

**Overview & Scrutiny Committee**  
**8<sup>th</sup> February 2023**

**A Draft Municipal Resources and Waste Strategy for Nottingham**

**Report of the Head of District Heating and Waste Strategy**

**1 Purpose**

- 1.1 To report the outcome of the public consultation on the Council's draft Municipal Waste and Resources Strategy and respond to the recommendations presented by the Committee following its meeting of 9<sup>th</sup> November 2022.

**2 Action required**

- 2.1 Following its meeting of 9<sup>th</sup> November 2022, the Committee presented the following recommendations for consideration in development of the Municipal Resources and Waste Strategy:
- (1) That every effort is made to ensure that the consultation findings are representative of all communities across the City and that additional effort is made to engage with those who are often under-represented in consultation responses but who will be affected by the changes;
  - (2) Take into account the following comments in response to the consultation:
    - a) changes to waste collection must be accompanied by education and communication to residents and partners, and there needs to be sufficient resources allocated to this;
    - b) the Council should take opportunities to communicate to Government that less efficient local authorities do not require lower levels of funding and, in some cases, the opposite may be the case;
    - c) smaller residual waste bins are not necessarily desirable and could have unintended consequences such as an increase in contamination;
    - d) thorough consideration must be given to the needs of all the different communities who live in the City so that there is a waste collection system(s) that works for everyone, including transient populations, people living in flats, people with disabilities or mobility issues etc. This consideration should be informed by learning from the pilot sites;
    - e) consideration should be given to penalties for residents who persistently do not engage in the waste collection arrangements
  - (3) That information on the findings of the pilot studies is provided to the Committee;

- (4) To consider the draft Municipal Resources and Waste Strategy, along with outcomes from the consultation, at a future meeting prior to its approval by Executive Board
- 2.2 The public consultation exercise was undertaken between 19<sup>th</sup> October and 14<sup>th</sup> December 2022 and resulted in 3,646 written responses in total.
- 2.3 The report highlights some key trends emerging from the analysis of these responses and addresses the recommendations of the Committee.

### **3 Consultation Results**

- 3.1 The draft Strategy was presented to Committee in November and identified the following principles which will influence its subsequent development to final draft:
- It must be compatible with national programmes and obligations designed to enhance sustainable waste management and improve recycling;
  - It must be timely and affordable to the Council in its implementation; and
  - It must be delivered to a service standard which is acceptable to all service users.
- 3.2 It was made clear that the Strategy was the first step in service transformation to achieve these principles. The specific objectives and ambitions set out in the draft Strategy were strongly supported. Consultation responses show that 72% of responders supported the vision set out, realising a strong mandate for change, based on the objectives, ambitions and policy choices set out.
- 3.3 Changes to service delivery require service users to be better educated on how to successfully participate in the new arrangements and the Council must retain the ability to enforce a set of required behaviours for the collection system to work at suitable levels of efficiency and value for money. If service users are appropriately engaged and informed with behavioural expectations clearly set out, then service transformation can succeed. However, success requires both the service user and the service provider to work together to deliver the objectives defined in the strategy. The Committee recommendation to ensure that changes to waste collection must be accompanied by education and communication to residents and partners, and there needs to be sufficient resources allocated to this is therefore strongly supported in developing the final Strategy.
- 3.4 With regards to the changes required to waste collection services operated across the city, preferences were evenly split between weekly multi-stream collections of recyclables (37%) and fortnightly twin-stream collections of recyclables (38%), with 25% expressing no or other

preferences. More interestingly, the preferred choice of collection arrangement cannot be correlated with responders housing type, with as many occupants, by proportion, of terraced houses supporting multi-stream collections as those occupying semi-detached or detached houses. Similarly, as many responders in larger houses supported Twin-stream as those occupying terraced houses in the city. This strongly indicates that the storage of recyclables between collections which is often perceived as a barrier to managing waste in the home, is not a limiting factor affecting the preferred choice of collection arrangement.

- 3.5 The introduction of weekly food waste collections was overwhelmingly supported with xx% responding that they foresaw no barriers to participating in this arrangement. The food waste pilots are due to start in February and this will provide invaluable feedback to inform the most appropriate way to roll-out this service across the city. The request from the Committee that information on the findings of the pilot studies is provided to the Committee will be met when results are available.
- 3.6 The consultation response to whether households could manage with a smaller residual / general waste bin in the context that a weekly food waste and new recycling system were implanted shows that 67% felt that they could, albeit 22% of responders had some reservations. The Committee stated in its November recommendations that smaller residual waste bins are not necessarily desirable and could have unintended consequences such as an increase in contamination. Evidence supports the fact that delivering improved recycling performance requires waste policies to be adopted which are designed to discourage the presentation of residual waste which could be recycled instead, and smaller residual bin capacity is an effective control that the Council should consider. The Committee also recommended that consideration should be given to penalties for residents who persistently do not engage in the waste collection arrangements, and solutions can only be developed by increasing the inconvenience to individuals of not recycling waste appropriately. Consultation results show a clear correlation between the number of occupants per household and confidence in being able to manage with a smaller bin. It is only where 6 or more people live in a house that less than half the responders felt they would not be able to cope. This is an encouraging signal that restricting residual waste could form part of the solution to adopting more sustainable waste practices within most households in the city.
- 3.7 The Committee also recommended that thorough consideration must be given to the needs of all the different communities who live in the City so that there is a waste collection system(s) that works for everyone, including transient populations, people living in flats, people with disabilities or mobility issues etc. This consideration should be informed by learning from the pilot sites. Our consultation strategy explored a number of communication channels to engage all service users and the final Strategy will recognise that there is not a “one size fits all” solution to providing waste collection services. Bespoke solutions and effective

engagement plans will need to be developed at the very least, to ensure the statutory minimum requirements of the Council as a Waste Collection Authority can be delivered, and this requires accessible food waste and recyclable collections for a specified range of recyclable materials to all. Actual implementation will develop over a number of years and learning from pilots and understanding national best practice will form part of the creation of more detailed and community specific action plans for delivery. The Final strategy should be considered therefore as a blueprint for city waste management, setting out broad principles and objectives to be complemented by more detailed business cases and plans to roll-out services to meet the specific needs of the communities we serve, as resource allows.

- 3.8 The draft Strategy was deliberately neutral on the future collection model for the City. The results of the consultation confirm that the different collection options presented have merit. The Final Strategy will therefore enable further research, consultation and detail to be developed before determining preferred solutions for specific communities regarding the type of collection arrangements to introduce, complemented by targeted education and resource to facilitate each transformation.
- 3.9 Funding arrangements available to support the transition will be a key consideration in terms of the speed at which service transformation could be delivered. The Strategy is a long-term statement of intent, taking several years to successfully implement and will be subject to consistent review. The Committee recommended that the Council should take opportunities to communicate to Government that less efficient local authorities do not require lower levels of funding and, in some cases, the opposite may be the case. New burden funding arrangements are yet to be determined by government and the Council will continue to consult with DEFRA in respect of its proposals and the impact on Nottingham's position. The Council has shared its forecasts of the likely cost of the new obligations required by the Environment Act 2021 with respect to waste management and feeds into local government organisations (LARAC and NAWDO) who represent Council interests.
- 3.10 The Committee recommended that every effort is made to ensure that the consultation findings are representative of all communities across the City and that additional effort is made to engage with those who are often under-represented in consultation responses but who will be affected by the changes.
- 3.11 The results of the consultation exercise demonstrate there is more work to done. Analysis shows that the majority of responders were within the 35 to 65-year age group, and the under 24-year response was poor. This correlates with a very poor response from occupants of flats or HMOs, inhabited mostly by young adults. The Committee already recognises these housing types to be in need of specific focus in designing improved collection services and particular attention will be paid to this cohort in the final Strategy.

- 3.12 It also appears that there may be a correlation between socio-economic deprivation and response rate, but further analysis is required, specifically to analyse whether housing type and post-code data reveals a correlation.
- 3.13 In relation to ethnicity, there is an under-representation of Black and Ethnic Minorities amongst responders, despite a specific campaign to target these and other communities with protected characteristics. Communication took place with a number of groups including the Disability Awareness Group, Age UK, Nottingham Muslim Women's Network, Nottingham Inter-Faith Council, Renewal Trust, both universities and Nottingham Citizens networks, in addition to targeting Nottingham Renters, and seeking additional support from the Council's Equality and Diversity team and corporate Engagement team to reach out to appropriate networks.
- 3.14 It is clear that there is more consultation required to reach these groups, without which developing detailed plans for transforming services at a ward based or community level will prove more challenging. The information available from the consultation will inform the final Strategy, but for specific areas of the city, development of bespoke plans at the next stage of delivery need to be prepared over the next few years as resource and time permits to deliver the improvements to service identified. In developing these actions, more communication and consultation with the communities and households directly impacted will be required to be undertaken.

#### **4 List of attached information**

- 4.1 Municipal Resource and Waste Strategy Consultation Report (to follow)

#### **5 Background papers, other than published works or those disclosing exempt or confidential information**

- 5.1 [Our Waste, Our Resources: A Strategy for England](#)

#### **6 Published documents referred to in compiling this report**

- 6.1 [Environment Act 2021](#)

#### **7 Wards affected**

- 7.1 All

#### **8 Contact information**

- 8.1 Antony Greener, Head of District Heating and Waste Strategy.  
[antony.greener@nottinghamcity.gov.uk](mailto:antony.greener@nottinghamcity.gov.uk)