considerations: | N/A |
| Safeguarding: | N/A at this strategic level – however individual works will comply with normal processes in this regard |
| Equalities/Diversity: | N/A at this strategic level – however individual works will comply with normal processes in this regard. |
| Customer Impact: | Works of the type covered by this funding can be disruptive for tenants. The Housing Service will work with its engagement teams to seek to both communicate clearly on planned works and the longer- term benefits of the works being completed for the tenants |
| Economic and Social Impact: | N/A |
| Environment, Climate Change and Zero Carbon: | The programme of works will improve the Energy Performance Certificate (EPC) rating and therefore efficiency of Council homes where works are undertaken. This will assist in both warmer homes, and reduction in running costs as well as contributing to the Council's 2050 carbon targets. |
| Consultation/Community/Tenant Engagement: | See Customer Impact above. |
| Risks: | <p>The main risks to the project which may impact on these works are:</p> <ul style="list-style-type: none"> - Inability to deliver on the basis of supplier, contractor or other resource constraints. - Tenant resistance to works being undertaken - Non-compliance with grant conditions. <p>A full risk assessment is in place as part of the grant process.</p> |
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