

Report to: Cabinet Meeting - 21 February 2023

Portfolio Holder: Councillor David Lloyd - Strategy, Performance & Finance

Director Lead: Matthew Finch, Director - Communities & Environment

Lead Officers: Andrew Kirk, Environmental Services Manager  
Ryan Oliff, Waste and Recycling Manager  
Ella Brady, Transformation & Service Improvement Manager

<b>Report Summary</b>	
<b>Type of Report</b>	Open. Key Decision.
<b>Report Title</b>	Outcome of the Consultation on a Kerbside Glass Service
<b>Purpose of Report</b>	For Members to consider the outcomes of the Consultation on a Kerbside Glass Service and consider resident views in a decision on implementation of a glass collection service.
<b>Recommendations</b>	That Cabinet:  a) approve, based on resident support, the implementation of a glass collection service in the district as agreed by Cabinet (8 weekly, 140l bin) and assign the required budget (as laid out in 6.0);  b) approve the next steps for implementing the service (as outlined in 5.0), including contacting all households, and assign £35,900 from the Change Management Reserve for the implementation activity.
<b>Alternative Options Considered</b>	Do not introduce the service.
<b>Reason for Recommendations</b>	To decide on the implementation of a kerbside glass collection service based on resident views and considering the costs and options presented to Cabinet on 1 November.

## **1.0 Background**

1.1 Residents have repeatedly expressed their frustration at the lack of a kerbside glass recycling service in Newark & Sherwood. The results of the Council's Residents' Survey, in both 2018 and 2022, highlight waste and recycling collection as one of the most important services to residents. Glass is one of the few materials which is 100% recyclable with no loss in quality during the recycling process, every tonne of recycled glass that is melted saves approximately 670kg of carbon dioxide. Therefore, in response to resident feedback, officers were tasked with investigating the options for introduction of a kerbside glass recycling service.

- 1.2 A report was developed outlining the options for implementation of a kerbside glass service with the aim of establishing which is the most effective and cost-efficient option. This report was presented to the Policy & Performance Improvement Committee on 17 October 2022.
- 1.3 Policy & Performance Improvement Committee identified the best option for the service to be an eight weekly collection frequency using a 140-litre bin. They also recommended that the Council does not provide the service in the ROB area as it may have a detrimental impact upon the objects of a long-established charity. Instead, the Council should work alongside ROB to try to improve knowledge of the ROB service and take up in the communities it serves, furthering the charities objectives.
- 1.4 The Committee recommended to Cabinet that before a final decision is undertaken, public consultation on the recommended service option be undertaken given the significant capital and revenue costs involved.
- 1.5 These comments were taken to Cabinet on 1 November 2022, alongside the options report, and Cabinet agreed the following recommendations: -
- (a) revenue and capital costs identified within the proposed methodology for the scheme are included in the Council's budget proposals for 2023/24,*
  - (b) a period of public consultation is undertaken in relation to the implementation of the scheme and recommended service option,*
  - (c) a market research company is commissioned to undertake a consultation exercise at a maximum cost of £15k funded from existing budgets; and*
  - (d) a further report is brought to Cabinet on 21 February 2023 in order for a final decision to be made taking into account consultation responses.*
- 1.6 It was proposed to allocate budget for 23/24 based on strong support in the Residents' Survey, in order to ensure implementation in the financial year 23/24 if the final decision is to proceed. However, please note that it remains an option for the Council not to progress implementation of a scheme.

## **2.0 National Context**

2.1 The National Waste Strategy (NWS) was released by Central Government in 2018 with the aim of standardising kerbside waste collections across England amongst other schemes, however the details of these proposals are still being awaited. There are two elements of this draft strategy relevant to consider in the decision to implement a kerbside glass collection service.

### **2.2 Glass Deposit-Return-Scheme (DRS)**

Initially the strategy identified glass as a potential item for a Deposit Return Scheme (DRS). Under DRS, consumers pay a deposit when they purchase a drink which they get back when the empty bottle or can is returned to a designated drop off point. However, on 20 January 2023, the Department for Food, the Environment and Rural Affairs (Defra) published its response to the latest round of consultations on the DRS. The response confirms that the DRS is set to be implemented in 2025 covering England, Wales and Northern Ireland (Scotland have their own scheme). Defra's proposals also entailed excluding glass bottles from the scheme in England and Northern Ireland. Their

justification is that the UK consumes, and litters, more plastic drinks bottles/cans than glass bottles. They believe that, even with glass excluded, the DRS will lead to an 85% decrease in drinks container littering within three years. Therefore, based on recent indicators the risk of the introduction of a DRS in England reducing the amount of glass collected kerbside is low.

### 2.3 Consistency of Collections

Consultation is also underway on the possibility of weekly food waste collection. If this were to be introduced, it would require central government to mandate change in what is collected by the Waste Disposal Authority (in NSDC's case Nottinghamshire County Council). This could allow a change in what NSDC's silver bins will accept, for example, glass could be accepted under a changed contract. Various collection methods have been assessed and costed with the highest scoring option including co-mingling glass with plastic and cans and separating fibres (paper and card). These changes are in the medium to long term as consultation is still ongoing to decide on an outline for a service and then central government will need to assign funding for delivery. Currently, these changes are set to be implemented April 2025, but Nottinghamshire as a County are lobbying government for a more achievable date of April 2027. The other area of concern is the storage of vehicles, implementing glass would add an additional 3 vehicles to the fleet, and if food waste were to be implemented this would mean another 3. Brunel drive is already at capacity for storage and therefore a long-term solution will be required for keeping these vehicles. This could include the re-purposing of Farrar Close.

## 3.0 The Consultation

### 3.1 Methodology

A short five-question survey, with a detailed introduction explaining the options and context for the consultation, was available to residents between Friday 13 January and Sunday 12 February 2022 (see **appendix 1**). The survey was advertised via social media, council partners (such as parish councils) and via the 'green booklet' which was an information booklet sent to all households in the district in late January/early February. By connecting this consultation with a pre-planned booklet, we were able to reach every household in the district without spending any additional budget.

### 3.2 Response Rate

The survey was completed 6,315 times. This equates to 5.1% of the district's population completing a survey. Based on a 95% confidence level this means the survey has a 1% margin of error. This means that the results of the survey are accurate to within 2%. If we assume that each response was from a different household this means, we heard from 11.8% of Newark & Sherwood's households.

98% of respondents provided a Newark and Sherwood postcode allowing us to confirm their status as resident. The geographical spread of responses is in the table below: -

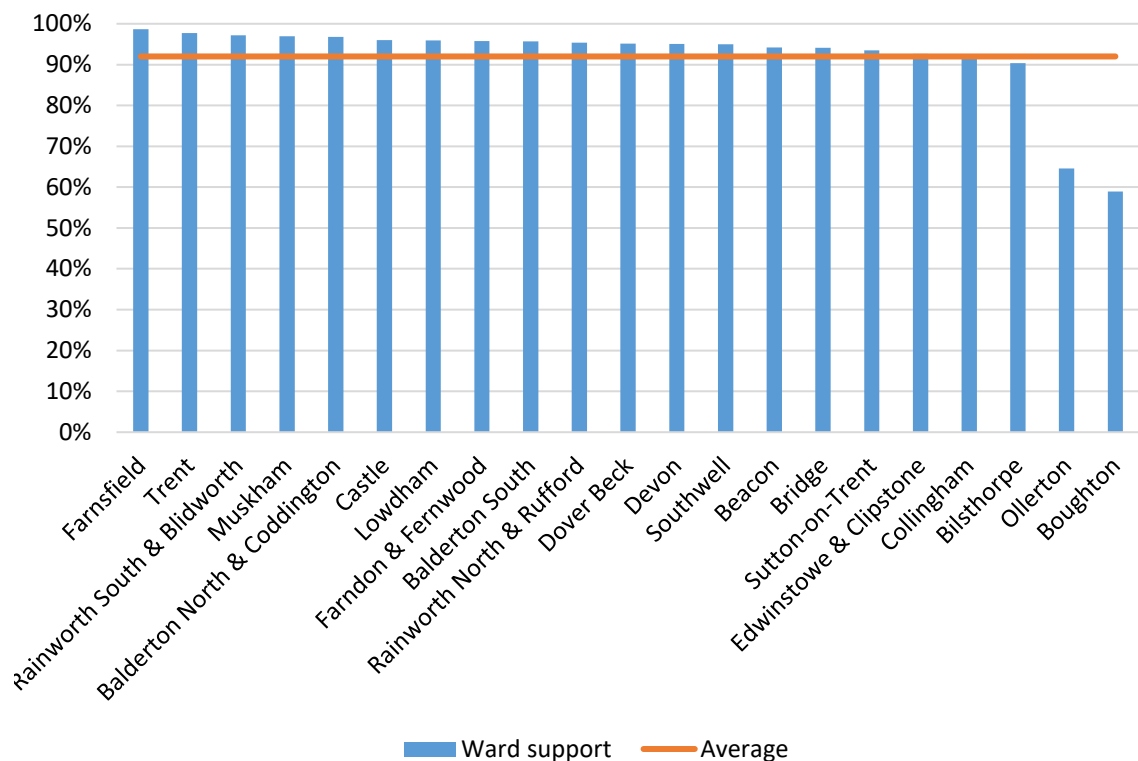
Ward	Number of responses	% of residents who responded in each ward
Balderton North & Coddington	340	5%
Balderton South	254	5%
Beacon	531	6%
Bilsthorpe	52	1%

Boughton	134	4%
Bridge	187	3%
Castle	150	5%
Collingham	288	5%
Devon	302	3%
Dover Beck	186	6%
Edwinstowe & Clipstone	545	5%
Farndon & Fernwood	476	7%
Farnsfield	294	9%
Lowdham	196	6%
Muskham	162	6%
Ollerton	333	4%
Rainworth North & Rufford	348	5%
Rainworth South & Blidworth	318	5%
Southwell	579	6%
Sutton-on-Trent	201	6%
Trent	310	11%

### 3.3 Results

92.7% (5,854) of respondents were in general support of the proposal to introduce a kerbside glass recycling service in Newark & Sherwood. 7.3% (461) were not in favour. The table below shows the percentage in support of introducing a service in each ward (from most to least in support): -

Ward	% of respondents in support of introducing a service
Farnsfield	99%
Trent	98%
Rainworth South & Blidworth	97%
Muskham	97%
Balderton North & Coddington	97%
Castle	96%
Lowdham	96%
Farndon & Fernwood	96%
Balderton South	96%
Rainworth North & Rufford	95%
Dover Beck	95%
Devon	95%
Southwell	95%
Beacon	94%
Bridge	94%
Sutton-on-Trent	94%
Edwinstowe & Clipstone	93%
Collingham	92%
Bilsthorpe	90%
Ollerton	65%
Boughton	59%



Support for introducing a scheme is strong across the district except for in Ollerton and Boughton. Outside these areas on average 95% of respondents are in support whereas in Ollerton and Boughton this drops to 62%. This is likely to be because many residents in these wards already have access to a service through ROB.

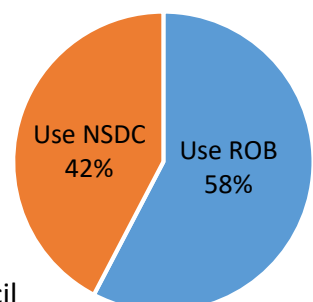
### 3.4 Take-up of the Service

We also asked respondents to, thinking about themselves and their household, tell us if they would take up the Council's kerbside glass recycling service. 5,425 (85.9% of respondents) would take up the service. For those that would not take up the service we asked why, giving 4 choices and an open text box. The choices and open text were analysed, and the findings are below:

- 366 (5.8%) - No, I prefer the ROB service (this was the only theme from the 'other' option raised by more than 1% of respondents)
- 151 (2.4%) - No, I don't generate that much glass waste
- 151 (2.4%) - No, this will cost the Council too much
- 129 (2.0%) - No, I have insufficient space to store a bin
- 31 (0.5%) - No, the proposed frequency of collection isn't right for me

### 3.5 Areas Served by ROB

We also asked respondents if they currently live in an area served by the Recycling Ollerton and Boughton (ROB) Scheme. 1,089 (17%) of respondents did live in a ROB area. We asked these respondents a specific question due to the existing service in this area. Namely, if the Council were to introduce a kerbside glass collection service would you be likely to continue to use (or start to use) the ROB scheme or would you be likely to use the new Council glass recycling scheme.



- 628 (58%) would be likely to continue to use (or start to use) the ROB scheme
- 461 (42%) would be likely to use the new Council glass recycling scheme

### 3.6 Emerging Themes

We also asked respondents to give us any other information they deemed relevant to inform the Council’s decision on a kerbside glass recycling service. At the time of writing 25% of these comments had been analysed and the only comments raised by more than 1% of respondents were in support/positive. However, the comments do repeatedly raise some questions that we will seek to answer (should the service be approved). There are: -

- Will there be bottle banks as well? For any recycling between collections or residents unable to keep a bin.
- Do residents need to do anything to their glass ready for recycling, such as sort by colour or clean the glass?
- Can the bin accept all glass? For example, jars and broken glass.
- Will there be an option to request a larger bin for larger households?

The remaining comments will be analysed, and the results appended to this report once completed.

### 4.0 Summary

4.1 In summary, the consultation shows that residents are overwhelmingly in favour of the introduction of a kerbside glass recycling service.

4.2 It also shows that some residents in the ROB area would prefer the Council service, and therefore if the service were to be implemented, we (the Council) would need the ability to serve this area in terms of vehicles and staff. Therefore, the full budget to cover the whole district (including ROB) would be required.

### 5.0 Next Steps

5.1 If NSDC were to decide to introduce a district wide kerbside glass service, based on the current market, the preparation and rollout of the service would take approximately 14 months (as laid out in the timeline below). This is mainly due to the lead in time on ordering waste vehicles (12-13 months) and the stock of 140l bins (2-3 months). These lead in times are a challenge, however the cost of the service would be built in for 2023/24’s budget to allow the ordering of the bins and vehicles and allow us to commence the service earlier in 2024 if lead times become more favourable.

Timeline	
<b>Feb 23</b>	Budget confirmed
<b>Feb/Mar 23</b>	Order the vehicles required
<b>Mar/May 23</b>	Audit the district to establish properties on communal bins
<b>June 23</b>	Send a letter to every household (additional detail below)
<b>June/July 23</b>	Households to confirm if they would like to ‘opt out’ of the service
<b>Aug 23</b>	Numbers finalised and appropriate number of bins ordered
<b>Aug to Oct 23</b>	Design glass rounds

<b>Jan to Mar 24</b>	Bins delivered
<b>Feb 24</b>	New staff recruited
<b>Apr 24</b>	Service commences

- 5.2 The simplest way to rollout the service would be to deliver a bin to every household. However, as shown in the consultation results, a quantum of residents would not want to receive the kerbside glass service, whether that it because they will continue to receive the ROB service, or they do not have the space or inclination to store the additional bin. Applying the outcomes of the consultation across the district this could be as many as 9,452 homes and ensuring that an appropriate number of bins are ordered will prevent over ordering and countless return journeys to remove individual unwanted bins.<sup>1</sup> Therefore, a different approach is required, namely sending a letter to every household in the district informing them of the service and offering them the opportunity to 'opt out' (by either completing an e-form on our website, calling us or e-mailing us). Sending a letter to all 54,000 homes in the district incurs a one-off cost of £29,000.
- 5.3 One letter would be used for the non-ROB homes informing the household of the service (what it would entail, frequency, start date etc.) and linking them to an e-form, phone number and e-mail where they can 'opt out' of the service if they do not want to receive a bin. If we hear nothing from a non-ROB household, we will still provide the service.
- 5.4 Another letter would be sent to homes within the ROB area providing detail on the two services available and directing residents to how they can receive either service. As above, they will have the ability to complete a webform, send us an e-mail or phone us. But for the ROB area homes (10,000 homes) we would also send a short paper form to accompany their letter with a free business return envelope (BRE). To allow ROB residents to complete a paper form and return it to us by post for free. This option would occur an additional cost of £6,900 as below: -
- £1,100 in additional printing costs (for the form and BRE)
  - £1,450 to £5,800 in postage costs (58p per BRE) minimum cost is a 20% return and maximum is from a 100% return.

There would also be a staffing resource required to process and input the returned paper forms. This would be absorbed by existing staff resource, but the cost would be to the value of £1,986.25 to £7,945.00 (minimum cost based on 20% returned and maximum on 100% returned). However, this additional option is likely to result in better engagement and more feedback from residents on which service they want to utilise.

## **6.0 Implications**

In writing this report and in putting forward recommendations, officers have considered the following implications: Data Protection, Digital and Cyber Security, Equality and Diversity, Financial, Human Resources, Human Rights, Legal, Safeguarding, Sustainability, and Crime and Disorder and where appropriate they have made reference to these implications and added suitable expert comment where appropriate.

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<sup>1</sup> Based on 58% of ROB homes not taking up the service and 8.3% of non-ROB homes not taking up the service.

## **Financial Implications (FIN22-23/4426)**

- 6.1 The following Capital and Revenue Budgets are currently included in the Medium Term Financial Plan (MTFP) assuming implementation from September 2023 at the earliest. The commencement date will depend on vehicle lead in times. Should Members decide against implementing the service, these budgets can be removed.

<b>Description</b>	<b>Capital</b>	<b>Revenue 2023/24 (6 months only)</b>
Glass Recycling Bin Purchase	£1,411,909	
Glass Recycling Transfer Station	£38,400	
x3 Glass Collection Vehicles	£645,800	
Tele Handler	£42,000	
Staffing and running costs		£117,570
<b>Total</b>	<b>£2,138,109</b>	<b>£117,570</b>

- 6.2 Revenue costs are for a full year from 2024/25, along with the associated Minimum Revenue Provision for the Capital financed by Borrowing £130,221 per year from 24/25.
- 6.3 The one-off cost of £29,000 as per paragraph 5.3 can be funded from the Change Management Reserve. The additional £6,900 from 5.5 could also be funded from the Change Management Reserve.
- 6.4 A full breakdown of costs per year can be found at the link below.

### **Background Papers and Published Documents**

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

[Proposal for a Kerbside Glass Recycling Service in Newark and Sherwood](#), Cabinet, 01.11.2022



**Consultation on a Kerbside Glass Recycling Service in Newark and Sherwood**

We are exploring the possibility of providing a kerbside glass collection service and are keen to know your views on our proposed approach to this.

Please read the below information before completing our short survey. Your response will help us decide whether we introduce this new service and how we should go about this. The survey has five questions and will take no longer than **5 minutes to complete**. Please complete the survey by **midnight on Sunday 12 February 2023**.

Thank you for sharing your views with us.

If you have any difficulties completing this survey or would prefer to complete a paper copy of the survey please contact us:

- Telephone: 01636 650000
- Email: [customerservices@newark-sherwooddc.gov.uk](mailto:customerservices@newark-sherwooddc.gov.uk)

**Data Protection Statement**

Newark and Sherwood District Council will only process any personally identifiable information that you provide in accordance with its responsibilities under the UK General Data Protection Regulation (UK GDPR) and the Data Protection Act 2018. Further details of how the Council will manage your personal information are contained within the Privacy Notice which can be found on the Council's website:

[www.newark-sherwooddc.gov.uk/yourcouncil/privacy](http://www.newark-sherwooddc.gov.uk/yourcouncil/privacy)

**What you need to know...**

**What currently happens to your glass?**

There are currently 49 bottle banks located across the district in places such as pubs, libraries, community centres and shop car parks which allow you to recycle your glass waste. For those who are unable to, or choose not to, use bottle banks and dispose of their glass in their green wheelie bin, this is taken to an energy recovery facility (ERF).

**Why are we proposing a kerbside glass recycling scheme?**

We want to recycle more and reduce the amount of glass that is sent to an ERF because this is inefficient as glass is such a recyclable material. A kerbside glass collection service would be more convenient for residents and is something that a significant number of you have asked us to consider.

**How would the kerbside glass recycling scheme work?**

We are proposing to provide you with an additional wheelie bin that will be about two-thirds of the size of a normal sized green bin. We would collect this bin every eight weeks. This might not appear very often, but our data indicates that it will be sufficient for most households. If it isn't working, we will review what we are doing and consider things like the frequency of the service and the size of the bin.

### **Why do we need an extra bin? Why can't we put our glass in our silver bin?**

It makes sense to 'co-mingle' or mix up our dry recyclable items, putting glass, paper, cardboard, and plastics altogether in the same bin. Unfortunately, Newark and Sherwood District Council is only responsible for collecting your waste, Nottinghamshire County Council is responsible for disposing of it and has a long-standing contract with Veolia which prevents this from happening at the moment which means glass can't be put into the silver bin. Things may change in the future but for now, glass must be collected from a separate container.

### **I have not got enough room for another bin. Can I recycle my glass another way?**

If you live in an area where it is not possible to store an extra bin (in flats for example) we will explore alternative ways to collect your glass waste. You will not have to have a glass recycling bin if you do not need or want one, and bottle banks will still be provided across the district.

### **Will introducing a kerbside glass recycling service cost me more money?**

No, there will not be an extra charge for this service, although introducing a kerbside glass recycling service will cost the Council more money. There will be a one-off estimated cost of £1.7 million to purchase additional vehicles and bins and the annual running cost is estimated at between £250,000 and £400,000 a year, dependent on the number of residents who take up the scheme. These costs will be partly offset by income that can be generated from the sale of glass and the remaining cost will be met from our existing budgets.

### **I live in an area which is currently covered by the 'Recycling Ollerton and Boughton' (ROB) scheme. What will the arrangements be for me?**

Some areas of the district are already offered a free kerbside glass recycling service, with a collection every two weeks, through a charity, ROB. ROB provides work-based opportunities for young adults with learning disabilities and further information, including which areas of the district are covered by the ROB scheme, is available on their website: [www.recyclingollerton.co.uk](http://www.recyclingollerton.co.uk). We want to work with ROB to maximise their scheme and support the work of the charity. However, residents living in the ROB area could choose to request our scheme if they prefer a wheelie bin to the box offered by ROB.

Please share your views on the proposed kerbside glass recycling service by answering the following questions.

#### **1. Please provide your postcode**

We ask for your postcode so we can confirm you are a Newark and Sherwood resident

#### **2. In general, do you support the Council's proposal to introduce a kerbside glass recycling service in Newark and Sherwood? *\*Required question***

- Yes
- No

#### **3. Thinking about yourself and your household, would you take up the Council's kerbside glass recycling service? *\*Required question***

- Yes
- No, I have insufficient space to store a bin
- No, this will cost the Council too much
- No, I don't generate that much glass waste
- No, the proposed frequency of collection isn't right for me
- No, other (please specify):

**4. Is there anything else you wish to tell us to inform the Council's decision on a kerbside glass recycling service?**

**5. If you currently live in an area served by the Recycling Ollerton and Boughton (ROB) Scheme (highlighted in green or purple on the map below) please select one of the following options: *\*Required question***

- Not applicable, I do not live in the 'ROB' area.
- If the Council were to introduce a kerbside glass collection service, I would be likely to continue to use (or start to use) the ROB scheme.
- If the Council were to introduce a kerbside glass collection service, I would be likely to use the new Council glass recycling scheme.

Thank-you for taking the time to complete this survey. Your input is much appreciated.