

North East Derbyshire District Council

Cabinet

11 September 2025

Simpler Recycling

Report of the Portfolio Holder for Environment and Place – Cllr S Pickering

Classification: This report is public

Report By: Joy Redfern – Assistant Director Streetscene

Contact Officer: Joy Redfern

PURPOSE / SUMMARY

To inform and determine the approved option for introducing Simpler Recycling

RECOMMENDATIONS

1. Note the statutory changes to waste collection including Simpler Recycling, Extended Producer Responsibility (EPR) and Deposit Return Scheme (DRS)
2. Approve recommended option for Simpler Recycling as outlined in the report.
 - a) Production of TEEP (Technical, Economic, Environmental and Practical) Assessment.
 - b) Note Head of Paid Service recommendation to seek approval from full Council to recruit and establish 19 FTE for food waste service operation.
 - c) Provide first roll of compostable caddy liners to residents to encourage behaviour change.

Approved by the Portfolio Holder – Cllr S Pickering, Portfolio holder for Environment
and Place

IMPLICATIONS

Finance and Risk: Yes ☒ No ☐

Details:

The financial implications of delivering the requirements of Simpler Recycling are shown in the table below:

BUDGETS	2024/25	2025/26	2026/2027		2027/28	
	ACTUAL	BUDGET - MTFP	FOOD WASTE - MTFP BUDGET	FOOD WASTE - ADD COSTS	FOOD WASTE - MTFP BUDGET	FOOD WASTE - ADD COSTS
		203,679	0	838,391	0	863,316
Existing spend for garden & Food	741,468	852,106	875,790	149,525	897,105	153,164
Existing spend for Dry recycling	898,140	944,968	984,141	0	1,006,831	0
Existing processing costs	333,362	350,000	350,000	0	350,000	0
Recycling credit income	-615,765	-612,000	-612,000	0	-612,000	0
total cost	1,357,205	1,738,752	1,597,931	987,916	1,641,936	1,016,480
EPR Income/grant Funding		(387,901)	0	(1,021,901)	0	(1,021,901)
Total estimated costs	1,357,205	1,350,851	1,597,931	-33,985	1,641,936	-5,421
Change to status quo		-184,222		-33,985		-5,421

The additional funding received from the Government from Extended Producer Responsibility (EPR) fees and grant funding is forecast to be sufficient to cover the additional costs of delivery therefore no additional resources are required.

The grant funding was expected initially to be in the form of New Burdens grant, but it is now understood that this is being built into the annual funding settlement figures. Actual data won't be available until the funding settlement figures are announced, usually in December but modelling estimates this will be in the region of £200k per annum. This will be reviewed when the settlement data is received, and any changes will form part of the annual budget setting process.

On Behalf of the Section 151 Officer

Legal (including Data Protection): Yes ☒ No ☐

Details:

As stated in the report the Environment Act became law in 2021 which determines new waste collection methodology throughout the Nation and the timeframe for implementation.

The establishment changes needed for implementation are the responsibility of Council under the legislation. Cabinet cannot make any changes to the Council's establishment as they have no power to do so under the legislation.

Council has delegated this to the Head of Paid Service.

On Behalf of the Solicitor to the Council

Staffing: Yes ☒ No ☐

Details:

In order to ensure the successful introduction of Simpler Recycling, it is necessary to recruit and establish 19 FTE operatives for the food waste service operation.

The Head of Paid Service is responsible for and has delegated authority to determine all staffing matters relating to structure including additions, reductions,

post title changes and other changes to the establishment amongst other things. Where the decision will incur additional expenditure which cannot be met by approved budgets, then the matter will be determined together with the S151 officer exercising their delegation provided the cost is less than £15,000. Any budget increase above this level must be referred to Council.

In this case, the budget increase is met through the legislative changes set out in the report. However, the Head of Paid Service considers that since the proposal and 'shift' in Government policy is of such significance and scale, then it feels appropriate to bring this particular aspect of the 'Simpler Recycling' implementation programme before Council for approval.

On behalf of the Head of Paid Service

DECISION INFORMATION

Decision Information	
Is the decision a Key Decision? A Key Decision is an executive decision which has a significant impact on two or more District wards or which results in income or expenditure to the Council above the following thresholds: NEDDC: Revenue - £125,000 ☒ Capital - £310,000 ☐ ☒ <i>Please indicate which threshold applies</i>	Yes
Is the decision subject to Call-In? (Only Key Decisions are subject to Call-In)	Yes
District Wards Significantly Affected	All

Equality Impact Assessment (EIA) details:	
Stage 1 screening undertaken Completed EIA stage 1 to be appended if not required to do a stage 2	Yes, appended.
Stage 2 full assessment undertaken Completed EIA stage 2 needs to be appended to the report	No, not applicable

Consultation: Leader / Deputy Leader ☒ Cabinet ☐ SMT ☒ Relevant Service Manager ☒ Members ☐ Public ☐ Other ☐	Yes Details:
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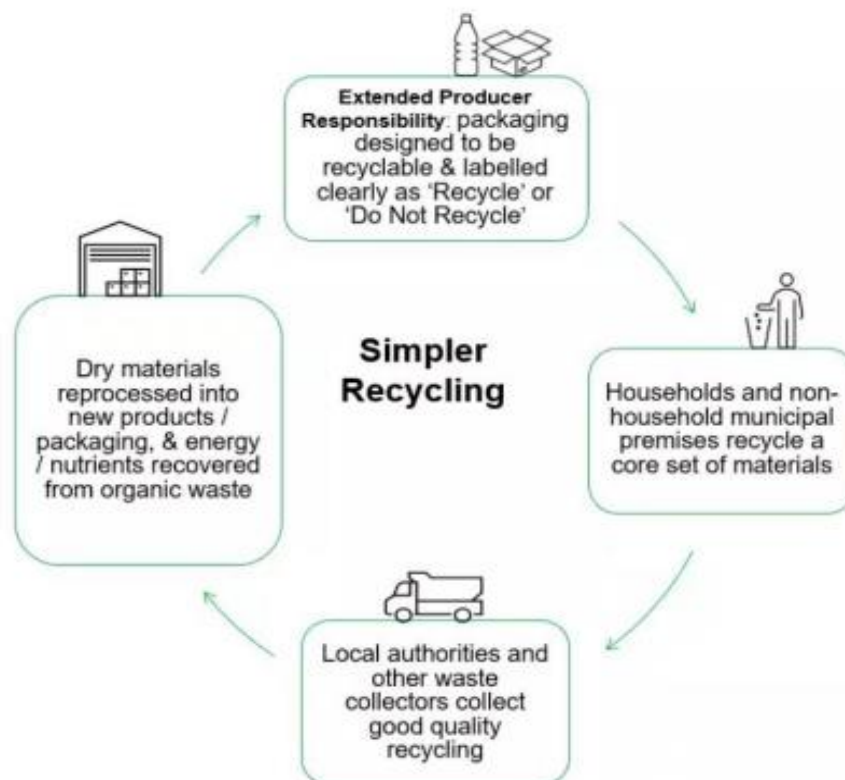
Links to Council Plan priorities; • A great place that cares for the environment • A great place to live well • A great place to work • A great place to access good public services
A great place that cares for the environment and a great place to access good public services

REPORT DETAILS

1 Background

- 1.1 The purpose of this report is to:
- Inform members of the statutory changes to waste collection including Simpler Recycling, Extended Producer Responsibility (EPR) and Deposit Return Scheme (DRS).
 - Agree to collection methodology as outlined in the report and demonstrate exemptions based on a Technical, Economic, Environmental and Practical (TEEP) assessment.
 - Note the recommendation by Head of Paid Service, to seek approval from full Council, to recruit and increase the establishment within Streetscene of 19 staff to undertake weekly food waste collection service.
- 1.2 Local Authorities have a duty to collect and dispose of household waste further to Section 45 of the Environmental Protection Act 1990.
- 1.3 The Environment Act 2021 (the Act) was enacted into UK Law in November 2021. This made a number of changes to the Environmental Protection Act 1990 and mandates that all Local Authorities in England must collect a specified list of materials for recycling, including glass, metal, plastic, paper and card, food waste and garden waste. The Environment Act 2021 seeks to reform the recycling system across England to make recycling simpler and consistent across the country ('Simpler Recycling') by mandating the collection of certain materials. Each local authority is empowered to make decisions on how the requirements of the Act are implemented.
- 1.4 Simpler Recycling constitutes a significant step towards meeting the Government's 25 Year Environment Plan commitment to eliminate avoidable waste by 2050 and will help towards meeting our recycling ambition of 65% of municipal (household-like) waste to be recycled by 2035.

- 1.5 The new default requirement for premises in scope of Simpler Recycling includes containers for:
- Residual (non-recyclable) waste
 - Food (mixed with garden waste for households if appropriate)
 - Paper and card
 - All other dry recyclable materials (plastic, metal and glass)
- 1.6 These may be various container types, including bags, bins or stackable boxes. Requiring separate collection of paper and card from other recyclable materials, where practicable, will lead to improved material quality, supporting their circularity and reducing our need for new virgin materials or imports.
- 1.7 DEFRA recognise that there are various technical, economic and environmental circumstances in which separate collection is not practical. In such cases, Local Authorities retain flexibility to co-collect paper and card with other dry recyclable materials (Comingle) but must produce a written assessment to record this justification. This written assessment is called a TEEP Assessment.
- 1.8 The diagram below explains the rationale behind 'Simpler recycling' promoting the circular use of resources that can be consistently collected and reprocessed. It is hoped that this will reduce resident confusion and help grow the UK recycling industry, ensuring more recycled material in products.



- 1.9 All local authorities in England must collect the same recyclable waste streams for recycling or composting from households. The recyclable waste streams include paper and card, plastic, glass, metal, food waste, and garden waste.
- 1.10 All non-household municipal premises in England (such as businesses, schools and hospitals) must make arrangements to have the same set of recyclable waste streams (with the exception of garden waste) collected for recycling or composting and must present their waste in accordance with the arrangements.
- 1.11 The Head of Simpler Recycling at DEFRA confirmed in December 2024 that there were 3 funding mechanisms for simpler recycling:
- Payments from packaging producers under Extended Producer Responsibility (EPR).
 - New burdens funding to cover food waste collections.
 - Retaining the ability to charge households for garden waste collections
- 1.12 The implementation timelines for Simpler Recycling are:
- By 31 March 2025, businesses and relevant non-domestic premises in England will be required to make arrangements for the collection of the core recyclable waste streams, with the exception of garden waste (glass; metal; plastic; paper and card and food waste)
 - Micro-firms (businesses with fewer than ten full-time equivalent employees) will be temporarily exempt from this requirement and will have until 31 March 2027 to arrange for recycling of these core recyclable waste streams
 - By 31 March 2026, local authorities will be required to collect the core recyclable waste streams from all households in England. This includes introducing weekly food waste collections for most homes, unless a transitional arrangement applies.
 - Kerbside plastic film collections from businesses and relevant non-domestic premises, and households will be introduced from 31 March 2027
- 1.13 To date the implementation of the first phase of simpler recycling to businesses has gone well with 73 customers taking up the food waste service. A TEEP assessment has been undertaken to demonstrate that dry recycling commingled collections for trade waste customers is the most economical option. It is anticipated that, a similar outcome will be evidenced in a more detailed TEEP for domestic waste collections.

1.14 Summary of implementation dates



1.15 Deposit Return scheme (DRS)

1.16 The Deposit Return Scheme (DRS) in England is a government initiative aimed at reducing litter and increasing recycling of single-use drinks containers. The scheme will start on 1 October 2027 in England and Northern Ireland. Consumers will pay a refundable deposit when purchasing drinks in single-use containers.

1.17 The deposit can be reclaimed by returning the empty container to a designated return point (e.g., supermarkets or reverse vending machines). No receipt is required to return containers. Containers included in the scheme made wholly or mainly from:

- Aluminium
- Steel
- PET plastic (commonly used for soft drinks and water bottles)

1.18 Size range: 150ml to 3 litres this Includes alcoholic and non-alcoholic drinks.

- Producers, importers, wholesalers, and retailers must:
- Charge the deposit
- Only sell containers registered with the scheme
- Ensure proper labelling

1.19 The Implications of DRS will be reflected in the amount of material that will no longer be collected by the Council. Existing materials processing contracts are based on the amount of revenue that can be achieved by reselling the material. This is then offset by the contractor in the processing costs.

1.20 This is also coupled with the current materials reprocessing contract ending in June 2027, this is before DRS is introduced. Therefore, both NEDDC and any future supplier will be estimating the impacts of DRS.

- 1.21 Householders may also decide that returning bottles back to the supermarket is inconvenient which would equate for some materials still requiring to be collected by the dry recycling teams.

Extended Producer Responsibility (EPR)

- 1.22 The Extended Producer Responsibility (EPR) scheme in the UK is a major reform to how packaging waste is managed. It shifts the financial responsibility for packaging waste from taxpayers to the producers who place packaging on the market.
- 1.23 EPR requires producers of packaging to:
- Pay the full net cost of collecting, sorting, treating, and recycling packaging waste.
 - Report detailed data on the packaging they place on the UK market.
 - Register with the Regulated Producer Database (RPD) and submit data through it.
- 1.24 Producers must pay modulated fees based on the recyclability and environmental impact of their packaging rather than costs being borne by local councils.
- 1.25 All funding will be based on modelled costs rather than a process of reimbursing Local Authorities for actual expenditure. It is also an uncertain funding mechanism – the Local Authority Packaging Cost and Performance (LAPCAP) model is not shared with LA's due to information being commercially sensitive. There continues to be inaccurate information relating to NEDDC and other Derbyshire authorities. NEDDC are working with DEFRA via their newly created administrative company, PackUK, to understand and question the data used.
- 1.26 Under the new legislation there is a requirement for Local Authorities to demonstrate an "Effective and Efficient" collection system. PackUK is able to withhold 20% of the EPR settlement if collection systems are not up to standard. The specific requirements relating to this standard are still being clarified.
- 1.27 In preparation for these major changes to waste collection services, the Streetscene service is investigating options to digitise the service and enhance the customer experience. It will also be necessary to record/evidence all efforts to reduce contamination at source with householders.
- 1.28 Eventually, it is likely that recycling credits will be phased out to be left with waste services being funded by producers of waste via EPR.

2. Proposal and Details

- 2.1 In order to introduce weekly food waste collections the government has provided New Burdens capital funding for specific elements. All funding will be based on modelled costs rather than a process of reimbursing LAs for actual expenditure.

- 2.2 Capital New Burdens Funding payments will be made through section 31 grants as follows:

Kitchen caddies	Kerbside caddies	Communal wheeled bins	Vehicles	Total funding	additional	Revised Total Funding
£2,226	£228,266	£0	£613,800	£844,292	£4,183	£848,475

- 2.3 New specialist, self-contained and non-compaction, vehicles are required for food waste due to the nature of the waste collected and the leachate that occurs as a result of food decomposing. The actual costs of the vehicles were much higher than the budget provided by DEFRA. It was assumed at the time data was compiled that vehicles would cost £95,000 each but the actual cost is £133,040. These vehicles have been ordered and are due to arrive early next year. The capital programme included this as part of the MTFP in February.
- 2.4 The kerbside caddies are due to arrive before the end of the year at a cost of £171,500.
- 2.5 In 2014, Kitchen caddies were provided to each household and DEFRA have not provided funding to supply new kitchen caddies to each household. Some residents may not have access to these caddies as they may have moved to a house where it was taken by previous tenants, or it could be a new property built after 2014. Anecdotally, many caddies are being used for storing items such as pegs, wool, fishing line, pencil crayons etc. If residents do require a caddy, these can be picked up at one of the roadshows that will be held to promote the service changes, whilst stocks last. The cost of purchasing 4000 caddies is £5000. Residents can also purchase their own kitchen caddy or any suitable container of their choice.
- 2.6 Transitional New Burdens Funding payments will be made through section 31 grants as follows:

Container delivery	Project management	Procurement	Communications	Total
£159,079.55	£67,000.00	£2,000.00	£88,434.17	£316,513.72

- 2.7 NEDDC officers will undertake the elements highlighted above in-house. In doing so it is estimated that the transitional costs would be reduced to £115,000 making the introduction of initial caddy liners possible.
- 2.8 Compostable kitchen caddy liners are not funded as part of the New Burdens settlement. Some councils supply these to customers as an ongoing revenue burden others do not supply the liners at all.
- 2.9 However, to encourage behavioural change, the new service should be made as easy as possible for residents. Therefore, many councils are providing the

first roll of kitchen caddy liners to the customer for free. Residents will then be expected to purchase their own liners in the same way that customers purchase bin liners for their kitchen bins. The cost of providing the rolls to each household is £28000. After this point, householders would be encouraged to purchase their own from local suppliers.

2.10 TEEP Assessment

2.11 The options considered for NEDDC are listed below:

Option	Dry recycling frequency	Residual waste frequency	Garden waste frequency	Food waste weekly	Impact on recycling rate (43% 24/25)
1 - Current collection plus weekly food waste	2	2	2	1	>2.5%
2 - Fortnightly separate paper and card, Fortnightly glass, metals & Plastics + food waste	2	2	2	1	>2.5%

2.12 A TEEP assessment for business recycling was carried out earlier in the year as mentioned in paragraph 1.13. This was done prior to the introduction of Simpler Recycling to all businesses with 10 FTE's or more. The TEEP assessment highlighted that to introduce a separate collection for paper and card additional capital investment would be required for new vehicles and containers along with changes to current waste processing arrangements.

2.13 NEDDC must also produce a TEEP assessment for domestic recycling to demonstrate to DEFRA the justification for continuing to comingle paper and card along with other dry materials in the one bin. Initial calculations indicate that a further capital investment of £1,017,000 would be required to purchase separate bins and collection vehicles. Whilst other receptacles could be considered, e.g. bags/bin inserts – these are not practical for bulky materials such as cardboard. Ongoing revenue costs for a separate collection for paper and card are estimated to be £360,000 per annum. Clearly, this amount of investment is not economically viable and can be demonstrated in the TEEP assessment.

2.14 Financial Considerations

BUDGETS	2024/25	2025/26	2026/2027		2027/28	
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Change to status quo		-184,222		-33,985		-5,421

- 2.15 As presented at the beginning of the report the income from Government should offset any changes. However, it is calculated that an additional 19 staff are required to provide a weekly food waste service to the residents of NEDDC. These numbers are replicated for other neighbouring authorities which causes competition during recruitment. This also has serious implications on corporate support services such as HR, finance and Health and Safety.
- 2.16 All service areas have been made aware of the changes to waste collection and an officer working group will be set up in September to oversee the project design, delivery and robust communications to residents.
- 2.17 NEDDC currently suspend the garden waste collection service for 3 months over the winter. Simpler Recycling provides the opportunity to extend the service throughout the year with a break over the Christmas period only. This would enhance the service for residents and has recently been requested by District members.
- 2.18 In addition to staffing implications, the Depot provision in the south of the district has been a major impact caused directly by the Simpler Recycling Policy. Currently, NEDDC lease vehicle parking spaces from Bolsover district council at the Doe Lea Depot. Simpler Recycling impacts on all Las and Bolsover will need the parking spaces currently used by NEDDC vehicles to store their new fleet of food waste vehicles. This in turn has meant that NEDDC have had additional complications in finding a suitable alternative vehicle parking hub.
- 2.19 Planning permission was approved for a 2-year temporary vehicle parking hub at the back of Mill Lane council offices. The cost to provide this temporary solution is £250,000. DEFRA have been approached repeatedly since 7 February 2024 to provide NEDDC with the additional funding required as a direct result of the Simpler Recycling policy. To date no decision has been made.
- 2.20 A long term depot solution is being progressed in order to move the workshop activities to a depot location that is not at risk of flooding.

2.21 Preferred option:

- 1) Undertake TEEP assessment to reflect option 1 in section 2.11 above and continue existing comingled dry recycling waste service to reflect collection frequencies summarised below:

Waste Stream	Frequency	Container
Residual	Fortnightly	Black
Dry Recycling (Comingled)	Fortnightly	Burgundy
Food	Weekly	Brown Kerbside Caddy
Garden Waste	Fortnightly	Green Bin

- 2) Note the recommendation by Head of Paid Service, to seek approval from full Council, to recruit and increase the establishment within Streetscene of 19 staff to undertake weekly food waste collection service.
- 3) Provide initial roll of compostable kitchen caddy liners to each household.

3 Reasons for Recommendation

- 3.1 As highlighted previously throughout the report, the recommendations provides offer a robust option to meet the statutory changes to waste collection introduced by Government.

4 Alternative Options and Reasons for Rejection

- 4.1 The Environment Act specifically determine how waste in England must be collected as outlined earlier in the report. A weekly food waste collection is a statutory requirement.
- 4.2 As demonstrated previously in the report the move to introducing a separate collection for paper and card would be prohibitively expensive and would require a considerable outlay for new wheeled bins.

DOCUMENT INFORMATION

Appendix No	Title
1	Equality Impact Assessment – Stage 1
Background Papers (These are unpublished works which have been relied on to a material extent when preparing the report. They must be listed in the section below. If the report is going to Cabinet you must provide copies of the background papers)	