

# A Scrutiny Review on Recycling

February 2010



**BASSETLAW**

DISTRICT COUNCIL  
NORTH NOTTINGHAMSHIRE



**Scrutiny is an Independent, Councillor-led  
Function, Working with Local People to Improve  
Services.**

## **Foreword**

The first meeting of this panel took place in September 2009 to conduct a review about recycling in Bassetlaw. It was originally included in the Work Programme as there were concerns about the changing world markets for recycling waste and the effect this could have on the demand for recyclates and income generated. The review was expanded to include the current recycling service provided by Bassetlaw District Council, performance and how we can increase the recycling rate in the district.

We all want to live in a good quality environment and we recognise that education and access to information about recycling is important to encourage our residents to recycle.

The Panel was interested in the views of young people as they seem to be aware of green issues in general. The young people who supported the Panel were enthusiastic about recycling. I would like to thank all the witnesses who attended the Panel, Policy and Scrutiny Officers and everyone that was involved in the process.

**Councillor Miss M. Stokes  
Chairman of Select Panel 1**



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# 1. Executive Summary

## 1.1 Summary of Findings

### **Recycling, Markets, Performance and Future Plans**

Bassetlaw District Council's Select Panel 1 was tasked to review Recycling by Overview and Scrutiny Committee as part of its Annual Programme of Work for 2009/10 (Appendix 1).

The task was to review Recycling, Markets, Performance and Future Plans. There was concern about recent reports that recycling markets had collapsed and this could have an impact on Council funds.

The information received from Overview and Scrutiny Committee indicated that the review should also address the wider needs of the environment and sustainability of the recycling service.

This report represents the findings of the Scrutiny Review. To achieve the objectives of the review the Panel considered the existing policy documents, The Bassetlaw Waste Management Systems Review (BWMSR), the terms and conditions of the Nottinghamshire PFI Waste Management Contract, the effect of the recession on world recycling markets, targets in the Nottinghamshire Local Area Agreement (NLAA) and the recycling performance of Bassetlaw. They also looked at comparator information about the recycling schemes that other local authorities operate.

The Panel considered the recycling facilities that were available to residents in Bassetlaw such as the Twin Bin household collection service, Bring Sites and the provision of compost bins. It also reviewed the pilot recycling projects that had been carried out by the Council for the household collection of glass and garden waste.

The Members visited the Materials Recovery Facility (MRF) in Mansfield. They looked at the publicity and educational material to raise awareness and promote recycling and the method of enforcement to reduce contamination levels.

This established the baseline for Bassetlaw.

The Panel reviewed ways to improve recycling rates in the future by looking at examples of best practice, improved communication and education, the role of the Six Weekly Bulky Waste collection service and the introduction of a household glass and garden waste collection service. The Panel also listened to the views of Young People in Bassetlaw.

The Panel have considered the evidence gathered and identified actions that could improve future recycling rates in Bassetlaw. It identified that the Council should produce a Recycling and Waste Minimisation Plan as recommended in the recent service review; increase publicity and education to raise awareness and supported the establishment of a new Recycling Advisor in Environment Services. The Panel took the unanimous view that Bassetlaw should increase its recycling rate and proposed financial investment in the service to have a free household collection service for garden waste commencing in 2012.

The review addresses the Council's current Corporate Plan 2007-2010 Priority of Clean and Green

## 1.2 Scope of the Review

The panel undertook a scoping exercise at the first meeting and the following Scope was agreed:

Proposed Scope	Proposed Action
(a) To identify a baseline of the current recycling service provided in Bassetlaw by the District Council.	Presentation on the current central government legislation and Nottinghamshire Local Area Agreement, recycling provision in Bassetlaw, collection tonnage, clarification of performance targets and what they mean for Bassetlaw, costs to provide the service and income received.
(b) To investigate ways to progress recycling in Bassetlaw including improving tonnage collected, waste minimisation and publicity.	Presentation on the draft Bassetlaw Waste Management Systems Review August 2009 which included recycling and explained where we are now and options to increase recycling in the future.  Proposed visit to the Materials Recycling Facility (MRF) Mansfield and/or similar recycling facility such as glass?

N.B. The review did not specifically look at markets as in the scoping exercise as it was identified that it is not an issue for the District Council. The terms of the Nottinghamshire PFI Waste Management Contract (Appendix 2) sets out the income that will be received by the District Councils for recyclates. The contractor (Veolia) manage the risks associated with the market fluctuations and not the Council.



### 1.3 Membership

The following Councillors were appointed to be members of Select Panel 1:

Councillor Miss M. Stokes, (Chairman)  
Councillor Mrs. V. Wanless, (Vice- Chairman)  
Councillor Mrs. V.A. Bowles,  
Councillor H. Burton,  
Councillor D. Challinor,  
Councillor F. Hart,  
Councillor J.W. Holland  
Councillors Mrs. S. Isard,  
Councillor A. Rhodes,  
Councillor J.C. Shephard,  
Councillor Mrs. A. Simpson.

## 1.4 Summary of the Recommendations

	<b>Recommendation</b>	<b>Lead Officer</b>	<b>Financial Implications</b>	<b>Delivery Timescale</b>	<b>Risks to delivery/ Officer Comment</b>
1.	<p>The Head of Revenues and Customer Services to review the action in the Customer Access Strategy reporting to IT and Access Sub Committee, to produce a Corporate Movers Pack containing useful information for new residents to Bassetlaw including recycling information.</p> <p><i>This will ensure that Recommendation 2 from the Review of Increasing Awareness and Promoting Recycling in the District February – April 2007, is fully implemented.</i></p>	Andrew Burton, Head of Revenues and Customer Services	£13,000 annually to be funded by a Service Improvement Bid from Revenue and Customer Services through 2011/12 budget setting process.	Commence April 2012	Key action will be to identify the actual number of New Moves only and not people moving within the District.

	<b>Recommendation</b>	<b>Lead Officer</b>	<b>Financial Implications</b>	<b>Delivery Timescale</b>	<b>Risks to delivery/ Officer Comment</b>
2.	That Bassetlaw District Council produce a Recycling and Waste Minimisation Plan.	Ian Roebuck, Environment Services Manager	Production of the plan itself should be deliverable within exiting resource constraints. However delivery plan will be dependant upon the Council's ultimate decision for future service provision, which will influence the associated costs of delivering the plan.	April- November 2010	The delivery on future service levels and standards and funding levels will be crucial in determining any recycling and minimisation plan for Council.  Any plans will need to be deliverable within available resources.

	<b>Recommendation</b>	<b>Lead Officer</b>	<b>Financial Implications</b>	<b>Delivery Timescale</b>	<b>Risks to delivery/ Officer Comment</b>
3.	That Environment Services introduce a free household garden waste collection service in Bassetlaw to all households commencing April 2012.	Ian Roebuck, Environment Services Manager	Based on 47,500 households participating the Capital costs for bins and 3 vehicles is £1.5 million.  Revenue costs for 3 crews and running 3 vehicles is £300,000 per year.  To be funded as a Service  Improvement Bid (to be submitted as part of 2011/12 budget setting process)	Commence April 2012	Contribution to reduced fly tipping  This new service would yield an estimated increase of 23% in the recycling rate.  Bids for 2012 will be considered December 2010.  Consideration also needs to be given for lead time to the delivery of the service - promotion of the new service will need to begin at the end of 2011 for delivery in April 2012.
4.	That the annual budget for publicity on recycling is increased to £20,000.	Ian Roebuck, Environment Services Manager	Additional £20,000 to be funded via a Service Improvement Bid and/or by stopping the 6 Weekly Collection Service.	April 2011 onwards	Dependent on the approval of the bid and final Cabinet decision regarding Six Weekly Collection Service.

	<b>Recommendation</b>	<b>Lead Officer</b>	<b>Financial Implications</b>	<b>Delivery Timescale</b>	<b>Risks to delivery/ Officer Comment</b>
5.	That promotion of recycling is included in the new Corporate Communications Strategy which will support the delivery of the Strategic Themes identified in the new Corporate Plan 2010- 2013. This should also include development of the BDC website to promote recycling.	Ian Roebuck, Environment Services Manager  Sarah Pearson, Head of Community Engagement and Performance	Subject to Head of Community Engagement and Performance Service agreeing there should be no financial implications to Environment and Housing Services.  Communications Unit to produce strategy by July 2010 to support the new Corporate Plan.  Officer time to produce - 1 week plus Management Team and Heads of Service time.  This is contained within existing staff budgets.	July 2010	Upgrade of Environment Services website to be completed June 2010. Staff need refresher training in web-site development and updating on a regular basis.

	<b>Recommendation</b>	<b>Lead Officer</b>	<b>Financial Implications</b>	<b>Delivery Timescale</b>	<b>Risks to delivery/ Officer Comment</b>
6.	<p>Support the recommendation of the Waste Management Systems Review to establish a Recycling Advisor Post in the structure review of environment services and include in the proposed job description:</p> <ul style="list-style-type: none"> <li>• to deliver targeted recycling advice to schools and hot spot areas</li> <li>• and update of relevant Environment pages on BDC website.</li> </ul>	Ian Roebuck, Environment Services Manager	As identified in the Cabinet Report, February 2010	June 2010	Revised structure in the consultation process. Director of Community Services will report back to Cabinet on completion.
7.	That support is provided to the Bassetlaw Young People's Advisor and young people in Bassetlaw to complete an art project using recycled materials as part of the Bassetlaw Arts Festival 2010.	Steve Brown, Senior Manager Support Services  Adele McCarthy, Strategic Arts Officer	Two days artist time to support project. Funding of £500 agreed through the Councils Youth Participation Budget but it is hoped to supplement this from the Bassetlaw Arts Festival budget, arts sector grants.	Complete July 2010	Risks to completion include: lack of available funding or venue, lack of support by young people in Bassetlaw.

## 2. Background

### 2.1 Current Service Delivery and Policy and Strategies operated to

#### i. East Midlands Regional Waste Strategy

It provides a strategic framework that aims to improve the current waste performance and to identify the future of waste management in the region. It sets out a number of key principles in the region including to exceed government targets for recycling and composting

#### ii. Municipal Waste Strategy for Nottinghamshire:

It was developed in the late 1990's jointly between Nottinghamshire County Council and the seven district/borough Councils. One of the aims of the strategy is to increase sustainability of waste management in Nottinghamshire by promoting waste minimisation, and increasing the re-uses, recycling and composting of waste.

It also sets out a number of key objectives for the local authorities to work towards, including:

- To stabilise (and in due course reduce) the amount of municipal waste generated in Nottinghamshire.
- To achieve the national targets for waste recycling, recovery and disposal of waste to landfill.
- To deliver an affordable and environmentally acceptable waste management service.

iii. Bassetlaw District Council Cleaner, Safer, Greener Strategy 2007-2020 available at <http://www.bassetlaw.gov.uk/PDF/Cleaner%20Safer%202007-2010.pdf>

The Strategy aims to improve the quality of life for residents in Bassetlaw and included actions to improve neighbourhoods:

Action	Outcomes	Partners	Target
Undertake a green waste/glass recycling pilot	Reduce green waste and glass taken to landfill	Communities in Bassetlaw.	% increase in Waste Composted
Increase Publicity to raise awareness of need to reduce, reuse and recycle –‘endorse’ the Councils actions	Reduce waste collected per head	Nottinghamshire County Council	1% increase in waste recycled
	Improve public satisfaction with Recycling	Parish Councils	3% reduction in next 3 years
			3% increase in satisfaction over 3 years

iv. Customer Satisfaction Surveys/District Tracker

A ‘Nottinghamshire Listens’ survey was carried out between December 2008 and January 2009 focussing upon resident’s views of waste recycling services in Nottinghamshire. The result was as follows:

	The Council Satisfaction level	County Average Satisfaction Level	Difference
The bin provided for your dry recyclables	71	86	-15

The Council scored well on overall satisfaction with the waste collection service but achieved the lowest score of all the Councils in Nottinghamshire. The survey also identified that the majority of residents were recycling regularly and mainly for environmental reasons. The survey did identify some confusion regarding what materials could be collected from the kerbside and this could be due to the Councils current communications activity.



The residents said that they would like to be informed by:

- a. Bin Calendar - 48%
- b. Leaflets - 68%
- c. Local Newspapers - 47%

The Place Survey in 2008 also asked questions about satisfaction with recycling. The results are as follows:

Local Authority	Doorstep recycling %	Local tips/household waste recycling centres %
Rushcliffe	75.3	80.2
Gedling	83.8	74.9
Broxtowe	73.5	78.4
Mansfield	62.7	66.2
Newark and Sherwood	66.0	71.0
Ashfield	73.9	71.4
Bassetlaw	<b>70.00</b>	<b>44.9</b>
East Midlands	71.3	48.2
England	69.8	71.2

v. Performance Data 2008/09

NI192 Percentage Household waste sent for Reuse, Recycling or Composting

Rushcliffe Borough Council	52.92
Nottingham City Council	32.49
Newark and Sherwood District Council	26.44
Mansfield District Council	37.33
Gedling Borough Council	35.27
Broxtowe Borough Council	40.82
Bassetlaw District Council	<b>23.34</b>
Ashfield District Council	31.70
Nottinghamshire County Council	41.59

In 2009/10 the current performance for Bassetlaw at December 2009 was a recycling rate of 22.62%.

### 3. Method of Review

The review was completed using a range of research methods including:

- Panel Meetings with witnesses
- External Visits
- Survey of young people
- Assessment of the Post Scrutiny Monitoring of a previous review carried out February - April 2007
- Benchmarking analysis with other Local Authorities, including best practice authorities.

#### 3.1 Summary of Review Meetings and External Visits

Date	Subject/ Witness	Evidence Gathered
10th September, 2009	Scoping Meeting	
23rd September, 2009	Ian Roebuck, Environment Services Manager	Presentation on Recycling in Bassetlaw
8th October, 2009	Mark Ladyman, Director of Community Services	Presentation on Bassetlaw Waste Management Systems Review
12th November, 2009	Visit to Materials Recovery Facility at Mansfield	Viewed the process for the recovery of recyclates in Nottinghamshire and visited the educational facility.
12th November, 2009	Janette Walker, Environmental Development Officer	Presentation on Waste Education and Waste Enforcement in Bassetlaw District Council
26th November, 2009	Bassetlaw Young People Advisor (Anna Broadfoot) and a Young Person to attend to discuss Recycling in Bassetlaw	How to communicate effectively
16 <sup>th</sup> December, 2009		Recommendations for Draft Final Report

Date	Subject/ Witness	Evidence Gathered
7 <sup>th</sup> January, 2010		To consider Draft Final Report

### 3.2 Visit to Nottinghamshire County Council's Material Recovery Facility (MRF), Mansfield, 12th November, 2009

A joint visit was arranged to the MRF which was opened in March 2009, for Select Panel 1, Bassetlaw Waste Management Group and Bassetlaw Local Strategic Partnership Environment Sub-Group to see how the district's recyclable household waste is dealt with. Veolia Environmental Services Nottinghamshire operate the facility as part of the Private Finance Initiative Nottinghamshire Waste Management Contract. A video of the operation can be accessed on: <http://www.veoliaenvironmentalservices.co.uk/nottinghamshire/pages/mrf.asp>

The Mansfield MRF is a state of the art facility where the dry recyclables such as plastic bottles, yoghurt pots, margarine tubs, cans, tins, paper and cardboard that all Nottinghamshire residents put into their recycling bins, are sent to be sorted. The contract does not include glass recycling and the local authorities in Nottinghamshire, including Bassetlaw, have to provide other facilities for glass. The MRF has the capacity to sort around 85,000 tonnes per annum of recyclables, which will contribute significantly towards achieving the county's aim of recycling and composting at least 52% by 2020. Currently the county rate is 41.59% and for Bassetlaw it is 23.34%. The £14m facility is now running at full capacity. The sorted and graded recyclates are sent to various reprocessors to be made into new products. The small amount of material that cannot be recycled is sent to landfill which significantly reduces the amount disposed of in this way. It is important that contamination is kept to a minimum or whole loads of rubbish may have to be rejected and go to landfill. The current accepted rate of contamination is 5% but this will reduce to 3% in April 2010.

As part of the development there is a dedicated interactive education room, which aims to teach children and adults how the MRF works. The Waste Awareness Officer works with local community groups across Nottinghamshire and wants to encourage local groups such as schools, colleges and voluntary groups to visit the facility. The aim is education and to raise the profile of recycling.

Veolia have a duty of care for ensuring that the materials are used responsibly once they leave the facility. Veolia look for manufacturers and producers for the materials that are recycled from the MRF. They do not sell to third parties, they sell directly to companies who in turn have a duty of care to use the materials responsibly. Veolia noted that problems with the recycling market because of the current economic situation had affected prices, but not the fact that manufacturers wanted the products produced by the MRF.

### 3.3 Survey Of Young People In Bassetlaw On Recycling

A survey of 24 young people was carried out in December 2009 at the Manton Christmas Fair, 17<sup>th</sup> December, 2009 and also on the BDC website. The aim of the survey was to find out how the Council should communicate with young people about recycling, what we should be recycling and suggestions on possible ways to increase recycling rates. (A copy of the survey and full report is available at Appendix 3).

#### Feedback

There were more adults aged 19-29 and fewer aged 13-19 attending. There was an interest in 'young people having a bigger voice as they are the future'. Many residents said, that it was great to see representation from the District Council and that some would be interested in being contacted for further research. For the future it may be more appropriate to talk to young people in schools, colleges and youth clubs in a structured environment to explain the questionnaire within a workshop and work through the questions with young people.

The main impression from the event is that people recycle as part of their daily lives but the hard part is to educate young people who live in a household that does not use recycling as part of everyday life. To change the way that people see recycling is a challenge but working with young people can help change views for the future. It is useful to have displays that show recycling can help you as an individual and also your environment e.g. clothes made from recycled goods, art displays.

## Summary of Responses

**Question 1: Do you use the Bassetlaw Council Website?** – 60% of people said that they were not aware that the Council had a website, but will now take a look.

**Question 2: Would you use Facebook to talk to the Council about recycling?** –100% of people said that they had Facebook and it would be a great idea to access people's views. Most people go on Facebook on a daily basis and do this when they are relaxing at home.

**Question 3: Should we visit schools to inform young people about recycling?** - Everyone said that children would benefit from the Council working with schools to help young people be aware of recycling and what they can do to help.

**Question 4: How would we deal with people who do not recycle their rubbish in the blue bin?** A popular answer was that the Council should not empty the bin, but this could lead to fly tipping. Another idea was to reward people that do recycle and name the areas where people do not recycle.

**Question 5: Do you think that the Council should collect glass?** 94% said that the Council should collect glass as people in rural areas and people without cars find it hard to get to a bottle bank.

**Question 6: How do you think that the Council could improve recycling in the district?** This question was poorly answered maybe because people were unsure about what is already in place within the district.

This is only a snapshot in time but it gives some useful information for Environment Services to build on to communicate more effectively with young people about recycling in the district.

### 3.4 **Scrutiny Panel Review of Increasing Awareness and Promoting Recycling in the District, February 2007 – April 2007**

This review completed its Post Scrutiny Monitoring process in July 2009 (Appendices 4 and 5). The final report made 10 recommendations that Cabinet considered and agreed. Members analysed the success of their implementation.

## 4. Addressing the Scope: Evidence gathered for Recommendations

### 4.1 Baseline of current recycling service

#### Waste Management

Waste Management in Bassetlaw is operated as a two tier system. Nottinghamshire County Council (NCC) are the Waste Disposal Authority (WDA) and responsible for the disposal of waste. The District Council is the Waste Collection Authority (WCA) and responsible for waste collection.

In June 2006, Nottinghamshire County Council signed a 26 year Private Finance Initiative (PFI) with Veolia Environmental Services. This allows the Nottinghamshire local authorities to gain access to new capital assets by paying to use them. Objectives of the PFI agreement include reducing the amount of waste going to landfill, meeting government performance standards and supporting the principles of the Waste Hierarchy to reduce, re-use and recycle. As part of the contract a Materials Recovery Facility (MRF) was opened in Mansfield in March 2009. This has the capacity to sort 85,000 tonnes of dry recyclates per year. The Joint Waste Partnering Agreement with all the Nottinghamshire District Councils sets out the performance targets (to reach a recycling/composting rate of 52% by 2020), waste contamination levels at the MRF (currently 5% before penalties are charged) and the amount of performance credits for each District Council from the MRF for the recycled material. The agreement has not been formally signed to date but all District Councils have agreed to adopt the collection methods and feed into the MRF. The Districts have agreed to share the Performance Credit equally which means £8.50 per tonne of waste accepted by the MRF. To date Bassetlaw has benefited with a £13,000 credit.

## Recycling in Bassetlaw

Bassetlaw introduced the Twin Bin Scheme from December 2002 to October 2004. The amount recycled rose from 3,272 tonnes in March 2003 to 10,295 tonnes in March 2009. There are 2 household Waste Recycling Centres located at Shireoaks Road Worksop and Hallcroft Road Retford. Bassetlaw has 58 Bring Sites across the District and they can be located on the Bassetlaw District Council Website using the recycle more bank locator on [www.recycle-more.co.uk](http://www.recycle-more.co.uk), it also provides details of what can be recycled. They are in a variety of locations such as Supermarkets, Railway Stations, Leisure Centres, Pubs and Village Halls to allow easy access for recycling. They all collect glass. In addition, 6 collect all recyclable materials and the others a combination of paper, cans, plastics, textiles and tetrapaks. Glass tonnage for Bassetlaw has increased by 39% from 2003-2009. The collection of textiles has been reduced due to the number of kerbside charity collections but working with the Salvation Army we have increased the textile figure by 16% over the year 2008/09.

The recycling sites at Prospect, Worksop, New Street, Retford and Harworth now collect tetrapaks. In 2008/09, 1,273 tonnes of material was collected by the Bring Sites generating £55,668 in income. Bassetlaw is working towards the Nottinghamshire Local Area Agreement (LAA) target of 25% recycling rate by 2011. This is measured using the National Indicator 192 which measures the percentage of household waste sent for re-use or recycling/composting. The Bassetlaw target for 2009/10 is 21%. The targets for all Nottinghamshire are available at Appendix 6. All the other districts in Nottinghamshire have a higher recycling rate than Bassetlaw.

## Markets

As mentioned previously at 4.12 all waste collected in the household Blue Bin is 'Contract Waste' and the responsibility for managing the risk of changes in the market price is Veolia's. It does not affect the District Council, as we are paid in accordance with the terms of the PFI agreement. There is a small risk with the Bring Sites as the Council is responsible for the disposal of this waste. Glass is the main waste stream and nationally there is not enough recycled glass available to meet demand so there should not be a problem. In 2020 glass collection will become part of the Veolia 'Contract Waste'.



## Education in Bassetlaw

Bassetlaw District Council works closely with Nottinghamshire County Council (NCC) on the Schools Waste Action Club (SWAC) to encourage schools to take part in the education programme on recycling. Currently there are 16 primary schools, 2 comprehensive schools and St. Giles School involved in Bassetlaw. Also Bassetlaw's Environmental Development Officer gives talks to community groups on recycling – approximately one per month and organises events such as the 'Green Fayre' held in Everton village in November 2009.

Working in partnership with NCC, events are held to promote recycling and waste minimisation. This includes recycling shows in schools and events in town centres such as "Love Food, Hate Waste". Bassetlaw District Council itself provides publicity on recycling services with leaflets, articles in Bassetlaw News and the recycling wheel (a tool to help householders reduce contamination in the Blue Bin).

The new MRF operated by Veolia at Mansfield has an interactive educational facility and groups are encouraged to visit to find out the facts about recycling.

## Waste Minimisation

The Local Authority has no direct influence in the amount of packing used by retailers. In line with national trends the amount of waste collected by Bassetlaw has reduced from 45,499.4 tonnes in 2005/06 to 44,092.98 in 2008/09. The Council is asked to give advice on Waste Minimisation, especially to householders who need assistance to cope with the alternate collections. The advice includes:

- Use re-usable bags
- Don't buy pre-packed goods
- Use local markets
- Home compost
- Use re-usable nappies if possible
- Stop junk mail
- Don't buy disposable items
- Use re-usable boxes for packed lunches

## Review of Increasing Awareness and Promoting Recycling in the District February – April 2007

This Scrutiny Review completed its final phase of post scrutiny monitoring in July 2009, just prior to this review starting. It became apparent at an early stage that some recommendations may not have been fully implemented and therefore Members chose to re-assess the original recommendations. The Panel wanted to ensure that any outstanding issues from the previous review that had not been progressed are dealt with as part of this review.

### **Outstanding Recommendation**

**2** Consider Including bin stickers, recycling information and location of recycling centres in the welcome pack for families moving into the District.

The welcome pack is the main outstanding issue. Bin stickers and leaflets are provided to all householders purchasing new wheeled bins and are also available on request or at promotional events. The cost of producing and distributing collection calendars is not practical at the moment as the rounds vary across the district. The service is currently renewing its collection rounds to increase efficiency and in the long term this information would be put into the Geographic Information System (GIS). This could be used to produce calendars for each round in the future.

Officers check possible funding streams as part of their daily work. Currently there is no funding available from national organisations such as WRAP for producing promotional materials.

It is recommended that delivery of a welcome pack is carried forward as an action from this review, to ensure full implementation of the recommendations from 2007.

### **Recommendation:**

The Head of Revenues and Customer Services to review the action in the Customer Access Strategy reporting to IT and Access Sub Committee, to produce a Corporate Movers Pack containing useful information for new residents to Bassetlaw including recycling information.

*This will ensure that Recommendation 2 from the Review of Increasing Awareness and Promoting Recycling in the District February – April 2007, is fully implemented.*

\*Refer to Section 4.7 below for additional information.

## 4.2 Bassetlaw Waste Management Systems Review

The BWMSR sets out the current position, has comparisons with other authorities and identifies ways to increase recycling rates, improve tonnage collected, waste minimisation and publicity. The Panel received a presentation by Mark Ladyman, Director of Community Services on the Review (Appendix 7) and Ian Roebuck, Environment Services Manager on recycling in Bassetlaw (Appendix 8).

The external review of Bassetlaw's Waste Management Services was carried out by Gordon Mackie and Associates during the summer of 2009 and was reported to Cabinet in November 2009 (Appendices 9 and 10). It reviewed:

- The efficiency of the waste collection and recycling services and compared them with 'best practice' and industry norms
- How much more recycling activities could be carried out to increase performance within existing budgets,
- Actions to increase recycling, how much these actions may cost and how they integrate into the long term plans of Nottinghamshire County Council as the Waste Disposal Authority.

The review compared Bassetlaw with three authorities with similar physical attributes or service provision; Ashfield District Council, Broxtowe Borough Council and North Norfolk District Council. Bassetlaw is classified as rural 50 district which means that 50-80% of the population live in rural settlements, which could reduce productivity and increase costs because of the distances involved. North Norfolk is a similar comparative rural authority.

Comparing the costs of the total Household Waste Collection per head of population in Bassetlaw District Council, Ashfield DC, Broxtowe BC and North Norfolk DC Bassetlaw provides very good value for money, costing £39.97 compared to £47.06 in Ashfield. This is a low figure for a rural district as North Norfolk costs £45.00 per head of population. Waste Management costs for 2008/09 show that Bassetlaw again has the lowest costs at £2.064 million compared to an average for the four districts of £2.462 million. As Bassetlaw covers a large geographical area it could be expected that the Council's service costs would be high but it has the lowest management services budget of the comparator authorities at £2,064,000. The Council provides a good value service.

In terms of the operational efficiency of the Council's Dry Recycling we provide an above average level of productivity on the collection rounds. The two comparator authorities with the higher productivity levels have increased population densities.

Authority	Number of Vehicles	Properties per Vehicle Week	Properties per Vehicle per Day
Bassetlaw	8.4	5,966	1,193
Ashfield	4	6,441	1,288
Broxtowe	4	6,073	1,209
North Norfolk	14	3,599	720
Average	7.6	5,512	1,103

When the data is compared nationally Bassetlaw achieves an average performance so we are performing well in the collection scheme.

The benchmarking exercise indicates that the waste collection and recycling service is efficient and value for money.

One of the main requirements for the WMSR was to improve the council's recycling rate to promote sustainability and the commitment to meet the targets in the LAA. As part of this they reviewed previous pilot schemes, current promotional activity and possible future options for waste not currently recycled via the Blue Bin.

The WMSR benchmarking exercise found that in terms of the dry recycling collection Bassetlaw was a little above average compared to the Ashfield, Broxtowe and North Norfolk authorities due to the way the rounds had been developed to increase productivity.

### Pilot Scheme

In April 2007, the Council launched a recycling pilot scheme to 8,000 properties. It was designed to provide additional collections of glass and garden waste. It did not use any additional containers. The collection of the green bins and blue bins continued as normal but when they were emptied the glass bottles were placed in the green bin and the garden waste in the blue bins for collection next day. A recycling box for bottles and a sack for garden waste was provided for storage.

### *Glass Collection*

During the six month trial glass collection scheme 136.666 tonnes of glass was collected. If this figure is projected across the district it could be anticipated that 1,500 tonnes could have been collected across the district in 2008/09. It would have increased the recycling rate for the district overall by 3.6% and the overall rate to 26.92%. This would meet the LAA targets.

In order to collect this additional material it would require an additional £201,500 for staff costs and vehicles. Therefore it could be considered more prudent to increase the opportunities at Bring Sites.

### *Garden Waste Collection*

During the pilot scheme which ran for 12 months, not including the Christmas period, a total of 844.98 tonnes was collected which was sent for composting. The re-introduction of a garden waste scheme could potentially increase the recycling rate by 12%. The WMSR considered two options;-

*Non Chargeable:* There would be high capital start up costs and ongoing revenue operational costs. As the service will not generate income it would increase the budget required to operate the Waste Management Service.

*Chargeable:* This would allow a service at minimum cost. Assuming a charge of £20 and a 20% uptake of the service the approximate income of £200,000 would cover the cost of a vehicle and crew. The level of charge could be varied according to the investment available in the council's budget. However, it should be noted that an additional container can be unpopular and the cost may deter take up.

### Home Composting

Organic waste that is sent to landfill does not decompose properly and produces Methane, which adds to Global Warming. By using a composter green waste can be converted to a soil conditioner for the garden. A home composter needs some management to have the correct balance of green and brown waste to produce usable compost.

Bassetlaw has a long history of supplying composters to support home composting. Since 2005/06 all the Councils in Nottinghamshire have been signposting residents to the Waste and Resources Action Programme (WRAP) to promote the use of home composting. This scheme offered subsidised compost bins in 3 sizes for residents along with technical advice and guidance. This national scheme came to an end in September 2009 and at the time the cost for a bin varied from £22 to £55 plus £5 delivery cost.

The analysis of a typical Bassetlaw bin has indicated a considerable amount of the material in the waste stream that is not collected by the Council and is biodegradable and suitable for home composting. Options available to encourage home composting include:

- to continue to promote the use of home composting.
- to operate an internal service providing residents with subsidised compost bins. This could be achieved by working with other local authorities in Nottinghamshire and purchasing compost bins in bulk at a reduced rate.

The benefit in terms of recycling rates is that the increased use of home composting will reduce waste arisings and as a result increase recycling rates.

### Food Waste

Recycling data indicates 6,328 tonnes of food waste in Bassetlaw but there are no suitable treatment facilities in the area and this is not an option at this stage. However, the increased use of home composting could reduce the amount of food waste in the bin. In January 2010 the Government's Environment Committee report on Defra's Waste Strategy for England has called on the government to set a target for the mandatory collection of food waste. They have drawn lessons from the councils already using anaerobic digestion plants.

### Communication and Waste Minimisation Campaign

The Council currently has only one officer responsible for promoting recycling opportunities in Bassetlaw. This would appear to be a limited capacity to deliver targeted education and awareness campaigns on recycling and waste minimisation. (It is proposed to submit a future report to Cabinet on a detailed recycling and waste minimisation action plan.)

## Customer Satisfaction

Bassetlaw District Council is in the process of producing its new Corporate Plan 2010 to 2013. It has identified the revised Strategic Themes, and the Performance Indicators developed by services will support their delivery. The aims of this scrutiny review support 2 Strategic Themes:-

- Regenerate the Area and Improve the Environment People Live In
- Improve Customer Satisfaction

## Performance

The Panel received information on the different schemes operated by the six Councils in Nottinghamshire and other Councils with innovative schemes or high recycling rates. Generally the collection regime of each Council depends on the local arrangements for collection of materials. (Appendices 11 and 12). There is no one single template for all Councils, for example Rushcliffe provided every household with 3 bins but does not collect glass at the kerbside; this is done at recycling sites across the district. Broxtowe however has a blue box for glass collection every 4 weeks.

In November 2009, DEFRA released the 2008/09 recycling figures for the East Midlands. The amount of rubbish recycled in the region had increased by 2.6% in the last year and the amount sent to landfill had decreased by 3.4%. The national recycling rate increased from 34% to 36.9%. In the East Midlands the highest recycling Councils were East Lindsey District Council (59.45%) and North Kesteven (55.69%); in Nottinghamshire the highest recycling Council is Rushcliffe at 52.92%. There was discussion about the measurement of NI192 and if it provides a full and accurate picture of recycling in Bassetlaw, the development process of the Corporate Plan may provide an opportunity to consider local indicators for recycling.

Bassetlaw DC in both the region and Nottinghamshire has the lowest recycling figure at 23.34%. East Lindsay is the best performing council in the region ( Information is available Appendix 13).

## Performance Data NI 192- Percentage of Waste sent to Reuse, Recycling and Composting

<b>Council</b>	<b>2007/08</b>	<b>2008/09</b>
Bassetlaw	24.47%	23.34%
Windsor and Maidenhead	32.9%	36.4%
East Lindsey	57.97%	59.4%
North Kesteven	55.9%	55.69%

### Key Methods Identified to Increase Recycling Levels

Large increases in recycling rates require additional investment but the WMSR identified:

- Communication and Education Activity
- Six Weekly Bulky Domestic Waste Refuse Collection Service - This free service is offered to villages in rural locations who do not have access to recycling sites on a 6 weekly rota. It operates a Saturday for villages that are more than seven miles from a Household Waste Recycling Centre. It covers:

Area 1: Normanton-on-Trent, High/Low Marnham, Fledborough, Ragnall, Dunham on Trent, Laneham, Darlton, East Markham

Area 2: South Leverton, North Leverton, Sturton-le-Steeple, Bole, South Wheatley, North Wheatley, Littleborough.

Area 3: West Stockwith, Misterton, Walkeringham.

Area 4: Beckingham, Saundby, Gringley-on-the-Hill, Clayworth, Wiseton, Misson.

Area 5: Tuxford, Gamston, Bothamsall, Elkesley, West Markham, Milton, Cuckney, Nether langwith, Norton, Holbeck.

Area 6: Treswell, Cottam, Rampton, Woodbeck, Stokeham, East Drayton, Upton, Headon, Askham.

In 2008/09 it collected 1,275.94 tonnes of material and cost £65,000 annually to run. It is not a statutory service. Residents in the areas not covered by the Six Weekly Collection Service, have to pay the Council to take bulky waste away, these are predominantly the urban areas of Worksop/Retford. It collects garden waste and textiles and large bulky items such as beds but not white goods such as televisions which are collected by the Council as a separate chargeable service. The Panel considered evidence about the way that the service operates. It has been noted that service can also be used illegally by people from outside the area. The amounts of domestic refuse collected by the service in Tuxford are large compared to the



number of residents. To offer a fair service to all residents it could be argued that this service could be withdrawn. The Panel raised concerns about the possibility of increased fly-tipping if the service was stopped but this was not considered to be an issue. The Panel also considered continuing the Six Weekly Collection Service but limit to garden waste only and this will also help to increase the recycling rates in Bassetlaw.

The WMSR proposed that the £65,000 to operate the service could be re-invested in education and enforcement to improve the council's recycling rate by 0.73%.

- Bring Sites - the Council can expand the number of sites it currently offers and make them more accessible to residents and also expand the range of materials which can be recycled including paper, cans, textiles and glass. It was noted that the District has the recommended number of sites – 1 per 1,000 households.
- Bulky Waste Collections - this can include working with the voluntary sector to collect large items such as beds, suites, fridges so that they can be reused. This is diverting waste back to reuse.
- Waste Arisings - decreasing waste arisings can be achieved by encouraging people not to throw things away but to find an alternative use.
- Food Waste - currently there is no treatment capacity in Nottinghamshire and the waste disposal contract does not include this facility. It requires specialist handling and the Nottinghamshire County Council PFI contract will be investing in incineration instead. The recent Government Environment Committee report also stated that councils should explain to householders the benefits of reducing waste volumes. It recommended that local authorities should be required to provide households with information on what happens to waste for recycling, and detail the costs of collection and disposal of each bin as part of a plan to deliver a low waste society.
- Home Composting
- Glass Collection Scheme - BDC does not have a household glass collection service as it is not currently part of the PFI contract, to recycle glass at the MRF. This will be introduced by 2020.
- Garden Waste Collection Scheme

## Recommendations of the Review -

The WMSR was reported to Cabinet on 3<sup>rd</sup> November 2009 and made the following recommendations:

- 1) The Waste Management Systems Review be approved.
- 2) The removal of the six-weekly bulky waste collection from April 2010 be approved in principle, subject to consultation, and a further report be brought back to Cabinet. (At the time of the completion of the scrutiny review the consultation and final decision making process was not complete).
- 3) The development of a District recycling and waste minimisation action plan be agreed, aimed at increasing participation rates and reducing the amount of waste generated within the Councils waste stream.

The panel considered these options and where appropriate made more specific recommendations as part of this scrutiny review but supported WMSR to produce a Waste Minimisation Plan.

### **Recommendation:**

Bassetlaw District Council to produce a Recycling and Waste Minimisation Plan.

## 4.3 Options to Progress Recycling in Bassetlaw by Improving Tonnage Collected

If we need to identify ways to increase recycling performance it is important to understand the composition of the waste in Bassetlaw's bins. Currently paper/card, plastic and cans are recycled but there are other materials such as glass, disposable nappies, wood, packaging, garden waste and other waste which could be looked at to reduce the residuals. The key areas to target are food waste at 6,328 tonnes, garden waste at 5,108 tonnes and glass packing at 2,141 tonnes. The County has a disposable nappy scheme and currently this amounts to 928 tonnes in Bassetlaw. Food waste cannot be recycled as there are no facilities in Nottinghamshire to deal with this waste. Garden Waste could be considered an option as other Districts run a garden waste collection service. Glass is collected at the Bring Sites provided by the Bassetlaw District

Council. Also of the recyclables that we already collect paper/card at 1,474 tonnes, specified plastics at 442 tonnes and cans at 247 tonnes are not collected in the recycling process. This is either because residents do not use the correct process which causes contamination or they are simply not aware of the services available. To increase recycling we need to encourage people to use the service correctly and have access to information.

The issue of the distance to a recycling centre was raised during the course of the review on several occasions. The Daneshill Site has closed recently and for Harworth residents it is closer to use the sites at Rossington and Springwell Lane, Doncaster which increases the recycling rates for Doncaster Metropolitan Borough Council and not Bassetlaw. The recycling sites for Bassetlaw are at Hallcroft Road, Retford and Shireoaks Road, Worksop. Travelling distance is a consideration for residents when choosing to recycle.

The Panel also considered the impact of the future proposals for an Energy Recovery Facility at Rainworth as part of the PFI programme but this will not contribute to achieving the recycling targets for the County.

### Glass Recycling

Bassetlaw has glass recycling facilities at 58 Bring Sites across the District which is collected by a private contractor and sent to local glass manufacturers including a facility in Barnsley. The company has an optical sorter which separates mixed glass (13 sites). Everything collected in the Bottle Banks counts towards Bassetlaw's recycling target. If the Council was to collect the glass themselves it would involve a capital outlay for a vehicle and all the banks costing over £100,000. Bassetlaw collects approximately 1,000 tonnes costing £7 per tonne to collect. Several Councillors viewed a DVD on glass recycling process. The Council uses its own lorry to collect at smaller sites. The Panel considered that a household glass kerbside collection service could cause problems as the glass would be left on the roadside overnight.

In Nottinghamshire there are different approaches to glass recycling. Rushcliffe and Mansfield do not have a household collection service for glass but rely on the Bring Sites; Gedling, Broxtowe and Ashfield have kerbside glass collection as does North Kesteven in Lincolnshire. Newark and Sherwood do not have a kerbside collection in all areas but in Wellow, Rufford, Edwinstowe, Kirton, Ollerton and Boughton a community kerbside collection service is operated.

As previously mentioned the Council operated a trial kerbside collection of glass bottles and jars. Based on the collection of 136.66 tonnes for 6 months over 8,000 household, if this had been extended across the district it is possible that the Council's overall recycling rate would have increased by 3.6% in 2008/09. The WMSR considered the potential for

introducing a kerbside glass collection service in Bassetlaw. The potential costs for staff, vehicles and containers of approximately £221,000 would be offset by a potential income of £19,500 – a net increase of £201,500 on the recycling budget.

The Panel considered the option of introducing glass recycling but decided on balance that it was a long term target to meet the Nottinghamshire Waste Management Contract date of 2020.

### Garden Waste

#### Option: Home Composting

The government funded scheme, managed by WRAP, to supply households with compost bins has finished but they can be purchased by residents wanting to compost, at DIY stores. Since the scheme began there have been approx 20,000 bins distributed in Bassetlaw but some support has to be provided as people need to understand how to use them, how to manage them and that they are not suitable for everyone. Home composting also does not count directly towards the recycling rate for Bassetlaw but by reducing the residual waste in refuse bins it naturally increases recycling rates.

Subsequent to the completion of the review the Waste Improvement Network (WIN) launched the new National Home Composting Framework in February 2010. BDC's Waste Group agreed in March 2010 that the Council should sign up to this Framework which provides a "totally managed" scheme for the public to purchase composters at a 30% less than the previous WRAP scheme. The Council can choose which composters they would like to offer and whether or not they would like to offer a subsidy on these prices. The contractor will provide leaflets and promotional material but there is a cost involved. WRAP will maintain support and assistance through their Waste Reduction Advisors, Helpline, Website and publicity materials.

Also as part of the Participatory Budgeting process 2010 residents were asked a question regarding a revised approach to garden waste with the option of a trial roll out of the provision of free compost bins to increase the rate of home composting in the district. The outcome of the process will be considered by Cabinet in February 2010 as part of the annual budget discussions.

## Option: Garden Waste Collection Scheme

If the District Council collects garden waste it counts towards the recycling target for the district. The Council piloted a household garden waste collection service in 2007/08 but it was not continued. The scheme generated 847.48 tonnes from the 8,000 properties in the pilot and contributed an additional 2.08% to the Council's overall recycling rate 2007/08. Bassetlaw used a farm facility at Anston for the recycling of the green waste which produced a soil conditioner. As part of the PFI there will be the development of a new compost facility in central Nottinghamshire as well as existing sites to handle green waste. If the Council was to introduce a green waste collection service there would need to be discussions with Nottinghamshire County Council about the disposal point for Bassetlaw's waste because of the distance to the new facility. The collection of green waste will not generate additional income for the Council only an increase in recycling rates.

There are many approaches to this and other local authorities such as North Kesteven encourage home composting. The District Council could progress this option in two ways:-

- **Chargeable Service.**

One suggestion that the Panel considered is to provide a fortnightly chargeable garden waste collection service. This would involve capital and revenue expenditure. It is proposed to have a phased roll out. The service could be introduced in the two main urban areas of Retford and Worksop (approximately 31,000 households) initially and then into the rural areas. To provide the vehicle to collect the garden waste and the bins would require approximately £256,000 and £98,000 annually for crew and operational costs. The service would operate March to November with a subscription cost of £20 per household. It would need 4,550 households to subscribe to break even and by starting in the urban areas this is considered achievable. There are examples of other councils operating a chargeable service – Ashfield charge £20 for a fortnightly collection scheme operating March to November; Broxtowe operate a scheme for a payment of £25; Gedling has a monthly collection January to March and fortnightly April to December for a charge of £18 a year.

- **Free Service**

The other option considered was a free service which would generate bigger tonnages and increase recycling rates for the Council. It had previously operated a free trial garden waste collection service which had used existing bins. If residents wanted they could purchase an additional bin at £20 which was refunded when the trial ended. Of the 8,000 on the trial 400 paid for the bin. It is estimated to fund a free service across the district it would require a capital cost for the bins and 3 vehicles to operate the service of £1.5 million and the revenue running costs of 3 crews and 3 vehicles at £300,000 each

year. Rushcliffe Borough Council has a recycling rate of 56% - the highest in Nottinghamshire and has a free service but spends £500,000 more to provide the service.

There was considerable discussion about the two options as the Panel tried to balance the increased cost of the service with the benefits of increased recycling. It was argued that there may be reduced costs for fly tipping if residents could have access to a free service and it was not equitable for people to pay for the service in addition to Council Tax. Eventually the Panel decided on the option of free service to all households. The Panel had a vote and the decision was unanimous as it would increase the recycling rate for Bassetlaw by an estimated 23%. Currently Bassetlaw has to increase its recycling rate to 25% to meet its targets as part of the LAA in 2012/13 and the Panel considered that as the chargeable service would only provide a small increase in recycling of 2.5% it should support the free service. The Panel recognises the recommendations of the WMSR to consider a chargeable service but supported the additional financial investment of a free service and with it the additional increase in recycling rates for Bassetlaw. It will not generate income through the PFI contract.

The costings are based on a 47,500 household participation. It does not include all the households in Bassetlaw, currently 49,677, as flats and houses with no garden will not be in the scheme. There was a discussion about possible sources of finance to fund proposal. The Panel recognised that the recommendations of a scrutiny review have to be financially robust and need to identify the source of the funding to implement the free service. Currently there are only small grants available and other funding is tied into the Nottinghamshire LAA. Following consultation and approval by the council of the proposal to end the Six Weekly Bulky Domestic Collection Service the savings could be used to offset the cost of the free service provision. It was agreed that Bassetlaw District Council, Environment Services, should secure the funding via a Service Improvement Bid.

**Recommendation:**

That Environment Services introduce a free household garden waste collection service in Bassetlaw to all households commencing April 2012.

#### 4.4 Publicity

Examples of the recycling information in Bassetlaw was presented:

- Recycling Wheel
- Bargain Compost Bins(no longer available)
- All you Need to Know about your Blue Bin
- Are You Bin Smart? The Bin Smart leaflet was given to every District Council in Nottinghamshire and was advised by the information that was gathered by a MORI survey as a result it told people what they wanted to know about the introduction of the household collection scheme. This was funded as a partnership approach by Nottinghamshire County Council - £100,000, Veolia - £15,000 and each district/borough council contributed £5,000 each.

North Kesteven Council is one of the best recycling authorities in the East Midlands. Each year every household receives a calendar of collection dates delivered by Royal Mail. Each collection route is kept on a database so that the calendar is specific to that route. The Council spends approximately £21,500 on publicity and also has two Waste Minimisation Officers. More information is available on <http://www.n-kesteven.gov.uk/section.asp?docId=807>. Newark and Sherwood District Council provide a similar recycling service to Bassetlaw but have a 2-3% higher recycling rate. The Council spends more on publicity and householders receive four newsletters per year. It should be noted that under the terms of the PFI contract if Bassetlaw increases the recycling rate we will only receive a small increase in income as a result.

The Panel considered that there should be a positive approach to encourage residents to recycle. The Panel had received information about the pilot RecycleBank scheme operated by Royal Windsor and Maidenhead which gave residents credits for the amount that they individually recycled to be used at local retailers. Since the scheme had been introduced there had been a 25-30% increase on previous collection rates. This involved considerable capital outlay in equipment and the evaluation of the scheme will be available in Spring 2010. There has to be a balance between cost and efficiency. More information is available on [http://www.rbwm.gov.uk/web/wm\\_recycling.htm](http://www.rbwm.gov.uk/web/wm_recycling.htm)

Bassetlaw has an enforcement policy if people are contaminating their recycling bins but does not issue fixed penalty tickets like many other local authorities. Bassetlaw uses persuasion and 'the three and strikes and you are out letters' plus a leaflet explaining what can be placed in each bin. This has been operating since 2005 (Information Pack available at Appendix 13). Residents are given three chances to stop contaminating their bins before the final sanction of having their blue bin removed. Only 14 bins have been removed to date as the first letter is usually effective. There may be a need for increased

enforcement to reduce the contamination levels of materials that are sent to the MRF for recycling. The MRF facility monitors the contamination rates of recyclates by district. A snapshot of materials that were provided by Bassetlaw on the 10th June, 2009 showed a contamination rate of 2.6% which is below the target of 5% but this is only a snapshot on any one day. The target for 2010 will be 3%. It was recognised that the enforcement policy could be further publicised to reduce contamination and increase participation in recycling.

The Panel considered the introduction of an award scheme for local communities that work together to promote recycling and waste minimisation in an innovative way. This could be introduced first in hotspot areas for low recycling rates and/or areas of high contamination rates as an incentive to involve all members of the community. This idea could be developed by the proposed Recycling Advisor Post or work with existing officers in Environment Services. The final consideration was that the scheme would be difficult to implement practically. However Councillors could use their £1,000 Councillor's Community Grant to fund local recycling initiatives.

The WMSR report stated that Bassetlaw had a lack of capacity to promote education and awareness of recycling and by recommending an increase in the publicity budget the Panel would support the findings of the WMSR. It is recommended Environment Services secure this funding via a Service Improvement Bid.

**Recommendation:**

That the annual budget for publicity on recycling is increased to £20,000.

#### 4.5 Communications /Education

Currently Bassetlaw District Council does not have a Communications Strategy for publicity/advertising for recycling due to limited resources. The recent WMSR identified spending in other local authorities such as Ashfield which has a budget of £25,000 and has improved its recycling rate. North Norfolk, which was also used as a comparative area for Bassetlaw, has a budget of £34,700. It covers the same geographical area but serves less people. The Panel received a presentation and a information pack on the role of Environment Development Officers (Appendix 14 and 15). The budget for Bassetlaw is £14,200 and approximately £6,000 is used each year to advertise the changes to the Christmas Collection service.



<b>Local Authority</b>	<b>Budget £000</b>	<b>Covers which services</b>	<b>What do each council produce</b>
Ashfield	25,000+	Waste and recycling	Welcome packs and many varied leaflets outlining services.
Bassetlaw	14,200	Waste and recycling	Advertisements re Christmas collections and a leaflet drop plus ad hoc adverts in press, contamination stickers and new bin stickers.
Broxtowe	18,950+	Recycling	2 leaflets with calendars, welcome packs
North Norfolk	34,715	Waste and recycling inc trade Waste	2 leaflets per year plus any County-wide work and promotional material for events as well as the Trade Waste advertising. It is also funding a doorstep programme in areas where recycling participation/quality is at a low level.

Environment Services use Bassetlaw News but it does not have a programmed approach to re-enforce messages about recycling and depends on the availability of the budget. There was a 'cut out and keep' in the January 2010 issue. The Panel suggests that there could be a regular environmental issues item in Bassetlaw News which could possibly be sponsored by other organisations such as Veolia. They also felt that if the householders were made aware of the process at the MRF they could be encouraged to recycle. A centre spread in the Bassetlaw News could show how the MRF works to disprove the idea that it all goes to landfill sites.

There are also other themes that need promoting such as waste minimisation and support for the Nottinghamshire County Council Real Nappy Campaign.

As previously identified Bassetlaw District Council is in the process of producing a new Corporate Communications Strategy which will support the delivery of the Strategic Themes identified in the new Corporate Plan 2010 to 2013. The recycling messages can be included in the Regenerate the Area and Improve the Environment People Live In Theme. The Panel wants to adopt a positive approach and inform residents when the recycling targets have been achieved.

The BDC website will be a useful tool to provide information to residents and the recycling web pages need to be updated and refreshed.

### **Recommendation:**

That promotion of recycling is included in the new Corporate Communications Strategy which will support the delivery of the Strategic Themes identified in the new Corporate Plan 2010- 2013. This should also include development of the BDC website to promote recycling.

#### **4.6 Recycling Advisor Post**

Throughout the review the importance of education and information about recycling has been continually stated. This was also reinforced by the visit to the MRF and its educational facilities.

A revised structure for Environment Services was reported to Cabinet in February 2010 and is currently at the consultation stage. It includes an additional Recycling Advisor Post to support the work of the Environment Development Officer who also works in conservation. It is proposed that the new post will have an advisory/educational role and work in the community to encourage residents to recycle. The existing Environmental Development Officer works to promote recycling and green messages but has limited capacity. She visits schools, talks to Parish Councils, Community Groups and is working with Brownies and Scouts groups to obtain their environmental badges. She has worked with the Sustainability Officer to promote recycling and attends events such as the Green Fayre in Everton in November 2009. Also schools themselves can play a role in recycling. Every school in Bassetlaw can have three recycling bins, which are emptied every other week - the same pattern as for residents. It is mainly Primary Schools that have taken up this initiative and we need to encourage more Secondary Schools to do this.

The Panel has identified that education is key to promoting the recycling message which will eventually lead to an increase in recycling rates in Bassetlaw. This new post could work in the schools in areas with hotspots of recycling contamination or low recycling rates. The Panel supports dealing with the problems of recycling but have a more proactive approach to reduce waste. It is the first time that the Council has had a dedicated post for recycling and shows the commitment to improving recycling rates. It was proposed to target hotspots such as Manton, Harworth, Gateford and Carlton. Recycling in the villages is more effective. Another key way to communicate is to have up to date information available on the BDC website and it is proposed that this post have responsibility for web information.

The Panel considered the role of this post to reduce contamination of the Blue Bins and increase recycling rates. Some local authorities such as Ashfield District Council have an Enforcement Officer who can issue Fixed Penalty Notices for persistent offenders. Ashfield operates a similar system to Bassetlaw with a 4 strikes and out policy. Bins are checked randomly for contamination and if it is found a letter is sent to the household. The bin is monitored and if further contamination is found another letter is sent. The Enforcement Officer also makes a visit to the house if contamination is found for a third time to give advice. This usually works and the contamination stops but if it is found for a fourth time a final warning letter is issued and a mobile exhibition van goes out to provide education on recycling before the recycling bin is removed. The Council has only issued 1 Fixed Penalty Notice. The Panel considered the general role of enforcement by BDC and encourages the Council to take appropriate action and carry out more prosecutions and publicise the outcomes if this is necessary.

The Panel agreed that the proposed Recycling Advisor Post should have an advisory/educational role.

**Recommendation:**

Support the recommendation of the Waste Management Systems Review to establish a Recycling Advisor Post in the structure review of Environment Services and include in the proposed job description:

- to deliver targeted recycling advice to schools and hot spot areas
- and update of relevant Environmental pages on BDC website.

#### 4.7 Movers Pack

The Panel received a copy of the Movers Pack produced by Broxtowe Borough Council which is given to new residents and gives them all the information they need to know about recycling. In 2006, the Council paid £1,450 for 5,000 folders and added information leaflets as required which is an additional cost. This is similar to the current Bassetlaw proposal which was identified in the previous Scrutiny Review on Recycling. Full costings for the entire folder will depend on the agreed content as all the leaflets would need to be paid for separately. The Customer Services Manager, Customer Services had produced a 'mock up' of a possible Movers Pack. The Panel concluded that the information included in the pack needs to be agreed corporately and Customer Services will need a mechanism to ensure that the information is kept up to date. It had cost approximately £2.65 to put together in the existing Bassetlaw wallets but the cost will vary with the information supplied. Council Tax are currently looking into the feasibility of using the Council Tax data to identify the number of "movers" within Bassetlaw. Currently there is only an estimated figure of the potential number of movers and this could be up to 5,000 over a 12 month period. A more accurate figure is needed to identify the finance needed corporately to produce and distribute the pack. Recent advice has been that the Council does not have the staff or financial resources to fund a Pack. Assuming 5,000 movers a year in Bassetlaw the cost to provide a service would be approximately £13,000. Currently there is no budget available and it would have to be funded as a Service Improvement Bid.

The production of a Welcome Pack, in conjunction with other agencies, is an action in the Bassetlaw Customer Access Strategy 2007, which is monitored, by the IT and Access Sub Committee.

The Panel agreed that it should be referred back to the Head of Revenues and Customer Services to progress.

#### **Recommendation:**

The Head of Revenues and Customer Services to review the action in the Customer Access Strategy reporting to IT and Access Sub Committee, to produce a Corporate Movers Pack containing useful information for new residents to Bassetlaw including recycling information.

## 4.8 Involvement of Young People

The Panel identified that communication and education were key to promoting the recycling message and the views of young people on our approach are important. The Bassetlaw Young Peoples Advisor and a young person attended a meeting to assist the Panel in this process. Generally young people are aware of the importance of recycling and green issues. Key points to involve young people included:

- Use methods of communication that young people access such as websites, Facebook and not leaflets which tend to be discarded. Councillor C. Wanless, the Young People's Member Champion, is working with the Advisor on a Facebook page for Bassetlaw District Council to include interactive puzzles, games with information to encourage young people to learn the facts.
- Use Freebies with messages and young people will read the information.
- Show examples of goods made from recycled materials such as fleeces and publicise the MRF as people often do not believe that rubbish is recycled.
- Go out into the community to promote recycling in schools, youth clubs, local voluntary groups and take a stall in the local markets.
- Use encouraging messages.
- Informed young people will discuss recycling facts with their parents and so information flow will be increased in all the community.
- Ask them what they want to know about recycling (see Survey results below).
- Involve young people directly. One suggestion is to produce a DVD about recycling, using local schools which can support the school curriculum. Secondary schools such as Portland and Valley Schools have IT equipment which could be used to make the DVD. It could be a learning project with pupils to improve IT skills. There could be a competition for all schools in the District to produce a DVD. This idea could be taken forward by the proposed Recycling Advisor post.
- Use art to inform about recycled materials. The Advisor suggested a project to involve young people in producing a piece of art using recycled materials. It could link in to the annual Bassetlaw Arts Festival held each summer. There are options for funding a project including the District and County Councillors Community Grant, Manton Community Alliance and national funding such as WRAP and DEFRA. It was proposed that Bassetlaw's Strategic Arts Officer should assist the development of the recycled materials art project and explore possible sources of funding.

### Survey of Young People about Recycling in Bassetlaw

As mentioned at 3.3 above, the survey results, although only a small sample, provided useful feedback for the review. It identified that we do need to promote access to Bassetlaw's website as a source of information. However for young people Facebook or similar social network sites are the place to communicate with young people. Also people were unclear about the recycling opportunities in the district and this reinforces the reviews recommendations to promote and educate.

There appeared to be support for household glass recycling as people in rural areas and without cars many have difficulties accessing recycling centres. It is a target of the council in the long term.

The young people suggested rewarding people for recycling. The Panel had also considered this as an option. The young people recognised the need for enforcement and with a policy of not emptying bins for people who did not recycle, but did recognise it could lead to increased fly tipping.

This is a useful starting point for communication with young people and could be followed up with further workshops in schools, colleges and youth clubs.

#### **Recommendation:**

That support is provided to the Bassetlaw Young People's Advisor and young people in Bassetlaw to complete an art project using recycled materials as part of the Bassetlaw Arts Festival 2010.

## 5. Conclusion

The Panel looked at the recycling options in Bassetlaw to establish its baseline of service provision. According to the Bassetlaw Waste Management Systems Review benchmarking exercise, the Council provides an average performance for recycling and that the service as a whole is efficient and value for money. The review identified that fluctuations in the recyclates market are managed as part of the Nottinghamshire Waste Management Contract. It looked at the requirement to reach the agreed targets within the Nottinghamshire LAA and considered how other local authorities are working to achieve higher recycling rates. It appears that there is no one single scheme that can be applied across all Councils and each Council responds to local needs and arrangements.

During the period of the review the Panel received feedback from the WMSR and noted its recommendations which highlighted the importance of education and awareness raising and looked at the future plans to improve recycling in the district.

The Select Panel concluded that in order for the recycling rate in Bassetlaw to increase there needed to be: -

- A Recycling and Waste Minimisation Plan
- Increased focus on education and awareness - to promote positive messages about recycling and the environment
- Investment in the recycling service to increase the range of materials collected for recycling such as the introduction of a household garden waste collection service

Subsequent to the review, in the 2010/11 budget process, Environment Services were successful in their Service Improvement Bid of £40,000 to supply flats/flatlets with Otto Eco Boxes which will provide recycling facilities in these areas. The trial will begin in Retford by the end of April.

The Panel were also delighted that following on from a participatory budgeting exercise that Cabinet have agreed to the Bassetlaw residents recommendation to invest in recycling. The February Cabinet meeting confirmed the additional investment of £200,000 in recycling, including the provision of composting bins to residents. Whilst not entirely in step with the Panel's view to develop and implement a free district wide garden waste collection service, this was recognised as a positive step.

## 6. Appendices

This includes information that was considered by the Review and is available on request from the Policy and Scrutiny Unit, Community Engagement and Performance Service, Potter Street, Worksop, Nottinghamshire, S80 2AH or online on the Bassetlaw District Council website.

Appendix	Title
1	BDC Overview and Scrutiny Committee June 25th 2009 - Work Programme 2009/10 available on <a href="http://www.bassetlaw.gov.uk">www.bassetlaw.gov.uk</a>
2	Nottinghamshire PFI Waste Management Contract <a href="http://www.nottinghamshire.gov.uk/home/environment/recycling/pfiwaste/veolia.htm">http://www.nottinghamshire.gov.uk/home/environment/recycling/pfiwaste/veolia.htm</a>
3	Recycling Survey of Young People in Bassetlaw and analysis of results- Manton Christmas Fair December 2009
4	Overview and Scrutiny Committee Monitoring Report- July 2009
5	Scrutiny Review of Increasing Awareness and Promoting Recycling in the District July 2007
6	LAA Targets in Nottinghamshire <a href="http://www.nottinghamshirepartnership.org.uk/index/howarewedoing/">http://www.nottinghamshirepartnership.org.uk/index/howarewedoing/</a>
7	Presentation on the WMSR by Mark Ladyman, Director of Community Services
8	Waste Management in Bassetlaw Presentation by Ian Roebuck, Environment Services Manager
9	Review of Waste Management Systems in Bassetlaw 2009
10	Cabinet Report November 2009 - Waste Management Review - <a href="http://www.bassetlaw.gov.uk/PDF/CB031109.non.pdf">http://www.bassetlaw.gov.uk/PDF/CB031109.non.pdf</a>



Appendix	Title
11	List of all Local Authority Websites used to provide comparator information on recycling: <a href="http://www.ashfield-dc.gov.uk/ccm/navigation/environment/waste-management">http://www.ashfield-dc.gov.uk/ccm/navigation/environment/waste-management</a> <a href="http://www.broxtowe.gov.uk/index.aspx?articleid=1335">http://www.broxtowe.gov.uk/index.aspx?articleid=1335</a> <a href="http://www.gedling.gov.uk/ds-refusecollection.htm">http://www.gedling.gov.uk/ds-refusecollection.htm</a> <a href="http://www.mansfield.gov.uk/index.aspx?articleid=653">http://www.mansfield.gov.uk/index.aspx?articleid=653</a> <a href="http://www.newark-sherwooddc.gov.uk/pp/service/detail.asp?mode=2&amp;id=1567">http://www.newark-sherwooddc.gov.uk/pp/service/detail.asp?mode=2&amp;id=1567</a> <a href="http://www.rushcliffe.gov.uk/recycling2go">http://www.rushcliffe.gov.uk/recycling2go</a> <a href="http://www.e-lindsey.gov.uk/recycle/">http://www.e-lindsey.gov.uk/recycle/</a> <a href="http://www.n-kesteven.gov.uk/section.asp?docId=807">http://www.n-kesteven.gov.uk/section.asp?docId=807</a> <a href="http://www.rbwm.gov.uk/web/wm_recycling.htm">http://www.rbwm.gov.uk/web/wm_recycling.htm</a>
12	Briefing Note on Methods of Recycling in Other Councils - 16th December, 2009
13	Defra (East Midlands) Local Authority Recycling Rates 2008/09
14	Information Pack provided by Janette Walker, Environmental Development Officer, BDC
15.	Waste Education and Waste Enforcement in Bassetlaw - Presentation by Janette Walker, Environmental Development Officer, BDC

Appendix	Title
16.	<p data-bbox="356 220 786 252">ADDITIONAL INFORMATION</p> <p data-bbox="356 296 1008 328">Supporting information received by the Panel:</p> <ol data-bbox="405 368 1973 1174" style="list-style-type: none"> <li>1. DEFRA – Launch New Waste Campaign – Reduce, Reuse Recycle- October 2009 – <a href="http://www.defra.gov.uk/news/2009/091029c.htm">http://www.defra.gov.uk/news/2009/091029c.htm</a></li> <li>2. Bassetlaw Recycling Wheel, Compost Bins, Are you Bin Smart</li> <li>3. Briefing Note 12<sup>th</sup> November 2009</li> <li>4. Broxtowe Movers Pack</li> <li>5. Cost of Waste and Recycling in Bassetlaw</li> <li>6. Defra Press Release – 5<sup>th</sup> November 2009</li> <li>7. DVD Glass Recycling</li> <li>8. Environment and Housing Performance Indicators 2007/08 and 2008/09</li> <li>9. Information A5 Recycling Folders</li> <li>10. Information on Six Weekly Collection Service – <a href="http://www.bassetlaw.gov.uk/services/environment_housing/waste_recycling/Saturday_bulky_item_collection.aspx">http://www.bassetlaw.gov.uk/services/environment_housing/waste_recycling/Saturday bulky item collection.aspx</a></li> <li>11. January 2010 – Local Government News – LocalGov.co.uk</li> <li>12. LGIU Briefing Waste Management Strategy 2009</li> <li>13. MRF Website – <a href="http://www.veoliaenvironmentalservices.co.uk/nottinghamshire/pages/mrf.asp">http://www.veoliaenvironmentalservices.co.uk/nottinghamshire/pages/mrf.asp</a> <a href="mailto:amy.roberts@veolia.co.uk">amy.roberts@veolia.co.uk</a></li> <li>14. Nottingham Evening Post Article – 6<sup>th</sup> November 2009</li> <li>15. Retford Times Newspaper November 2009 – Online Survey on Recycling Rates in Bassetlaw</li> <li>16. Waste Composition Analysis Bassetlaw</li> <li>17. Worcester City Council Case Study</li> <li>18. WRAP – The Waste Collection Commitment</li> </ol>





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