

LEISURE & ENVIRONMENT COMMITTEE

24 SEPTEMBER 2019

COMPARISON OF LOCAL AUTHORITY SERVICES

1.0 Purpose of Report

- 1.1 This report is designed to give members an overview of the current situation with regards to recycling across Nottinghamshire. It compares existing service offerings and performance and looks at what the future may hold for waste collection services.

2.0 Background Information

- 2.1 Within the Nottinghamshire County area there are 7 councils operating in a 2-tier system. Nottinghamshire County Council operates as the Disposal Authority through its contract with Veolia who run the Household Waste Recycling Centres, Transfer Stations and the Materials Recovery Facility (MRF) in Mansfield. Nottingham City Council is a unitary authority and makes its own disposal arrangements.
- 2.2 The comingled 'mix' of recycling in the silver recycling bin is restricted by the sorting capabilities of the MRF as specified in the contract between NCC and Veolia which runs until 2032.
- 2.3 Nottinghamshire County Council has the 'power of direction' under which it can instruct collection authorities to dispose of materials through the routes it prescribes.
- 2.4 For material that is collected outside of this contract such as glass they are obliged to pay recycling credits (£58.75 per tonne in 2018/19). Should they decide to bring glass into the Veolia contract then potentially these credits would be lost (£86,715 in 2018/19).

3.0 Collections

- 3.1. As shown in table 1 all 7 authorities collect comingled recycling and garden waste and make fortnightly collections. Ashfield Broxtowe and Gedling also have a kerbside glass collection. Newark and Sherwood have a limited kerbside glass collection which is conducted through the Recycling for Ollerton and Boughton organisation.
- 3.2 In addition to the main collection schemes Gedling, Rushcliffe and Newark and Sherwood collect batteries at the kerbside and Broxtowe collect Textiles. Gedling also offer a limited kerbside collection service for small electrical items. Table 2 outlines the containers supplied by each authority to conduct these collections.

Table 1

Authority	Comingle	Glass	Garden	Textiles	Small Electricals*	Batteries
Ashfield DC	Fortnightly	8 Weeks	Fortnightly	-	-	-
Bassetlaw DC	Fortnightly	-	Fortnightly	-	-	-
Broxtowe BC	Fortnightly	4 weeks	Fortnightly	4 Weeks	-	-
Gedling BC	Fortnightly	4 Weeks	Fortnightly	-	4 Weeks	Weekly
Mansfield DC	Fortnightly	-	Fortnightly	-	-	-
N&SDC	Fortnightly	-	Fortnightly	-	-	Weekly
Rushcliffe BC	Fortnightly	-	Fortnightly	-	-	Weekly

*Small electricals – Toaster or VCR size.

Table 2

Authority	Refuse	Glass	Garden	Textiles	Small Electricals	Batteries
Ashfield DC	180L Bin	140L Bin	240L Bin	-	-	-
Bassetlaw DC	240L Bin	-	240L Bin	-	-	-
Broxtowe BC	240L Bin	Bag/bin*	240L Bin	Clear bag	-	-
Gedling BC	240L Bin	Box	240L Bin	-	With Glass	Bags
Mansfield DC	240L Bin	-	240L Bin	-	-	-
N&SDC	240L Bin	-	240L Bin	-	-	Bags
Rushcliffe BC	240L Bin	-	240L Bin	-	-	Bags

*Broxtowe up to 4 bags or 140L bin for one off £26 charge

4.0 Performance

Table 3 Overall recycling and composting rate (2018/19)

	Dry Recycling		Composting		Overall
Authority	Tonnes	%	Tonnes	%	%
Ashfield DC	10,357.30	22.55%	6,052.53	13.18%	35.7%
Bassetlaw DC	7,607.38	17.63%	3,384.41	7.84%	25.5%
Broxtowe BC	8,301.92	20.28%	7,346.10	17.94%	38.4%
Gedling BC	8,545.53	20.12%	5,982.32	14.08%	34.2%
Mansfield DC	6,634.63	15.47%	7,460.81	17.40%	32.9%
N&SDC	9,780.44	21.65%	5,083.70	11.25%	32.9%
Rushcliffe BC	9,701.67	21.86%	11,871.70	26.75%	48.8%

- 4.1 The highest overall recyclers in Nottinghamshire are Rushcliffe, Ashfield and Broxtowe. The highest dry recycling rates (not including garden waste) are found in Ashfield Council, Rushcliffe and Newark and Sherwood District Council. Ashfield reduced the size of their wheeled bins to 140L and offered a free garden waste collection for a number of years (the garden waste has now reverted to being a chargeable service). It is reasonable to infer that the reduction in residual waste capacity was the driver for an increase in the dry recycling rate.
- 4.2 Composting rates (garden waste) are higher in areas that have long running services or a history of free services indicating that once residents have experience of how useful a green bin is they are inclined to keep it. Newark and Sherwood and Bassetlaw district councils have the lowest composting rates but this is reflection of their relatively recent inception. It is expected that Newark and Sherwood will see an increase in the amount of garden waste collected as the service continues to grow in house from next year.

5.0 Glass Collection

Table 4 Kerbside Glass Collection 2018/19

Authority	Kerbside	Bring Site	None-Household	Total
Ashfield DC	2933.34	65.88	133.44	3132.66
Bassetlaw DC	0	989.81	0	989.81
Broxtowe BC	1810.47	286.009	0	2096.479
Gedling BC	2620.5	0	0	2620.5
Mansfield DC	0	927.77	0	927.77
N&SDC	375.46	1476.59	0	1852.05
Rushcliffe BC	0	2519.81	0	2519.81

5.1 Within Newark and Sherwood district glass collection is conducted via bring sites and in the north west of the district Recycling for Ollerton and Boughton (R.O.B) conduct a kerbside collection.

5.2 Our bring site collection rates are the second highest in the county after Rushcliffe's but we are struggling to secure new sites and over the last decade we have lost a number of sites to redevelopment. We are looking at ways to increase the number of sites available on our own car parks and other suitable sites.

6.0 National Waste Strategy 2018

6.1 The government published a new National Waste Strategy in 2018. As part of this Strategy, Defra launched three consultations on 18 February 2019:

- Consistency in Household and Business Recycling Collections in England;
- Introducing a Deposit Return Scheme for drinks containers (DRS) in England, Wales, Northern Ireland;
- Reforming the UK packaging producer responsibility system.

6.2 These measures were set out to tackle confusion over household recycling, to tackle litter and to ensure that producers pay the full net costs of collecting and managing packaging waste.

7.0 The Timetable for change

7.1 The trade press has reported on an update presented to the Advisory Committee on Packaging (ACP) in July. This indicated that the timetables previously agreed are still to be met (subject to ministerial approval)

7.2 The Key Milestones set out in the National Waste Strategy 2018 were:

- Double resource productivity by 2050
- Eliminate avoidable waste of all kinds by 2050
- Eliminate avoidable plastic over the lifetime of the 25 year environment plan
- Work towards eliminating waste to landfill by 2030
- Work towards all plastic packaging placed on the market being recyclable, reusable or compostable by 2025

7.3 Key dates for local government are:

- **2023**
 - Roll out of a deposit and return scheme
 - Legislation for the mandatory separation of food waste
 - Extended producer responsibility for packaging
- **2030**

- 75% recycling rate for packaging
- **2035**
 - 65% recycling rate for municipal solid waste
 - Municipal waste to landfill 10% or less

8.0 Recycling Consistency

8.1 The Government has issued its initial indications for recycling consistency:

- All local authorities should be required to collect a core set of dry recyclable materials at kerbside from houses and flats.
- The core set of dry materials collected should be glass bottles and containers, paper and card, plastic bottles, plastic pots tubs and trays, and steel and aluminium tins and cans.
- All English local authorities to provide kerbside properties and flats with access to at least a weekly separate collection service for food waste, including provision of containers and liners
- Free garden waste collection with a capacity of 240 litres and with further garden waste collections above that amount being chargeable.
- Bin/container colour standardisation
- Statutory guidance on minimum service standards for recycling.

We expect to know more early in 2020 but this is dependent on the situation in parliament.

9.0 Deposit and return schemes

9.1 A deposit and return scheme will see retailers applying an additional charge to items sold which will be refunded when the item is returned to a collection point.

9.2 It appears that an 'all in' scheme is the government's favoured option (glass, plastic bottles and cans) despite concerns from some areas that the establishment of such a scheme could harm the amount of these materials collected at kerbside. This might be mitigated if the only items included are from 'on the go' purchases.

10.0 Extended producer responsibility

10.1 Initial indications were that services will be fully funded by producers however in the most recent release from the government there was little mention of funding and in the update to the APC indications are that if fees are levied on producers it will be on the basis of 'modulated fees'.

10.2 Under a modulated system those who produce packaging which cannot be recycled will be charged a higher fee than those who produce packaging which is easily recycled. The long term sustainability of such a funding model will be of interest.

11.0 Future developments

- 11.1 It's clear that the next 5 years and beyond are going to see a transformation in waste management and a much more structured offering across England. At this stage we do not know exactly what form new services will be required to take. Standardisation is being proposed in several key areas including collection methods, labelling, materials and containers. To make the wrong choice at this stage could prove costly and risk alienating residents if services are subject to repeated alteration. As such we would advise against making any substantial changes to the services we offer until additional clarity has been given by the government which will hopefully include details of the promised funding supplied through extended producer responsibility.

12.0 Glass Collections

- 12.1 Waste Consulting were recently asked to provide information on the impact and cost of introducing kerbside glass collections to the areas of the district not covered by R.O.B's service. Depending on the frequency of collections revenue costs would be in the region of 250 to 500 thousand pounds a year for an increase in tonnage of 419 tonnes.
- 12.2 These calculations did not include figures for the purchase and delivery of new containers (~£25per household). So at this time investment in a kerbside glass collection service would offer little return for the investment involved.
- 12.3 We are now exploring alternative options on how to increase the number of glass bring sites around the district e.g. by utilising the authorities own car parks etc.

13.0 Food Waste

- 13.1 Food waste collections would involve even more significant investment. The existing collection fleet would have to be replaced or modified to allow split bodied vehicles or additional vehicles acquired to conduct weekly food waste collections.
- 13.2 Another alternative would be to collect co-mingled food and garden waste; however this would result in the garden waste service being offered for free and additional vehicles and crew would still be required to cover the district.
- 13.3 Given that there are still signs of additional funding being provided through the EPR system if the authority was to make any major investment into waste collection at this time then food waste would be the logical choice. There is no packaging producer for food waste so ultimately such collections will be taxpayer funded. The government has also made it clear that it intends to legislate for its separation from residual waste. So the only question that remains is; where is the funding going to come from?

- 13.4 If members are interested in pursuing a food waste collection then we can begin a dialog with Nottinghamshire County Council and Veolia to identify possible disposal points. This conversation may then inform us of the viable collection arrangements but could be subject to change.

14.0 Planned changes

- 14.1 We have already started the process of bringing garden waste services conducted by Rushcliffe and Mansfield Councils back in house. Both authorities came into partnership with ourselves with the objective of utilising capacity on their own collection vehicles. Once this capacity was filled they may not have pushed the growth of this service. We already have plans in place to drive the service forward and it expand our customer base. This should drive up the recycling rate from April next year.
- 14.2 We are also looking at refreshing the battery recycling scheme and reviewing our bring site offering with the aim of expanding the number of points available. We will also keep working with residents and community groups to ensure that all of the materials that we currently collect are placed in the correct bin. This will reduce contamination and should drive up our recycling rates as a result.

15.0 Equalities Implications

- 15.1 None at this stage.

16.0 Financial Implications (FIN19-20/8276)

- 16.1 The report is not suggesting any changes at the moment so there are no financial implications in the short term. However, long term there is likely to be some, but the impact is not known at this stage. Transport & Waste Services will work alongside Financial Services to monitor this and any changes to the service. When there are any financial implications in the future, these will be brought to committee at the appropriate time.

RECOMMENDATIONS: that

- (a) Members note the information contained in this report and the potential development of new collection streams in light of the National Waste Strategy; and**
- (b) Members note and support the existing actions that are being taken to increase recycling levels.**

Reason for Recommendations

The National waste strategy could have significant financial implications for the council. Decisions about future collection schemes of the core materials are best left until further clarification is provided by central government.

Officers intend return to the committee with an update on the National Waste Strategy as soon as one is available at which time we will also provide an update on the garden waste collection and overall recycling performance.

Background Papers

None

For further information please contact Matt Adey on Ext 5253

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