

Appendix

Background

In November 2021, the Environment Act was mandated. One of the key outcomes from the Act was the introduction of consistent waste and recycling collections (branded as 'Simpler Recycling') and a mandate for local authorities to collect food waste from the kerbside on a weekly schedule.

Initially, it was understood that under Simpler Recycling, local authorities would be required to introduce a separate collection for paper and card. However, further clarification has confirmed that this is no longer necessary, if glass continues to be collected separately, which is already the case for the Council. This development means that residents will not be required to accommodate an additional bin for this waste stream.

In October 2021, the Government declared the availability of a £295 million of new burdens funding for local authorities to implement food waste collection programmes. The funds would be allocated on a formula-based system rather than individual local authorities submitting applications to bid for the funds. In 2024/25, the Council received capital funding totalling just over £1 million through the Government's New Burdens Fund to support the implementation of food waste collections. It has become increasingly evident that this funding has not allowed for inflationary pressures or the full capital requirements of the scheme. As detailed in this report, there remains a significant shortfall, currently estimated at £490,000. A funding package is currently being explored in consultation with the Deputy Chief Executive and the Section 151 Officer to address the identified shortfall. A report will be brought back to Cabinet in due course, and lobbying of central government for additional financial support will continue.

Food Waste Pilot

Given that food waste represents a new waste stream for the Council, it is considered both prudent and operationally necessary to undertake a pilot ahead of full Borough-wide implementation. The pilot will enable the Council to gather invaluable insights into service delivery, resident participation, and the operational impact on existing waste streams. The Environment team is proposing that the pilot be based on one food waste collection round, covering approximately 1,700 properties. The area identified for the pilot is the Larkfields Estate in Nuthall, which offers a suitably mixed demographic for initial rollout.

Following research and sector guidance, autumn has been identified as the most effective time to introduce a new waste stream. As such, the proposed start date for the pilot is 18 September 2026. The pilot will help assess the operational performance of the service, including vehicle routing, crew productivity, and the effect on residual waste volumes. Based on WRAP modelling, it is anticipated that the pilot will achieve a set-out rate of approximately 45%, with each participating household generating an average of 1.5 kilograms of food waste per week. This equates to just over one tonne of food waste collected weekly, or approximately 60 tonnes over the course of the year. The financial implications of the pilot will be

covered by the New Burdens Funding received by the Council, and no additional budget allocation is required at this stage.

As this is a pilot, the Council is working collaboratively with other Nottinghamshire districts that are also undertaking similar pilots at the same time. Learning from each district will be shared to inform best practice and support a consistent approach to future service delivery.

Containers

Given the potential implications of local government reorganisation, it was agreed that a unified food waste system would be more efficient than each district adopting its own bespoke solution. While existing waste streams are managed using locally determined containers, it was felt that food waste, as a new and potentially shared service area, should be approached with greater alignment across the county.

Following discussions with the Portfolio Holder and having agreement from other district leads, it has been confirmed that each participating household will receive a 23-litre black external caddy for presenting food waste at the kerbside. In addition, households will be provided with a 7-litre silver-grey internal kitchen caddy. The choice of a neutral silver-grey colour for the internal container was informed by research, which suggests that neutral tones are more likely to be kept in visible kitchen spaces, thereby encouraging regular use. For properties in multiple occupancy or flats, a 140-litre communal bin will be provided for external food waste collection, alongside individual internal caddies for residents to use within homes.

Liners

While consensus on container types and caddies has been straightforward, agreement on a consistent approach to liners has proven more challenging. The Council will be taking its food waste for processing to a facility in Derby, although this may change to a plant in Colwick. Both disposal partners have confirmed that residents may use plastic bags in their caddies and containers if they wish to keep them clean, provided the bags are transparent and not black or white. Although this may seem counterintuitive compared to using biodegradable liners, research and operational feedback indicate that plastic bags remain intact and can be easily removed by sorting equipment, after which they are typically sent for energy recovery through incineration. In contrast, biodegradable bags often cause operational issues as they can become sticky and entangle machinery, are costly to remove, and may break down into microplastics that contaminate the final compost product.

Discussions with Nottinghamshire counterparts have highlighted differing views on liner provision. Three options were circulated for consideration:

- Do not supply liners and advise residents they may use their own transparent plastic bags if desired.
- Provide a starter pack of approximately 10 bags and then ask residents to continue using their own.
- Permanently supply liners, with the Council covering the ongoing cost.

From the Council's perspective, it is felt that providing additional plastic items for a food waste collection service is counterintuitive, particularly given the Climate Change and Green Futures Strategy. Furthermore, once liners are supplied, there is likely to be an expectation for ongoing provision, which would create a recurring budget pressure. The cost of supplying liners even in the first year is estimated at over £50,000, and removing this provision later could negatively impact participation and resident satisfaction.

While research suggests participation rates are higher when liners are provided, the recommendation for Members is that the pilot proceeds without supplying liners. Households will be advised that they may use their own transparent plastic bags if they wish to keep containers clean, in line with guidance from the designated disposal facility. This approach avoids creating long-term expectations for ongoing liner provision, which would result in recurring budget pressures and potential environmental concerns. The pilot will provide an opportunity to assess participation levels and operational impacts without liners, and findings will inform future decisions ahead of the Borough-wide rollout.

Financial Implications for the Pilot Scheme

The estimated total cost of running the food waste pilot is **£157,500** in capital expenditure and **£21,200** in revenue costs (Table 1). Delivery of containers, caddies, and bins to the pilot area is anticipated to be undertaken by the Council's own team. It is expected that this work will take a maximum of seven working days. Completing the delivery in-house will save approximately £500 compared to using an external contractor and will ensure that local knowledge of rounds and properties is applied, reducing the likelihood of errors.

The pilot will operate as a weekly collection service on one designated day per week. In the short term, this will be covered by existing staff, with agency support used to backfill where necessary. This approach ensures that teams familiar with the Borough and collection rounds deliver the service, maintaining continuity and quality.

Looking ahead to full Borough-wide rollout, there will be a requirement to expand the Council's establishment. This will include additional operational staff, back-office support, and garage capacity to maintain an enlarged fleet of at least eight to nine additional vehicles. This expansion will place considerable pressure on resources, and a further report will be brought to Cabinet detailing the staffing and infrastructure requirements. In the interim, options such as outsourcing some garage functions during the transition period will be explored, with a business case to be developed for Member consideration.

Pilot Costs	
1 x Food Waste Vehicle	£137,000
23 litre Food Caddies	£10,900
7l Food Caddies	£3,200
140 litre Bins	£1,800
Delivery	£4,400
Total	£157,300

Employee Costs - Agency to be used 1 day per week.	
Driver	£8,600
Loader	£7,300

Communications	
Leaflets x 2	£4,000
Stickers	£1,000
Delivery of one leaflet, other will go with the containers (based on two grade 3)	£300

Total Capital	£157,300
Total Revenue	£21,200

Table 1: Pilot costs

The costs associated with delivering the pilot are already accounted for, with funding secured through the New Burdens Fund.

Financial Implications – Borough-wide Roll Out

In 2024/25, the Council received its allocation from the Government's New Burdens Fund to support the capital expenditure required for the implementation of food waste collections. This allocation totalled **£1,074,000**. Prior to receiving this funding, concerns were raised that the amount provided would not be sufficient to cover the full cost of the infrastructure required for rollout, and this has now been confirmed. The allocation does not account for inflationary increases in vehicle and container costs, nor does it cover the full scope of capital investment needed.

Based on current estimates for vehicles, caddies, and bins, the total capital requirement for Borough-wide implementation is just over **£1.5 million** (see Table 2). This leaves a funding gap of approximately **£490,000**. A funding package is currently being explored in consultation with the Deputy Chief Executive and the Section 151 Officer to address the identified shortfall.

It is important to note that other areas of the waste and recycling service will also require investment and careful financial planning. It is anticipated that the Extended

Producer Responsibility (EPR) payments, which are expected to commence this year, will help to offset some of these costs.

In particular, the ongoing round review may identify the need for additional operational resources, including vehicles and additional teams to support service delivery. This is especially relevant given the continued housing development growth across the Borough, with several large-scale housing sites currently under construction and further land allocated for future development. Ensuring that collection services remain efficient and resilient in response to these changes will be a key priority for the service.

Item	Cost
8 x 7.5/11t food waste vehicles	£1,096,000
7l food caddies	£90,300
23l food caddies	£277,700
140l bins	£99,800
Total	£1,563,800
New Burdens Funding Allocation	£1,074,000
Potential funding gap	£489,800

Table 2: Initial roll out costs (Capital)

It should be noted that the scale of the Borough-wide rollout will be slightly reduced if Members approve the proposed pilot round. The pilot, covering 1,700 properties, will mean that one round is already operational ahead of full implementation, thereby marginally reducing the overall capital requirements for the final rollout.

While the capital funding for the pilot rollout has been secured through the New Burdens Fund, the longer-term revenue implications of delivering a Borough-wide food waste collection service remain under review.

It is estimated that the annual revenue cost of delivering the Boroughwide food waste service will be approximately **£1.3 million** for year 1 (see Table 3), with ongoing costs expected to be just over **£1 million** per year thereafter. These figures are based on current prices and will be subject to inflationary pressures.

Revenue	Cost
Delivery of containers and bins	£151,800
Communications	£75,000
Employee Costs	£833,300
Replacement Container costs	£28,100
Operational running costs for vehicles	£181,500
Total	£1,269,700
Year 2 revenue costs	£1,042,900

Table 3: Revenue costs. NB: Rows highlighted green show indicate ongoing revenue costs following initial roll out

All confirmed government funding to date, including allocations from the New Burdens Fund, is summarised in Table 4.

Funding	
New Burdens (Capital)	£1,074,000
New Burdens (Revenue) Container Delivery (2024/25)	£149,200
New Burdens (Revenue) Project Management (2024/25)	£67,000
New Burdens (Revenue) Procurement (2025/26)	£2,000
New Burdens (Revenue) Communications (2025/26)	£86,600
Total Capital	£1,074,000
Total Revenue	£304,800
Total	£1,378,800

Table 4: Funding

Extended Producer Responsibility (EPR)

From 2026/27, local authority performance will be assessed to determine whether efficient and effective recycling services are being provided for materials in scope of EPR. Each local authority has been grouped with similar councils based on geographic and demographic characteristics, with separate groupings for residual and dry recycling (Image 1 and image 2). If a council's performance falls within the bottom 10% of its grouping, it will be deemed ineffective, and the Scheme Administrator may deduct up to 20% of the EPR funding allocation. Local authorities identified in this category will be required to participate in an improvement action plan process, led by the Scheme Administrator. Further details on this process remain limited at this stage.

R3	Arun District Council, Bolton Metropolitan Borough Council, Bournemouth, Christchurch and Poole Council, Bristol City Council, Broxbourne Borough Council, Broxtowe Borough Council , Bury Metropolitan Borough Council, Calderdale Metropolitan Borough Council, Castle Point Borough Council, Chesterfield Borough Council, Crawley Borough Council, Darlington Borough Council, Dundee City Council, Eastbourne Borough Council, Exeter City Council, Gloucester City Council, Gosport Borough Council, Gravesham Borough Council, Harlow District Council, Hastings Borough Council, Milton Keynes Council, Newcastle City Council, North Lanarkshire Council, North Tyneside Council, Norwich City Council, Oadby and Wigston Borough Council, Oldham Metropolitan Borough Council, Plymouth City Council, Portsmouth City Council, Renfrewshire Council, Rochdale Metropolitan Borough Council, Rushmoor Borough Council, Salford City Council, Sheffield City Council, Solihull Metropolitan Borough Council, South Lanarkshire Council, South Ribble Borough Council, Southampton City Council, Southend-on-Sea Borough Council, Stevenage Borough Council, Tameside Metropolitan Borough Council, Telford & Wrekin Council, Thanet District Council, Torbay Council, Warrington Borough Council, West Dunbartonshire Council, Wigan Metropolitan Borough Council, Worcester City Council, Worthing Borough Council
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Image 1: Residual group for EPR payments

D9	Ashfield District Council, Bamsley Metropolitan Borough Council, Basildon Borough Council, Bath and North East Somerset Council, Birmingham City Council, Blackburn with Darwen Borough Council, Blackpool Borough Council, Bolton Metropolitan Borough Council, Broxtowe Borough Council , Burnley Borough Council, Bury Metropolitan Borough Council, Chesterfield Borough Council, Doncaster Metropolitan Borough Council, Dundee City Council, East Dunbartonshire Council, East Renfrewshire Council, Fife Council, Gateshead Metropolitan Borough Council, Gloucester City Council, Isle of Wight Council, London Borough of Bromley, London Borough of Croydon, London Borough of Merton, London Borough of Redbridge, London Borough of Richmond upon Thames, London Borough of Sutton, Luton Borough Council, Manchester City Council, Medway Council, Midlothian Council, Milton Keynes Council, Newcastle City Council, North Ayrshire Council, North Lanarkshire Council, North Tyneside Council, Nottingham City Council, Nuneaton and Bedworth Borough Council, Oldham Metropolitan Borough Council, Pendle Borough Council, Preston City Council, Redcar and Cleveland Borough Council, Renfrewshire Council, Rhondda Cynon Taf County Borough Council, Rochdale Metropolitan Borough Council, Rossendale Borough Council, Rotherham Metropolitan Borough Council, Royal Borough of Kingston upon Thames, Rushmoor Borough Council, Salford City Council, Sheffield City Council, Solihull Metropolitan Borough Council, South Lanarkshire Council, South Tyneside Council, Southampton City Council, Southend-on-Sea Borough Council, Stockport Metropolitan Borough Council, Stoke-on-Trent City Council, Sunderland City Council, Tameside Metropolitan Borough Council, Telford & Wrekin Council, Thanet District Council, Torbay Council, Torfaen County Borough Council, Trafford Metropolitan Borough Council, Wigan Metropolitan Borough Council
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Image 2: Recycling group for EPR payments

Round Review

As highlighted in the report, the Environment team is currently undertaking a comprehensive round review in preparation for the Borough-wide rollout of food waste collections in 2027. Since the last round review was completed in 2018, there has been significant development and growth across the Borough that has resulted in unbalanced and increasingly inefficient collection rounds. The current review is essential to ensure operational readiness and service resilience. The review is progressing well, with staff consultation due to commence shortly. Implementation of the revised round structure is anticipated for April 2026.

As part of this transition, the usual delivery of annual bin collection calendars in November has been paused. Instead, Christmas collection arrangements will be distributed to all households in November (Image 3 and 4). A new bin collection calendar will be issued in February/March 2026 to reflect the revised round structure. While the extent of changes to individual collection days is not yet known, residents will be informed in advance through targeted communications. The new calendar will cover collections through to the end of November 2026, after which deliveries of the calendars will move back to its original format.



Image 3: Christmas leaflet (front)



Image 4: Christmas leaflet (back)

It is acknowledged that there may be some disruption during this period of change. However, these adjustments are necessary to ensure the service is prepared for the introduction of food waste collections. Every effort will be made to implement the changes as smoothly as possible.

Simpler Recycling Update

By 31 March 2026, the Council will be required to collect additional recyclable materials from the kerbside, including foil, Tetra Pak cartons, and plastic pots, tubs and trays. These materials will be collected in the green-lidded recycling bin. While current regulations require paper and card to be collected separately, the Council will be completing a TEEP (Technically, Environmentally and Economically Practicable) assessment, which will enable paper and card to continue to be collected with the other dry recyclables in the green-lidded bin. Glass will remain a separate collection stream.

Communications to residents will be issued in the new year and will be aligned with the round review calendar updates. A comprehensive leaflet will be distributed, covering changes to recycling collections, the garden waste service, and any adjustments to collection days. This approach ensures that residents receive clear and coordinated messaging ahead of service changes.

Looking ahead, soft plastic film will also need to be collected by March 2027. Officer groups are currently exploring options for how best to deliver this requirement, and further updates will be provided in future reports.

Trade Waste

The Council has a statutory duty to offer trade waste collection services to businesses within the Borough. While businesses are not obliged to use the Council's service and may choose their own provider, the Council must ensure that a compliant service is available. Unlike household waste collections, trade waste

operates on a transactional basis, with businesses entering into service agreements directly.

Under current regulations, only businesses with more than nine employees are required to have access to food waste and Simpler Recycling collections. Micro-businesses (with nine or fewer employees) are currently exempt, and this group represents a significant proportion of the Council's trade waste customer base. Since April 2025, there are 50 businesses receiving food waste collections from the Council. To date they have recycled over eight tonnes of food waste.

From March 2027, all businesses, regardless of size, will be required to have food waste and Simpler Recycling arrangements in place. This does not necessarily need to be provided by the Council, but there is a requirement to offer a compliant service.

Food waste collections for trade customers are currently undertaken once per week using the glass collection vehicle as it offers a sealed body. To support future service expansion, the purchase of a dedicated food waste vehicle for trade waste has been included in the capital programme for 2026/27.

Summary

While there is still uncertainty around future revenue contributions and the conditions attached to funding streams, the Council is actively planning to ensure services are ready, resilient, and compliant. Continued engagement with residents, businesses, and other key stakeholders will be essential to delivering these changes effectively. Further updates will be provided as implementation progresses. As highlighted in this report, the Environment service will continue to work closely with the Interim Deputy Chief Executive and the Section 151 Officer regarding funding packages, particularly to address shortfalls in the delivery of food waste services.