


Agenda Item No:	11	
Committee:	Council	
Date:	24 February 2025	
Report Title:	Fenland Waste Strategy	

Cover sheet:

1 Purpose / Summary

- 1.1 For Council to agree upon Cabinet's recommendation an updated waste collection system for domestic waste collection in Fenland that provides for the legislative changes resulting from the Environment Act 2021 as they commence from 30 March 2026.
- 1.2 To agree the addition of weekly domestic food in Fenland from 30 March 2026 for residential properties, and food waste collections from domestic communal collection points at flats and similar during the subsequent 6 months.
- 1.3 In line with Simpler Recycling, to agree the continued collection of the legally required recycling materials from domestic premises as a comingled collection and agree the updated TEEP statement as required by DEFRA.
- 1.4 To approve updated Waste Service Standards that allow for these changes in legislation.
- 1.5 To delegate the urgent procurement of required containers to the appropriate director in consultation with the portfolio holder.

2 Key Issues

- 2.1 The Environmental Protection Act 1990 Section 45A, as amended by the Environment Act 2021, places a duty on English waste collection authorities to make sure that waste is collected from households in their area. From the end of March 2026, waste collection authorities must provide weekly food waste collections from all households, to allow people to dispose of their organic waste frequently.
- 2.2 It is proposed that the Council implements the required weekly food waste collections as a separate service alongside the existing domestic waste collections, which remain unchanged.
- 2.3 Within the guidance, the government is clear that waste collection authorities will continue to decide collection frequency and the methodology for collecting the residual (non-recyclable waste) and dry recyclable waste streams in a way that meets local needs and provides value for money for the taxpayer.
- 2.4 Simpler Recycling guidance requires authorities to collect paper and card separately from other dry recycling materials from the end of March 2026

unless this is not technically, economically or environmentally practicable (TEEP).

- 2.5 Fenland's current mixed dry recycling collection performs in the top quartile nationally for weight of recycling produced per household, and WRAP provided analysis from 2022 showed that adding a separate collection of paper and card would not be economically or environmentally practicable.
- 2.6 As a result, the recommendation for Council is to approve an updated TEEP statement that allows the Council to continue the current blue bin recycling collection system where all legally required recycling materials are co-collected in a single container for ease of use by the customer.
- 2.7 Within Fenland, food waste makes up more than a third of the 23,000 tonnes of domestic residual waste produced and collected in Fenland each year.
- 2.8 Fenland's Waste Service Standards, last updated in 2018, require an update to include the requirements of weekly food waste and other changes. These are set out in appendix 1, including some minor changes to reflect improved working practices.

3 Recommendations

- 3.1 That Council approve Fenland's updated Waste Service Standards as set out in appendix 1
- 3.2 That Council approve the updated TEEP statement as set out in appendix 2 in line with Simpler Recycling and Environment Act 2021 requirements.
- 3.3 That Council approve the suggested amendment to the waste strategy as set out in appendix 4 to allow for the required weekly food waste collections to commence from 30 March 2026.
- 3.4 For members to note that the Cambridgeshire and Peterborough Waste Partnership are working on an update to the current area-based waste strategy approved by Council in 2008. This will be presented for member consideration later in 2025.

Wards Affected	All
Forward Plan Reference	<i>[Insert Reference No. From Forward Plan. (It is a legal requirement to include key executive decisions on the forward plan for 28 days before the decision requested in this report is taken).</i>
Portfolio Holder(s)	Cllr Steve Tierney Portfolio Holder for Communications, Transformation, Climate Change & Strategic Waste. Cllr Peter Murphy Portfolio Holder for Refuse & Cleansing, Parks and Open Space.
Report Originator(s)	Mark Mathews Head of Environmental Services

Contact Officer(s)	Paul Medd Chief Executive Carol Pilson Corporate Director
Background Papers	Fenland's Waste Service Standards 2018. New Burdens Doctrine Guidance Cabinet Report 15 July 2024 - DEFRA Funded Food Waste Vehicle Purchase Fenland TEEP Assessment

Report:

1 BACKGROUND AND INTENDED OUTCOMES

2 Weekly Food Waste Collections




- 2.1 The government announced in 2018 that a key element of their waste and resources plan was for the weekly collection of domestic food waste and increased requirements for businesses to recycle more, with an emphasis on both closed loop waste management and the producer pays principles.
- 2.2 Following extended consultation periods and many years of delays, including uncertainty for Cambridgeshire around if the county would collect food waste at all, the weekly collection of food waste from all properties will be a legal requirement from the end of March 2026.
- 2.3 'All properties' includes flats, communal collection areas and remote properties. For Fenland this represents a particular issue, because around 1,709 (3%) of properties are on either narrow or extremely remote roads, 3,953 (8%) are flats and 16,257 (33%) are rural.
- 2.4 As reported to Cabinet in [July 2024](#), upon appeal, Defra have improved the capital funding offered by £235,000 to £1,061,991 towards the vehicles and other equipment, such as food waste caddies, required.
- 2.5 The vehicles have been ordered and Cabinet approval will be sought in March to secure the required containers for the food waste collection.


- 2.6 Fenland's most recent waste analysis demonstrates large percentages of food waste within residual (green bin/black bag) waste.



Figure 1: Residual Waste Analysis Results

- 2.7 The waste analysis shows that each property creates almost 180 kg of food waste each year. This is more than a third of the residual waste collected.
- 2.8 We know from the experience of other authorities that, with ongoing good quality communications and the provision of kitchen caddies and liners, around half of this material is separated for the food waste collection by customers.
- 2.9 As such the current rounds and logistics are modelled on this basis along with WRAP research data and an anticipated 3,200 to 4,000 tonnes of food waste being collected each year.
- 2.10 The standard receptacles offering will be as follows, although colour of the caddies may be different:

5 litre kitchen caddy	All properties	
Roll of caddy liners	All properties	
23 litre outdoor caddy with lockable handle	All properties with a suitable kerbside waste collection point	

120 – 240 litre wheeled bin housing	Communal collection points shared by flatted properties.	
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2.11 The detail of the types of food waste customers will be able to recycle will require confirmation from the County Council and their contractor, but will likely include:

- Food waste, such as plate scrapings and spoilt or mouldy food
- fruit and vegetables, including peelings, rinds and cores
- All food scraps, including eggshells, bread, rice, pasta
- cooked or raw meat and fish, including bones
- dairy foods, such as cheese, eggs, yoghurt
- teabags and coffee grounds
- the plastic or paper bags used to line the kitchen caddy

The food waste service will **not** collect:

- garden waste
- food packaging, including cardboard
- metals or glass
- animal waste, litter or carcasses
- other household waste.

- 2.12 A clear communications plan is being developed for approval of the portfolio holders such that all households have the correct guidance and information to make best use of the new service. WRAP have already provided Fenland with communication templates to match the national campaigns, and in cooperation with the portfolio holders these will be utilised to develop the bespoke Fenland literature and social media information.
- 2.13 Alongside the capital funding and investment by Defra a commitment has been made to cover the net revenue burden in line with New Burdens doctrine.
- 2.14 There will be an increased staffing resource requirement, along with support services, and this will be presented to members once Defra has provided

improved clarity over how the [New Burdens](#) funding will work for rural districts such as Fenland.

- 2.15 Along with staffing, we are also awaiting a capital bid request made to Defra for an extension to the vehicle workshop at Melbourne Avenue and will keep members up to date with this as we hear.
- 2.16 Members will be kept up to date through portfolio holder updates, briefings and further reports to cabinet and other relevant committees.

3 Recycling Blue Bin Performance 2022/23

- 3.1 When considering the requirements of Simpler Recycling we need to look at how effective the current recycling service is.
- 3.2 Defra's most recently published waste and recycling information (2022/23) shows that Fenland's customers actively use the recycling service.

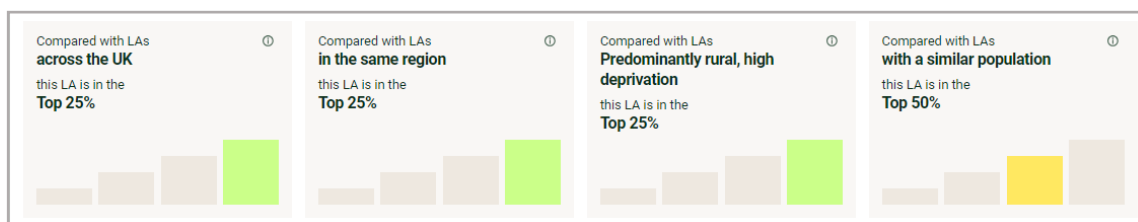


Figure 2: Defra 2022/23 Fenland's Collected Weight of Recycling Performance

- 3.3 When it comes to the weight of good quality recycling that Fenland's customers put in their blue bins, they perform in the top quartile nationally, regionally and when compared to similar authorities.

THIS LAs AVERAGE YIELD PER HOUSEHOLD						
6 Core Materials	Paper	Cardboard	Cans	Glass	Plastic Bottles	Plastic Tubs And Trays
206.1kg	43.2kg	58.7kg	12.5kg	65.1kg	14.4kg	12.2kg
COMPARED TO LAs ACROSS THE UK						
175.7kg	33.7kg	47.3kg	11.9kg	56.9kg	14kg	11.8kg

Figure 3: WRAP Average Weight of Materials Per Household (kgs) 2022/23

- 3.4 On average each household in Fenland sorts more than 206kg of good quality materials for recycling each year. This is 18% more than the national average.

4 Simpler Recycling

- 4.1 A clarification of the [Simpler Recycling](#) policy paper announced by government recently, creates a default requirement for households to have 4 containers for:
 - residual (non-recyclable) waste
 - food waste
 - paper and card

- all other dry recyclable materials (plastic, metal and glass)
- 4.2 The policy also sets out that councils still have the flexibility to make the best choices to suit local need. This includes maintaining mixed dry recycling co-collected in a single bin, as Fenland does at present, where a case for economic and/or environmental benefits can be shown. This must be established through a published statement of the Technical, Environmental, Economic and Practicable (TEEP Assessment) reasons for a continued mixed recycling collection.
- 4.3 The updated TEEP Assessment is provided at appendix 2 and refers to the comprehensive work completed by WRAP funded consultants in 2022, with the report's Executive Summary provided for information at appendix 3, around the effectiveness of potential changes to collections systems.
- 4.4 The summary of the WRAP findings for Fenland were (costs from 2022):
- Where [separately collected] food waste is introduced there is an increase in the recycling rate from 40% to 45%.
 - Where the dry recycling service is changed from comingled to two-stream or multi-stream, there is no change in recycling performance.
 - Only when the residual bin capacity is decreased from 240 litres to 180 litres does the recycling rate increase again to 50%.
 - Where a multi-stream [kerbside sort] recycling collection is introduced the increase in costs is highest at £1,179,000 but with no further impact on the recycling rate compared to other options.
 - The next most expensive options are those with fortnightly two-stream dry recycling collections using a split body vehicle at between £879,000 and £926,000, but again with no increase in the recycling rate.
 - Where a two-stream dry recycling collection using alternating collections rather than a split body RCV is introduced, this has the lowest cost increase but the same recycling performance as all other options.
- 4.5 The conclusion of this work is that they predict a 5% increase in the overall recycling rate as a result of introducing food waste collections, but that the more costly additional recycling services, such as an additional separate paper/card collection, do not offer any increase in the amount of recycling collected.
- 4.6 It is therefore clear that the proposed update to Fenland's TEEP statement should reflect this conclusion because there is no economic or environmental advantage for any changes to the current comingled recycling collections.
- 4.7 Agreement to this updated statement will allow the Council to continue to collect recycling comingled in blue bins without the need to move to the additional recycling bin for paper and card suggested by Simpler Recycling.

5 REASONS FOR RECOMMENDATIONS

- 5.1 The Waste Service Standards set out the approach that our customers can expect to the domestic waste services provided, including our response to service issues such as missed collections or contaminated bins. The implementation of weekly food waste collections has been included in this updated standards document for approval [appendix 1].
- 5.2 The simpler recycling guidance requires the council to collect paper and care separately unless it can be demonstrated through a TEEP statement why this might not be the best solution for the collection authority area. The evidence is that it would cost in the region of £1 million to offer this additional service with no increase in recycling collected and no environmental benefit. The TEEP statement at appendix 2 is required if the Council is to continue to collect recycling through the very effective blue bin service.
- 5.3 The current Waste Strategy is out of date and requires updating to include the statutory weekly food waste collections from domestic premises.
- 5.4 There is a larger piece of work ongoing with Cambridgeshire and Peterborough partner authorities that will result in a new waste strategy being agreed for the area. Ahead of agreement to this new strategy Fenland will need to include the provision of weekly food waste collections from all premises. Waste Strategy changes require the approval of Council upon recommendation from Cabinet.

6 CONSULTATION

- 6.1 Government extensively consulted on the changes that ultimately created changes enacted in the Environment Act 2021.

7 ALTERNATIVE OPTIONS CONSIDERED

- 7.1 Simpler Recycling – to create an additional service separately collecting paper and card was considered, but the additional cost and lack of benefit resulted in the proposed continuation of the existing recycling service.
- 7.2 Weekly Food Waste – co-collecting with garden waste was considered, but didn't offer any efficiencies over a separate collection and complicated the disposal options.
- 7.3 Residual Waste Bin Size - A move to 180 litre residual waste bins in line with the WRAP recommendations was considered, but the portfolio holder was not convinced that the upfront cost to Fenland of providing each property with a new residual waste bin would generate sufficient savings to warrant the change.

8 IMPLICATIONS

- 8.1 **Legal Implications**

8.2 The weekly food waste collections are a statutory requirement for waste collection authorities to implement prior to April 2026.

8.3 Financial Implications

8.4 As previously reported to members, there remains the risk that the capital funding provided by Defra will not meet with the total capital costs of the new service. Defra have been written to requesting further clarification on this issue and this is something that the district council association is also pursuing.

8.5 Likewise, we still await clarity, beyond that net costs are covered as set out in the New Burdens Guidance, on how the revenue funding will be provided to cover the costs of the new service and the transition to this service.

8.6 Equality Implications

8.7 The waste and recycling service is offered in a universal fashion, with service adjustments such as assisted collections where required and the related equality impact assessment will be updated ahead of the food waste service implementation.

9 SCHEDULES

Appendix 1 – Waste Service Standards Updated 2025

Appendix 2 – TEEP Assessment Fenland District Council 2025

Appendix 3 - Executive Summary WRAP Collection System Modelling 2022

Appendix 4 - Domestic Waste Collection Frequency and Methodology

Waste Service Standards (Reviewed 2025)

Fenland District Council provides an integrated refuse and recycling service that includes the collection of a broad range of dry recycling materials and garden waste. The Garden Waste Service is a subscription only service. **From 30 March 2026 this service will include the separate weekly collection of domestic food waste.**

Points of note, supplementary to service standards approved in 2018:

- 1. Added food waste caddies as a Bin option ready for the 2026 commencement of that statutory weekly service.**
- 2. Additional bin deliveries will attract the standard delivery fee as set out in fees and charges.**
- 3. Qualifying criteria for additional blue bin is reduced from 5 people in a household to 4, and a delivery charge applies.**
- 4. Customers have 2 days from the day of collection to report a missed collection.**
- 5. The County Council no longer process residual domestic or commercial waste via Mechanical Biological Treatment. This document is updated accordingly.**
- 6. To maximise efficiency, Garden Waste 'missed collections' are co-collected with residual waste 'missed collections'.**

	SERVICE ISSUE	SERVICE STANDARD	ACTION	CUSTOMER IMPACT
1	Bin ¹ out and no record on in-cab system of reason for non-collection, and in the case of Garden Waste Service, that there is a valid subscription for the bin. "Missed Bin"	<p>Following customer contact –</p> <ul style="list-style-type: none"> A return collection will be offered same or next day at the request of customer up to two working days from the day of collection <p>In cases of non-residual waste:</p> <ul style="list-style-type: none"> Customer made aware that recycling or composting cannot be guaranteed and materials might be sent for landfill or Energy from Waste. treatment at Mechanical Biological Treatment (MBT) plant with residual waste Sacks offered as additional storage where customer does not want recycling disposed of. at MBT plant <p>In cases of Garden Waste Service</p> <ul style="list-style-type: none"> Subscription application details sent to customer where a subscription is not in place Garden Waste collected on missed collections will be collected separately from other materials and will be processed for composting 	<ul style="list-style-type: none"> Collection² same or next working day Deliver by post, 2 appropriate sacks and system highlighted for collection on next scheduled collection Advise customer that excess will be allowed at the next collection as an exception to our normal policy on additional waste Garden Waste Service, check bin clearly displays subscription sticker and property is on collection record 	<ul style="list-style-type: none"> Waste removed in a timely fashion Responsive service delivery for customer Efficient collection system Customer ownership of bin collection system Improved customer awareness of services Encourage participation in Garden Waste Service

	SERVICE ISSUE	SERVICE STANDARD	ACTION	CUSTOMER IMPACT
2	Bin reported via in-cab system ³ as not at point of collection prior to time of collection. "Bin Not Out"	<ul style="list-style-type: none"> No repeat collection provided <p>Following customer contact –</p> <ul style="list-style-type: none"> Customer made aware that general waste can be taken to HWRC for disposal Sacks offered where customer will need to contain extra recycling or refuse until the next collection Bin can be presented on next scheduled collection. 	<ul style="list-style-type: none"> Record made on in-cab system Bin emptied on next scheduled collection day for that bin Deliver by post 2 clear or black sacks and system highlighted for collection on next scheduled collection 	<ul style="list-style-type: none"> Encourages responsible use of the refuse/recycling service Improved education and awareness about the service Effective use of resources Prevents misuse of the Garden Waste Service
3	Wrongly sorted ⁵ recycling or composting bin identified prior to collection	<ul style="list-style-type: none"> No repeat collection provided Information in relation to reason for non-collection attached to bin <p>Following customer contact –</p> <ul style="list-style-type: none"> Customer made aware that general waste can be taken to HWRC for disposal Sacks offered where customer will need to contain extra recycling Contaminated non-subscription brown bins removed within 5 working days 	<ul style="list-style-type: none"> Record made on in-cab system with detail of issue Educational leaflet or letter produced and sent where appropriate Bin emptied on next scheduled collection day for that bin Deliver by post, 2 recycling sacks and system highlighted for collection on next scheduled collection Arrange removal of any non-subscription bins identified and reported as presented and containing incorrect materials Educational visit offered where more than 2 occasions 	<ul style="list-style-type: none"> Encourages responsible use of the refuse/recycling service Maintains awareness about the service and value of recycling/composting Reduces chance of rejected loads at transfer station at a cost of ~£1000 per load. Removes unused brown bins from circulation

	SERVICE ISSUE	SERVICE STANDARD	ACTION	CUSTOMER IMPACT
			in 6 months. • Repeat occasions and deliberate misuse referred for enforcement	
4	Wrongly sorted recycling or composting bin identified after collection	• Customer made aware of issue with materials presented via letter, leaflet, card or personal visit	• Record made on in-cab system • Educational letter produced and sent next working day • Educational visit offered where more than 2 occasions in 6 months. • Repeat occasions and deliberate misuse referred for enforcement	• Encourages responsible use of the refuse/recycling service • Maintains awareness about the service and value of recycling/composting • Reduces chance of refused loads at transfer station at a cost of ~£1000 per load.
5	Customer identified by crew as not making effective use of recycling system	• Bin emptied • Customer made aware of issue with materials presented via letter, leaflet, card or personal visit	• Driver request Recycling Support visit in case of serious or repeat issues • Educational visit offered where more than 2 occasions in 6 months. • Repeat occasions and deliberate misuse referred for enforcement	• Enforces responsible use of the refuse/recycling service • Improved education and awareness about the service • Increased efficiency
6	Bin deemed to be beyond a reasonable weight by collection team “Heavy Bin”	• No repeat collection provided • Information in relation to reason for non-collection attached to bin Following customer contact – • Customer made aware that	• Record made on in-cab system with detail of issue • Educational letter produced and sent where appropriate • Bin emptied on next scheduled collection day for that bin if heavy items removed • Deliver by post, 2 appropriate	• Safe manual handling • Reduced potential for injury and compliance with local risk assessments and Health & Safety obligations

	SERVICE ISSUE	SERVICE STANDARD	ACTION	CUSTOMER IMPACT
		weight of bin needs reducing and that general waste can be taken to HWRC for disposal <ul style="list-style-type: none"> • Sacks offered where customer will need to contain extra recycling or refuse 	sacks and system highlighted for collection on next scheduled collection	
7	Bin reported by customer as damaged	<ul style="list-style-type: none"> • Bin replaced once delivery fee paid. • Where bin damaged as the result of arson, this information will be shared with local fire safety team. • Sacks offered where customer will need to contain extra waste or recycling. • Bin replaced free of charge if damaged during collection and reported by crew. 	<ul style="list-style-type: none"> • Crew record any issues on in-cab system • Replacement delivered within 5 working days following day of payment • New subscription issued where required 	<ul style="list-style-type: none"> • Maintain customer satisfaction with service • Continuity of service following damage to containers
8	Bin lost or Stolen	<ul style="list-style-type: none"> • Customer asked to complete form after bin remains lost for two weeks • Bin replaced for fee after such time • Sacks offered where customer will need to contain extra waste, recycling 	<ul style="list-style-type: none"> • Letter, bags and form delivered to customer for completion • Collection via bags arranged for subsequent two collections • Bin delivered 5 working days following return of payment • Usual delivery fees apply to replacement bins 	<ul style="list-style-type: none"> • Maintain customer satisfaction with service • Reduce likelihood of unnecessary bin deliveries via two week wait

	SERVICE ISSUE	SERVICE STANDARD	ACTION	CUSTOMER IMPACT
9	Waste in addition to the standard bins provided (or their sack equivalent). “Side Waste”	<ul style="list-style-type: none"> Waste will not be collected unless contained within appropriate and approved bins/containers supplied and authorised by this council Information stickers attached to unauthorised containers¹ of additional waste <p>Following customer contact –</p> <ul style="list-style-type: none"> Customer made aware that general waste can be taken to HWRC for disposal Customer made aware that additional blue bins are available for larger families who meet the criteria Additional Residual bins for households of 6 or more who are recycling actively and cannot contain residual waste in bins supplied. Delivery charges apply. Garden Waste Only See No.15 	<ul style="list-style-type: none"> Exception – where cases 2,3,4 6, 7 or 8 above result in authorised sacks being used for one week only Record of additional waste kept on in-cab system Information letter sent to customer where appropriate, including options around garden waste disposal Additional and unauthorised containers will be removed and disposed of 	<ul style="list-style-type: none"> Manual handling Heath & safety Resident responsibility Promotion of safe working practice
10	Bin lid not closed to a reasonable degree	<ul style="list-style-type: none"> Bin emptied where safe to do so It may be appropriate to treat bags presented on top of wheeled bin, with lid open or closed as per additional waste (9) 	<ul style="list-style-type: none"> Information letter sent to customer where appropriate Driver request Recycling Support visit in case of serious or repeat issues 	<ul style="list-style-type: none"> Heath & safety compliance Promotion of safe working practice Prevent damage to bin

	SERVICE ISSUE	SERVICE STANDARD	ACTION	CUSTOMER IMPACT
11	Street level access issue	<ul style="list-style-type: none"> • Every effort will be made by collection team to collect obstructed bins • Collection team return later same day to review access • Where feasible, bins will be walked to and collected • Upon failed later attempts record made on in-cab system <p>Vehicular obstruction</p> <ul style="list-style-type: none"> • Notice left with vehicles that regularly cause an issue for collection teams • Support for regular issues will be sought via local Police 	<ul style="list-style-type: none"> • Arrangements made for return next working day upon failed second attempt • Where road construction or planned works prevents normal collection then temporary arrangements will be made and customers affected informed by letter 	<ul style="list-style-type: none"> • Maintain customer satisfaction with service
12	Arrangements where customer cannot manage to move bins themselves. “Assisted Collection”	<ul style="list-style-type: none"> • Assisted collection provided from an agreed location on customer's property. • Application form to be completed. • Service commences week following first point of contact for a period of four weeks without completed application. • Bins will be collected, emptied and returned to the agreed point of collection. • Assisted collections will be reviewed a maximum of once 	<ul style="list-style-type: none"> • Assisted collection recorded on in-cab system • Crews can report requirement of, and non requirement of, service via in-cab system 	<ul style="list-style-type: none"> • Maintains customer's ability to live independently in their own home

	SERVICE ISSUE	SERVICE STANDARD	ACTION	CUSTOMER IMPACT
		<p>every eighteen months via reapplication.</p> <ul style="list-style-type: none"> • The council reserves the right to remove/refuse this service where other occupiers of the property can facilitate the presentation of waste. • An assisted collection can be refused where the nature or length of the surface over which the bin needs to be moved is considered unreasonable or unsafe. See Nos.18 and 21. • A reasonable limit will be placed on the number of garden waste subscription bins per property. 		
13	Bins (and uncollected waste) not removed from collection point following collection	<ul style="list-style-type: none"> • Bins/waste should be removed from the collection point by the end of the day following collection. • Information letters sent where repeat issues. • Bins removed and replaced with alternative arrangements where persistent problems are identified. 	<ul style="list-style-type: none"> • Letter sent to property and landlord where appropriate • Officer visit as required • Removal of bins a last resort solution 	<ul style="list-style-type: none"> • Encourages responsible use of the refuse/recycling service • Improved education and awareness about the service • Increased efficiency
14	Bank holiday collection arrangements	<ul style="list-style-type: none"> • One day holidays will usually result in the collection being performed one day in arrears unless other arrangements prove to be beneficial. • Arrangements for the Christmas 	<ul style="list-style-type: none"> • Customers informed via website and delivery of bank holiday information. 	<ul style="list-style-type: none"> • Customer well informed and confident with collection arrangements • Effective service delivery

	SERVICE ISSUE	SERVICE STANDARD	ACTION	CUSTOMER IMPACT
		and New Year will be advised each year.		
15	Request for extra waste containment	<ul style="list-style-type: none"> Families of four or more will be entitled to an additional blue bin upon application. Unused or abused bins will be removed. Additional clear sacks for recycling can be requested and presented next to blue bins. Garden Waste Only bins can be supplied and charged in line with Fees and Charges. Home composting promoted Unauthorised bins will not be emptied and will be removed and disposed of. 	<ul style="list-style-type: none"> Additional blue and green bins can be supplied upon criteria being met. Delivery charges apply for agreed additional bins. Blue bin supply is expected to take precedence over green bin. A record will be kept of such bins supplied and regularly reviewed. Annual charges will need to be paid in advance or bins will not be collected. Where bins are presented and not identified as authorised on the system then a record will be made on the in-cab system and the bins will be removed. and an information letter will be sent to customer. 	<ul style="list-style-type: none"> Increase recycling where possible Reduce impact of additional waste on local environmental quality Option of additional waste collection for properties of multiple occupancy Demonstrate changes to policy as a result of customer request To adhere to the objective of increasing recycling and reducing waste to landfill/Efw
16	Private access driveways	<ul style="list-style-type: none"> With the exception of existing custom and practice collections are made at the Highway boundary with each property. New dwellings where this might be an issue will be considered on their individual merits and where possible, agreement sought with developer to resolve any 	<ul style="list-style-type: none"> Supervisors will visit General principle adhered to is that we offer a collection from the boundary of private property with the Highway, but each case is examined on its merits 	<ul style="list-style-type: none"> Waste collection issues planned out of future developments Service provided where possible and suitable

	SERVICE ISSUE	SERVICE STANDARD	ACTION	CUSTOMER IMPACT
		<p>potential issues at the planning stages in line with Recap waste guidelines.</p> <ul style="list-style-type: none"> • With the authority of all concerned parties and receipt of suitable indemnity appropriate private roads can be included within collections. • Where access is narrow or not appropriate then an agreed point of collection will be established. 		
17	Clinical Waste Collection Service	<ul style="list-style-type: none"> • Local collection points are advertised through the Council shops, website. and with local healthcare professionals. • Where a customer qualifies for a Clinical (Hygiene) Waste Collection on medical grounds then this will be provided in addition to the standard collections. • Service commenced for a period of three weeks prior to receipt of qualification materials. • Clinical Waste does not include offensive waste (Hygiene Waste) which can reasonably be accommodated with other residual waste services offered. • As set out in 22 below, charges can be made for the collection 	<ul style="list-style-type: none"> • Qualification criteria may be required. • Clinical Waste resulting from treatment by medical professionals will not be collected. • Customer offered option of an additional residual waste container where required to contain Hygiene Waste. • Where charges apply, these will be waived where customers, through care in their own home, require collection of large amounts of Clinical Waste on a weekly or two-weekly basis. 	<ul style="list-style-type: none"> • Compliance with duty of care • Equality of service provision • Enable care within their own home for those who require it • Efficient and effective Clinical Waste Service • Work in partnership with local business to provide the best service options

	SERVICE ISSUE	SERVICE STANDARD	ACTION	CUSTOMER IMPACT
		of Clinical Waste.		
18	Bin not presented in appropriate location for collection	<ul style="list-style-type: none"> Recorded on system as 'not on boundary' One courtesy collection possible same or next working day Further occasions will result in non-collection of bin 	<ul style="list-style-type: none"> Information letter sent Location of collection to be agreed by supervisor 	<ul style="list-style-type: none"> Service efficiency
19	Bins not present at property at change of occupier	<ul style="list-style-type: none"> Where bins have previously been delivered to a property and one or more is missing following a change of occupier then replacements will be charged for at a set fee. Current fee is set out in Fees and Charges New builds and first sets of bins are supplied at reasonable charge or purchased and provided by the developer 	<ul style="list-style-type: none"> Letter sent to new occupier Bin delivered five working days from day of payment receipt Details of Garden Waste subscription sent 	<ul style="list-style-type: none"> Reduce incidence of bins being removed from properties as customers move within or outside of the district Increased efficiencies Promote Garden Waste Service

	SERVICE ISSUE	SERVICE STANDARD	ACTION	CUSTOMER IMPACT
20	Change of occupier waste issues	<ul style="list-style-type: none"> A one-off courtesy collection for new occupiers is available where customers find bins full following a change of occupier at a property. 	<ul style="list-style-type: none"> Collection provided same or next working day of suitable contents of approved bins at property all waste sent for processing at Mechanical Biological Treatment plant Local household waste recycling centres will take a range of household waste delivered by householder Courtesy collection available only to property occupiers and reasonable limits apply 	<ul style="list-style-type: none"> Maintain customer satisfaction with service
21	Collections from properties on or near poor quality or extraordinary roadways including isolated and inaccessible properties	<ul style="list-style-type: none"> Where roadway, adopted or otherwise, present a risk to staff, an exceptional cost or could damage council vehicles, then the roadway will not be utilised. 	<ul style="list-style-type: none"> Alternative locations for collection will be given to customers by supervisors. 	<ul style="list-style-type: none"> Reduced risk of accident Providing an efficient and effective service to all customers
22	Charges for waste collection	<ul style="list-style-type: none"> Where the Controlled Waste Regulations, as adopted by County Council and Fenland District Council, allow then charges will be applied and identified in Fees and Charges. To reduce cold callers collecting presented waste and resultant fly-tipping, fees charged for Bulky Waste collection are non-refundable. 	<ul style="list-style-type: none"> Garden (organic) Waste Bulky Waste Commercial Waste Clinical Waste 	<ul style="list-style-type: none"> Service efficiency Reduced costs of collection Users of service pay for those services Reduced flytipping

	SERVICE ISSUE	SERVICE STANDARD	ACTION	CUSTOMER IMPACT
23	Waste generated by Houses of Multiple Occupancy (HMO) ⁸	<ul style="list-style-type: none"> • In keeping with the Council's support of recycling and the waste hierarchy, and in keeping with the license for the property, landlords of HMOs must ensure that their tenants understand and comply with the waste collection arrangements at their property, as set out within these service standards. • As set out in 3, 4, 6, 9 and 10 of these service standards, waste must be contained in the containers provided and sorted and presented to allow for the maximum amount of recycling to be achieved. • In line with 15 of these service standards, household of five or more will be entitled to an additional blue bin upon application and unused or abused [recycling] bins will be removed. • In line with 9 of these service standards, households of 6 or more who are recycling actively and cannot contain residual waste in bins will be supplied with an additional residual waste bin. Delivery charges apply. • Waste accumulations at 	<ul style="list-style-type: none"> • Additional blue and green bins can be supplied upon criteria being met • Blue bin (recycling) supply is expected to take precedence over residual waste bin • A record will be kept of such bins supplied and regularly reviewed • Where bins are presented and not identified as authorised on the system then a record will be made on the in-cab system, the bins will be removed 	<ul style="list-style-type: none"> • Increase recycling where possible • Reduce impact of additional waste on local environmental quality • Option of additional waste collection for properties of multiple occupancy • Provide clarity to landlords on their responsibilities • To adhere to the objective of increasing recycling and reducing waste to landfill • Ensure domestic waste and waste as a result of commercial activities is separate and appropriately disposed of.

	SERVICE ISSUE	SERVICE STANDARD	ACTION	CUSTOMER IMPACT
		properties, waste outside of these service standards, construction waste and waste generated as property occupier(s) change are not domestic waste and will need collection by approved waste carriers at the instruction of the landlord.		

Footnotes –

1. **Bins** – this term is to include all types of refuse containment approved by FDC for customer use in this system; historically 240lt and 140lt wheeled bins, or 90lt sacks, and can include 180lt or other size containers as the preferred waste container size. In relation to the subscription garden waste service, the container is a 240lt wheeled bin **or sack alternative in approved locations. To include 23lt Food Waste containers, Food Waste Sacks and Kitchen Caddies from March 2026.**
2. **Collection** – attend property or normal collection point or the purpose of collecting waste as presented. The collection will be considered as having been completed by attendance regardless of whether waste is presented or not.
3. **In-cab system** – primarily on-board electronic systems for the recording of events and property attributes, although the term to also include back-up paper-based systems.
4. **Offensive Waste** – a category of waste including sanitary waste, nappies and incontinence pads.
5. **Wrongly sorted** – also known as incorrectly sorted and contaminated. This is to be any material deemed by the collection staff to be outside of the materials suitable for collection in the supplied container, and as a result designates the entire contents of the Bin¹ as wrongly sorted. Collection staff will use their best judgement in determining sensible levels but will act to preserve the quality of the materials collected.
6. **Containers** – bins, sacks, boxes or otherwise, that are used with or without ~~the~~ authority, to contain and present waste.
7. **Subscription** – refers to the charges identified within Fees and Charges for the collection of brown Bins¹ as part of the Fenland Garden Waste Service.
8. **HMOs** - are subject to mandatory licensing in line with section 55(2)(a) of the Housing Act 2004 and the Licensing of Houses in Multiple Occupation (Mandatory Conditions of Licences) (England) Regulations 2018. As defined in legislation, an HMO (including flats) is a property occupied by five or more persons, from two or more separate households.

Template written assessment: collecting paper and card with plastic, metal and glass

Waste collection authorities and other waste collectors can use this template to create a written assessment to collect paper and card with other dry recyclable waste (plastic, metal and glass). You do not have to use this template and can choose to use a different format. You should retain a record of your written assessment and any supporting evidence.

You should read the [guidance on collecting paper and card with other dry recyclable waste](#) before you fill in this template.

Information about your organisation

Name of waste collector or waste collection authority

Fenland District Council

Waste carrier number

CBDL8197

Information about the assessment

How many written assessments have you (the waste collector or waste collection authority) completed?

2 prior to this assessment

What geographical area, collection route or type of premises does this written assessment cover?

Fenland District, all domestic collections

Which dry recyclable waste will you collect with paper and card?

Dry Mixed Recycling – DMR [metals, glass, plastics, paper and card]

Exceptions you are relying on

Which exception, or exceptions, are you relying on (technical, economic or environmental)?

Economic and Environmental

1. Collecting separately is not 'technically practicable'

If you are relying on this exception, add the technical reasons why

What type of data have you used?

Add all that apply.

For example:

- analysis completed by your organisation
- analysis completed by a consultant
- WRAP (Waste and Resource Action Programme) data
- photographs
- floor plans
- other documentation (describe)

2. Collecting separately is not 'economically practicable'

If you are relying on this exception, add the economic reasons why.

As identified in previous [assessments](#) separate collection of paper and card will double the costs of collection with a low return on the materials collected that does not cover the additional costs of collection.

Fenland is party to a jointly procured dry mixed recycling contract until Sept 2029. To vary this contract to allow for the separate collection of paper and card would be difficult and expensive.

WRAP report conducted by Eunomia in 2022 looking at viability of collection options determined that fortnightly 2 stream collections increased costs without an increase in the recycling rate.

What type of data have you used?

Add all that apply.

For example:

- analysis completed by your organisation
- analysis completed by a consultant
- WRAP data
- other documentation (describe)

WRAP report conducted in 2022* (TRU001-018) that assessed the collection options for Fenland as a rural district authority and concluded: “**fortnightly two-stream** dry recycling collections using a split body vehicle (Options 2a and 3b) at between **£879,000** and **£926,000** [overall net above existing 2022 costs], with **no increase** in the **recycling rate.**”

*[WRAP, 2022, Waste and Recycling Services Support for Fenland District Council Final Report, Prepared by Eunomia]

3. Collecting separately has ‘no significant environmental benefit’

If you are relying on this exception, add the environmental reasons why.

With no additional recycling anticipated by WRAP through their work in 2022 specifically on Fenland, we cannot see why the additional vehicles and travelled miles for collection would be of any benefit overall.

What type of data have you used?

Add all that apply.

For example:

- analysis completed by your organisation
- analysis completed by a consultant
- WRAP data
- other documentation (describe)

WRAP report conducted in 2022* (TRU001-018) that assessed the collection options for Fenland as a rural district authority and concluded: “**fortnightly two-stream** dry recycling collections using a split body vehicle (Options 2a and 3b) at between **£879,000** and **£926,000** [overall net above existing 2022 costs], with **no increase** in the **recycling rate.**”

*[WRAP, 2022, Waste and Recycling Services Support for Fenland District Council Final Report, Prepared by Eunomia]

Final Report – Executive Summary

Waste and Recycling Services Support for Fenland District Council



This report provides Fenland District Council with information on the relative cost and performance of alternative collection options to help inform future service design.

WRAP's vision is a world in which resources are used sustainably.

Our mission is to accelerate the move to a sustainable resource-efficient economy through re-inventing how we design, produce and sell products; re-thinking how we use and consume products; and re-defining what is possible through re-use and recycling.

Find out more at www.wrap.org.uk

Document reference (please use this reference when citing WRAP's work):

[WRAP, 2022, Waste and Recycling Services Support for Fenland District Council Final Report, Prepared by Eunomia]

Written by: Claire Walker, Claire Chu and Gem Darwin

Front cover photography: Waste Collection

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Executive Summary

Eunomia Research and Consulting (Eunomia) was commissioned in January 2022 by WRAP, on behalf of Fenland District Council (FDC), to carry out an options appraisal of the household waste collection service. The purpose of this options appraisal was to assess possible service changes through an options appraisal process, which may help FDC increase current recycling performance at the same time as identifying potential efficiency savings.

The outcomes of this study are intended to inform FDC's decision-making regarding the scope and nature of future household waste collection services in Fenland. Findings from this study will also support FDC in defining specifications for the new waste treatment and disposal contract due to commence in September 2024.

The proposed options, set out in Table E1, were modelled, using Eunomia's Hermes' collection tool in order to provide FDC with cost, operational and performance information on each of the options.

Table E1: Options Modelled

Option	Residual waste	Dry recycling	Garden waste	Food waste
Baseline	Fortnightly via 240 litre wheeled bin	Fortnightly via 240 litre wheeled bin (glass, paper & card, tins & cans, aerosols, foil, plastic bottles & PTT, cartons)	Fortnightly chargeable via 240 litre wheeled bin	
Option 1				Separate weekly food via 7l caddy and 23l bin using dedicated vehicles (7.5t or equiv.)
Option 1a	Fortnightly via 180 litre wheeled bin			Separate weekly food using dedicated vehicles (7.5t or equiv.)
Option 2a		Fortnightly two-stream recycling (card & paper separate) via wheeled bin (containers stream) and reusable sack OR wheeled bin (fibres stream) on split body RCV		Separate weekly food using dedicated vehicles (7.5t or equiv.)

Option	Residual waste	Dry recycling	Garden waste	Food waste
Option 2b		Alternating fortnightly two-stream recycling (card & paper separate) via wheeled bin (containers stream) and wheeled bin (fibres stream) on RCV		Separate weekly food using dedicated vehicles (7.5t or equiv.)
Option 3a		Alternating fortnightly two-stream recycling (card & paper separate) via wheeled bin (containers) and wheeled bin (fibres) on RCV with Pod		Weekly food co-collected with recycling/residual via Pod
Option 3b		Fortnightly two-stream recycling (card & paper separate) via wheeled bin (containers stream) and wheeled bin (fibres stream) on split body RCV with Pod		Weekly food co-collected with recycling/residual via Pod
Option 4		Weekly via multi-stream collection utilising Resource Recovery Vehicles (via boxes / reusable sacks)		Weekly food co-collected with multi-stream dry recyclables utilising Resource Recovery Vehicle

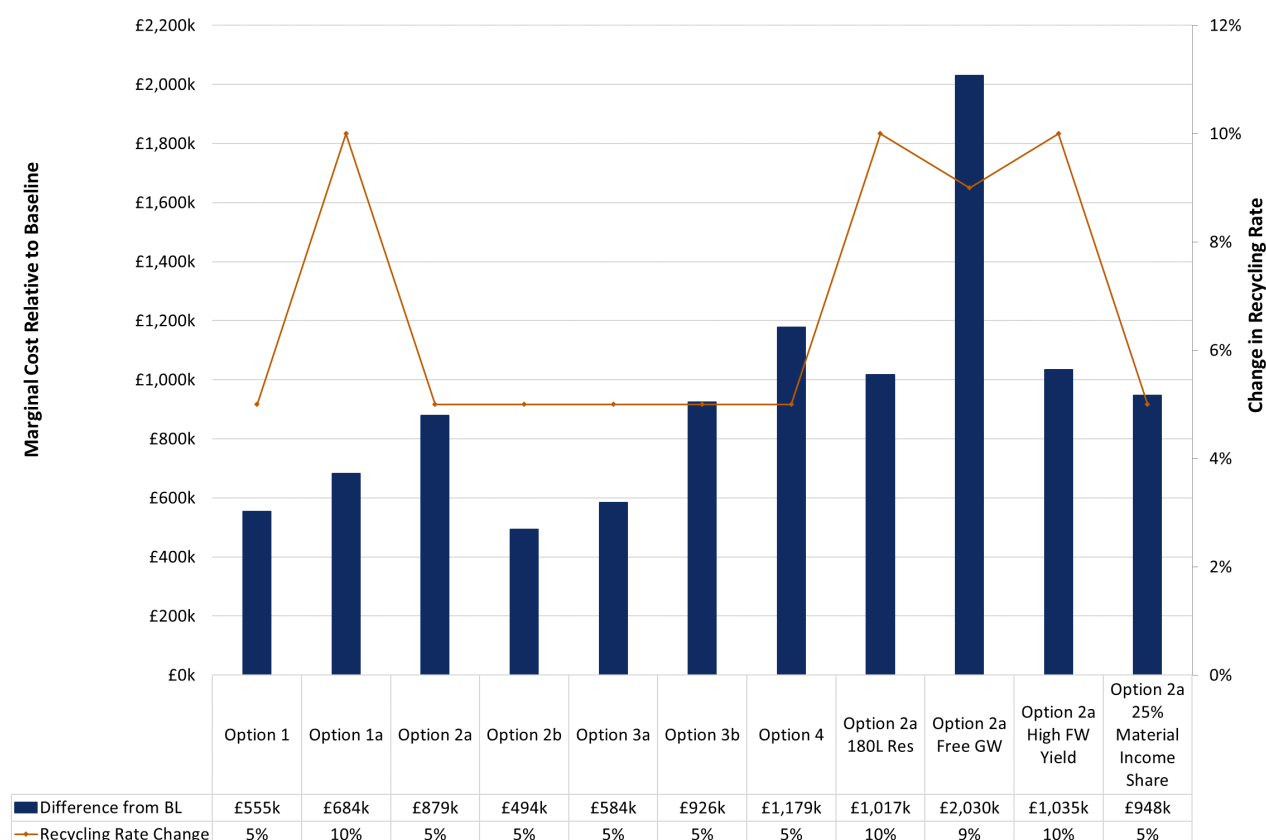
From the options modelled and the qualitative assessment undertaken as part of Stage 1, a 'preferred option' (Option 2a) was taken forward to Stage 2 for further investigation. The following variants and sensitivities were modelled in addition to Option 2a:

- Reduction in the capacity of the residual waste bin from 240-litres to 180-litres;
- Free garden waste;
- Higher food waste yield; and
- Decreased material values whereby FDC receive 25%, instead of 50%, of material income share.

In order to model future scenarios effectively, a baseline model was created, which reflected as closely as possible FDC's waste operations from a performance and operational perspective. The indicative change in performance assumed under each of the different options was informed by the benchmarking exercise, these assumptions and cost and operational data were agreed with FDC in advance of modelling.

Figure E1 summarises the change in the marginal costs of collection compared to the baseline and the performance of the different options.

Figure E1: Difference in Cost and Performance of Options compared to the Baseline



The different proposed options will entail a range of potential changes to kerbside collections for residents and ultimately alter the net cost of the waste service. The information presented in Figure E1 suggests:

- Where only **food waste** is introduced (Option 1), there is an **increase in the recycling rate** from 40% to **45%**.
- Where the **dry recycling** service is changed from comingled to **two-stream or multi-stream** (Options 2a – 4), there is **no change in recycling performance**.
- Only when the residual bin capacity is decreased (Option 1a) from 240 litres to 180 litres does the recycling rate increase again to **50%**.
- The marginal **cost of reducing residual capacity** (Option 1a) is the **lowest** out of all the options. However, if this was introduced it may **prevent a future change** to a **3-weekly** residual collection which is becoming more popular.
- Where a **multi-stream** recycling collection is introduced (Option 4), the increase in costs is **highest** at **£1,179,000** but with **no further impact** on the **recycling rate** compared to other options.
- The **next most expensive** options are those with **fortnightly two-stream** dry recycling collections using a split body vehicle (Options 2a and 3b) at between **£879,000** and **£926,000**, but again with **no increase** in the **recycling rate**.
- Where a **two-stream** dry recycling collection using **alternating collections** rather than a split body RCV is introduced (Option 2b), this has the **lowest cost increase** but the **same recycling performance** as all other Stage 1 options apart from 1a.

The main findings of Stage 2 modelling suggest:

- Again, as with Option 1a, the **reduction of residual capacity increases recycling performance** by **5%** compared to **Option 2a** and **10%** compared to the **baseline**. However, due to the **two-stream** dry recycling scheme and factors such as the cost of split body RCVs and increased tipping times, the **difference in cost** compared to the baseline is **higher** than in Option 1a and 2a.
- The impact of a **free garden waste service** was found to **increase recycling rates** by **9%** compared to the **baseline** and **4%** compared to **Option 2a**. This results from garden waste that was previously composted or collected at HWRCs being collected at the kerbside and diversion from the kerbside residual stream. However, this has the **highest costs** out of any of the options, including Stage 1 options.
- **Higher food waste yields** also **increase performance** by an **extra 5%** compared to Option 2a as with reducing residual capacity, but at an **increased cost**.
- If FDC receives **25%** instead of 50% of the **material income share**, **costs increase** slightly compared to Option 2a due to the **loss of income**.

There are several key points that have emerged from the modelling process which are worth noting whilst considering the options available to FDC.

- All options modelling an increase in the recycling rates, driven initially by the **introduction of food waste**, and further increased due to the **reduction of residual bin capacity** from 120-litres per week to 90-litres per week.
- Both of these changes lead to the greatest improvement in recycling performance. However, this may make it more difficult to introduce a 3-weekly residual collection in future (provision of 60-litres per week residual bin capacity if using a 180-litre bin rather than 80-litres per week if a 240-litre bin was still used) if this became an option for consideration.
- The changes to recycling systems such as two-stream and multi-stream increase costs without any associated improvement in recycling performance. However, the multi-stream option was found to drastically reduce contamination whilst improving the quality of material collected for recycling.
- For the two-stream options with either alternating collections or the use of a split body vehicle, the options with vehicles with pods (Options 3a and 3b) allow food waste to be collected on residual and recycling rounds. However, these are more expensive than their non-pod counterparts (Options 2a and 2b) and there are hidden costs that are not included within the modelling. For example, in Option 3b, a single compartment RCV with pod is used for residual and a split-back RCV with pod is used for recycling, meaning that the number of spare vehicles required would be higher and there is an inability to share fleet across the services.

The sensitivities also provided some interesting points for consideration.

- If much higher food waste yields are desired, it is important to consider the role communications have to play, and to ensure an appropriate budget is allocated to engage with residents so that positive behaviour change is maintained and consistent messaging and feedback on performance is provided.

Appendix 4

Domestic Waste Collection Frequency and Methodology

Update to Waste Strategy February 2025

Waste Type	Frequency	Container	Alternative	Communal Collection
Dry Mixed Recycling	2 weekly	240 lt Blue Wheeled Bin	Clear Sack	360-1100 lt Wheeled bin
Residual Waste	2 weekly	240 lt Green Wheeled Bin	Black Sack	360-1100 lt Wheeled bin
Food Waste	Weekly	23 lt food waste caddy		120-240 lt wheeled bin in food waste housing
Garden Waste	2 weekly - subscription based service	240 lt Brown Wheeled Bin	Paper Sacks	
Clinical Waste [Sharps]	Chargeable upon request		Returned via participating pharmacies	
Dialysis Waste	Weekly	Yellow Sacks		
Hygiene Waste	2 weekly	240 lt Grey Lidded Wheeled Bin		
Bulky Waste	Chargeable upon request		Household Waste Sites	

Notes:

1. Changes highlighted in red.
2. Fenland's Waste Service Standards provide details of additional containers for larger families and other process elements.
3. Commercial Waste Services are also offered in line with legislation.