



Haringey Council

NOTICE OF MEETING

Scrutiny Review - Waste Collection & Recycling

THURSDAY, 6TH SEPTEMBER, 2007 at 18:00 HRS - CIVIC CENTRE, HIGH ROAD,
WOOD GREEN, N22 8LE.

MEMBERS: Councillors Hare, Jones (Chair), Patel and Rainger

AGENDA

1. APOLOGIES FOR ABSENCE (IF ANY)

2. URGENT BUSINESS

The Chair will consider the admission of any late items of urgent business. Late items will be considered under the agenda items where they appear. New items will be dealt with at item 8 below.

3. DECLARATIONS OF INTEREST

A member with a personal interest in a matter who attends a meeting of the authority at which the matter is considered must disclose to that meeting the existence and nature of that interest at the commencement of that consideration, or when the interest becomes apparent.

A member with a personal interest in a matter also has a prejudicial interest in that matter if the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice the member's judgement of the public interest.

**4. SCRUTINY REVIEW OF WASTE COLLECTION, RECYCLING & DISPOSAL -
TERMS OF REFERENCE (PAGES 1 - 6)**

To consider the draft terms of reference of the Scrutiny Review of Waste Collection, Recycling and Disposal.

5. WASTE COLLECTION, RECYCLING & DISPOSAL - PRESENTATION

To receive a presentation from Waste Management Service outlining the background to the current policies and strategies, including the current performance in Haringey.

6. RECYCLING STRATEGY (PAGES 7 - 56)

To inform Members of the Recycling Strategy for Haringey and the options for developing the recycling collection service.

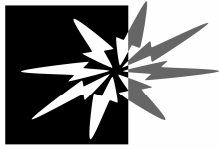
7. BACKGROUND INFORMATION

- House of Commons: Communities & Local Government Committee Fifth Report – Refuse Collection.
- Waste Strategy for England 2007.
- Schedule 7 & 8 of the current contract.

8. NEW ITEMS OF URGENT BUSINESS

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Haringey Council

[No.]

Agenda item:

**SCRUTINY REVIEW – WASTE COLLECTION, RECYCLING & DISPOSAL
6 SEPTEMBER 2007**

Report Title: WASTE COLLECTION, RECYCLING AND DISPOSAL

DRAFT TERMS OF REFERENCE

Forward Plan reference number (if applicable): **N/A**

Report of: The Chair of the Review Panel

Wards(s) affected All

Report for: **non**

1. Purpose

1.1 For the Review Panel to comment on the draft Terms of Reference of the Review

2. Introduction by

2.1 The Scrutiny Review of Waste Collection, Recycling & Disposal has been commissioned by the Overview and Scrutiny Committee as part of its programme of works for 2007/2008.

3. Recommendations

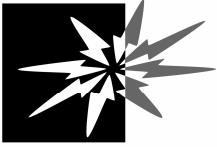
3.1 That the Review Panel agree the terms of reference of the review

Report Authorised by: The Chair of the Review Panel

Contact Officer: Sharon Miller – Principal Scrutiny Support Officer
Telephone 0208 8489-2928

4. Local Government (Access to Information) Act 1985

4.1 Scrutiny Review Work Programme – 2007/8



Haringey Council

Waste Collection, Recycling & Disposal Scrutiny Review

This is a high profile service that affects every resident in the borough. There are legislative pressures on the authority, including government targets for recycling and disposal of waste to landfill. There are potential financial penalties on the authority if Haringey fails to comply with legislative directives, in particular, under the Waste Emissions Trading Act 2003 where penalties of £150 per tonne of waste to landfill over agreed quota will apply.

Integrated Waste Management & Transport Contract

More complex contractual arrangement will be required for disposal of waste in the future as the current integrated waste management and transport contract is due to expire in December 2009. This will offer an opportunity for reviewing the service delivery model with a view to improving performance and value for money. The Waste Management Service will begin the process of creating a new integrated contract early in 2007.

The emphasis of waste management services changes from disposing of waste to recycling therefore it is vital that any savings achieved from falling levels of waste can be recognised and reinvested in recycling centres. This would be more effective if both services are delivered under an integrated contract so that the service provider can switch resources as a result of changing levels of waste and recycling. Consequently the integrated waste management and transport contract is likely to include the provision of recycling collection services. This will have a long-term impact on the delivery of this service.

Background

The National Context

Waste collection functions are highly visible front line services; being one of the few services that resident of the borough receives automatically, and remains high in the public priorities both locally and nationally.

The waste services are guided by an increasing legislative and policy framework at a European, national, regional and local level, designed to support the emphasis towards waste minimisation reuse and increasing the recycling and recovery levels.

Some of the key legislative drivers for change are:

EU Landfill Directive 1999

The EU landfill Directive requires that by 2010 the amount of biodegradable municipal waste going to landfill must be reduced to 75% of the total produced in 1995. By 2013, the amount must be reduced to 50% and by 2020 to 45%. The amount of biodegradable waste going to landfill will be controlled by a tradable allowance system.

Waste & Emissions Trading Act 2003

This Act established the principle of landfill allowance trading (LATS). The landfill allowances dictate the amount of biodegradable municipal waste that can be disposed of to landfill. The allowances were allocated in February 2005; these allowances can be banked, borrowed, sold or bought. Failure to comply will result in fines of £150 per tonne.

Waste Strategy 2007

The Government has established through its Waste Strategy 2007 a series of national targets. Higher national targets than the 2000 strategy have been set for:

- *Recycling and composting of household waste* - at least 40% by 2010, 45% by 2015 and 50% by 2020 and
- *Recovery of municipal waste* – 53% by 2010, 67% by 2015 and 75% by 2020

Mayor of London Municipal Waste Management Strategy

The Mayor has indicated that London will aim to exceed the recycling and composting Best Value Standards of waste authorities set by the Government including any changes as a result of a review of the recycling targets. The Mayor will therefore seek to promote a 50% target for recycling and composting of municipal waste by 2010 and 60% by 2015.

Legislative Requirements

Recycling performance is subject to statutory targets. In 2005/06 Haringey's statutory target was to recycle 18% of households' waste, which was exceeded with audited performance of 19.23% recycling for the year as a whole. Additional statutory recycling targets are expected to be set by Government when the Waste Strategy Review is published in 2007.

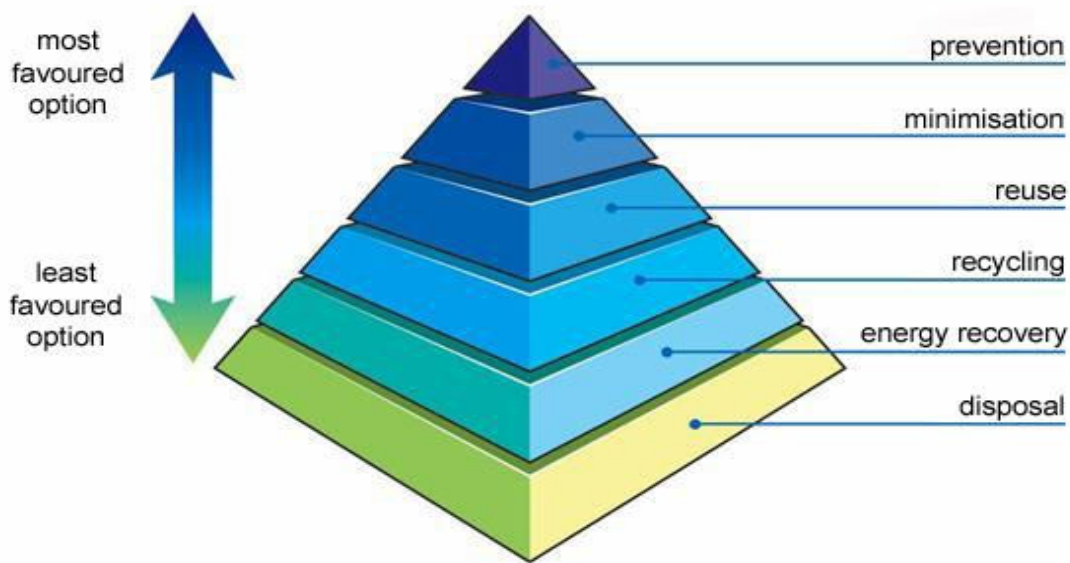
Waste Electrical and Electronic Equipment (WEEE) Directive

European legislation will have a profound affect on how electrical waste is treated and will prevent electrical items from being sent to landfill as these items must be recycled. This will affect all electrical household goods.

The Hierarchy of Waste

The options for dealing with waste are described in the 'waste hierarchy' – with those at the top of the list more desirable than those towards the bottom. A descending hierarchy of approaches has been identified to address the issues surrounding the sustainable management of waste in the future.

1. Prevention
2. Minimisation
3. Re-use
4. Recycling (including composting).
5. Recovering materials and energy from residual waste
6. Disposal to landfill as a last resort on a minimal level.



Waste hierarchy

1

The main disposable methods currently employed are landfilling, recycling, composting and energy from waste plants. The government's aim is to create incentives that reflect the waste hierarchy and create opportunities for the reduction, reuse and recycling and recovery of energy from waste.

Despite the hierarchy, the majority of UK waste is still being disposed of through landfill. However, the Government will shortly be setting new national targets for the reduction of commercial and industrial waste going to landfill.

Whilst it is difficult to monitor reduction and reuse schemes, councils and waste management companies do collect figures indicating how much of collected waste is intended for recycling (or recovery) and how much for final disposal through landfill.

Local Authorities have been set targets to increase recycling to between 10-33% over the next years.

¹ Produced by Sligo CC

Through these and additional measures the hope is to increase the recycling of household waste to the targets set by the Government. It is important to note local targets are set for each local authority. The target for Haringey was 18% for 2005/06, Haringey achieved 19.23%.

- To recycle/compost at least 25% of household waste by 2005
- To recycle/compost at least 30% of household waste by 2010
- To recycle/compost at least 33% of household waste by 2015

Recovery targets for municipal waste are:

- To recover value from 40% of municipal waste by 2005
- To recover value from 45% of municipal waste by 2010
- To recover value from 67% of municipal waste by 2015

Haringey's current year household recycling target is 25% rising to a stretch Local Area Agreement target of 32% by 2010. The Council has approved significant additional investment in the current financial plans to enable this target to be achieved.

Local and regional context

Included in the 2006 local government white paper: Strong and Prosperous Communities, there are plans to develop the performance standards for local authorities. Statutory performance standards for waste will continue. The government is currently developing local authority waste performance indicators which will focus on the amount of municipal waste produced, recycled and sent to landfill.

The Waste Strategy 2007 directs local authorities to commission or provide convenient recycling services for their residents and commercial customers and provide advice and information on how to reduce waste. They will also have to work with their communities to plan and invest in new collection and reprocessing facilities. It also means putting more emphasis on waste prevention and re-use and it means motivating individuals and businesses to appreciate the environmental and economic benefits from waste reduction.

Financial Penalties

Local authorities are considering financial penalties to improve participation in recycling services. Using financial penalties individuals will face costs for non-participation in a scheme, or additional costs for waste generation. For example charging schemes such as for green waste or bulky waste collections, or compulsory participation such as fines for non-recyclers.

Proposed Objectives:

- To make recommendations for improving the design of the new contract to determine the specification, the range, the provision and the collection methodologies, including benchmarking with other authorities to consider best practice, and to ensure that the new contract is fit for purpose and provides value for money.

- To explore new and transferable initiatives including the approach, cost and consultation/communication used by other authorities which are not currently used by Haringey and which may help to inform the delivery of services to meet local needs.
- To meet the objective of increasing the amount of household waste recycled and composted in Haringey to 35% by 2010, and to increase the amount of household waste recycled and composted in Haringey to 45% by 2015 of which 10% should be composted, taking account of any key issues arising relating to health and safety for the waste management and recycling service.
- To investigate the possibilities for increasing business participation in recycling, including through working in partnership and contractual arrangements with local businesses.
- To consider communication methods aimed at raising awareness and providing advice to residents on waste minimisation and recycling, and to ensure education about the environment is taking place for our young people.
- To consider ways in which to improve resident satisfaction of Haringey's waste, recycling and composting services, including by talking to residents and other authorities.

Panel Membership

The following members will form the Review Panel:

Cllr Emma Jones (Chair)
Cllr Bob Hare
Cllr Jayanti Patel
Cllr Sheila Rainger

Key Policies

Recycling Strategy
Corporate Plan

Witnesses/interviewees

The following individual/groups were identified as ones the Panel would like to see in attendance:

Cabinet Member for Urban Environment
North London Waste Authority
Representation from the Mayor's Office
Chamber of Commerce
Local Residents

External Advice

In order to help inform the deliberations of the Panel, efforts are currently being made to appoint an external adviser to the Panel. Such a person will not be a member of the Panel but will provide independent impartial advice. They will need to have extensive knowledge of issues concerned with local authority's corporate strategies as well as an awareness of current issues and best practice – the budget for this is limited.

Report Title: **Recycling Strategy**

Forward Plan reference number (if applicable): n/a

Report of: **Stephen McDonnell, Assistant Director Streetscene**

Wards(s) affected: **All**

Report for: **Key Decision**

1. Purpose

1.1 The purpose of this report is to:

- propose the adoption of a Recycling Strategy for Haringey; and
- outline the options for developing the recycling collection service over the next two years.

1.2 The proposed Recycling Strategy for Haringey sets out a vision for recycling in Haringey in the period until 2020 and identifies the aims and objectives for delivering this.

1.3 Recycling collection services will need to be developed to achieve equitable services for all residents providing the opportunity to recycle the full range of materials as conveniently as possible. This will require the expansion of doorstep and near-entry collection services for residents in blocks of flats, including Homes for Haringey estates, and the development of kerbside collection services to capture the full range of materials. This report sets out the options for expanding and developing recycling collection services over the next two years leading into the tendering of a new Integrated Waste Management Contract due to commence in December 2009.

2. Introduction by Executive Member

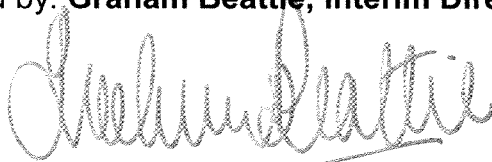
2.1 The recycling collection service is one of the most high-profile and strategically important services provided by the Council. The introduction of statutory recycling targets, the Landfill Allowance Trading Scheme and the planned tendering of a new waste management contract to commence in December 2009 make it necessary for the Council to adopt a strategy for developing recycling collection services in Haringey. This strategy must provide a vision for recycling in Haringey and identify the aims, objectives and actions that will deliver the vision between now and 2020.

- 2.2 The Council has been able to meet past statutory recycling targets by rolling out new services with significant levels of funding provided by successful bids to various funding bodies and through mainstream funding. Two of the most important issues that now need to be addressed are the standardisation of collection services to collect the full range of recyclables and the provision of easy to use and convenient services to all households. This can be achieved by expanding doorstep and near-entry collections to all households in blocks of flats, including Homes for Haringey estates, and by developing the kerbside collection service to capture the full range of recyclable materials.
- 2.3 This report proposes the adoption of a Recycling Strategy for Haringey that sets out the vision for recycling services along with the aims and objectives that have been identified to turn the vision into reality. It also sets out the options for expanding and developing services in 2007/08 and 2008/09 which will build on the good progress already made in Haringey.

3. Recommendations

- 3.1 That the Recycling Strategy for Haringey is adopted by the Council and that it be reviewed and updated annually in consultation with the Lead Member for Environment. (para. 7.2.4).
- 3.2 That the Council considers the options presented in Section 7 of this report and agrees to adopt the option that will deliver services capable of meeting the expectations of residents, achieve higher recycling rates and compliance with the EU Landfill Directive (para. 8.7).

Report Authorised by: **Graham Beattie, Interim Director of Urban Environment**



Contact Officer: **Michael McNicholas, Acting Head of Waste Management**
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4. Director of Finance Comments

- 4.1 This report presents a Recycling Strategy for Haringey and considers options to develop recycling services further. The capital and revenue costs associated with each option are detailed in the table below.

	Option 1 (Base Position)	Option 2	Option 3
	£000	£000	£000
Capital Cost	-	1,485	3,030
Additional Capital Requirement	-	1,485	3,030
Revenue Cost – Collection (a)	1,384	1,679	2,898
Additional Revenue Requirement	-	295	1,514
Net Revenue Cost/Saving – Treatment / Disposal (b)	-131	-2	-643
Total Net Revenue Cost (a + b)	1,253	1,677	2,255
Tonnage collected (tonnes)	13,000	19,760	19,760
Revenue cost per tonne	£96	£85	£114
Recycling performance	22-24%	28-30%	28-30%

- 4.2 It is anticipated that the additional services will be implemented over the next 2 financial years and the estimated phasing of capital and revenue costs are as indicated in the table below.

£000	Option 2		Total	Option 3		Total
	2007/08	2008/09		2007/08	2008/09	
Capital	1,080	405	1,485	1,950	1,080	3,030
Revenue	132	163	295	230	1,285	1,515
Total	1,212	568	1,780	2,180	2,365	4,545

- 4.3 The Council's budget process for 2007/08 to 2010/11 includes indicative bids for the additional capital and revenue requirements in respect of extending recycling services.
- 4.4 The capital and revenue costs identified above are in respect of collection services and treatment and disposal services. The treatment costs associated with option 2 are significantly more than option 3 as gate fees of £48 per tonne are payable for mixed multi-materials, whereas materials collected under option 3 can be sold and an income received. However, overall costs for option 2 are still lower than option 3 due to the much higher revenue costs associated with the collection services required under option 3.

4.5 The report also considers other measures which are likely to have a financial impact within this financial planning cycle. These include:

- the introduction of wheeled bins for collecting recycling materials, estimated capital cost of £2m,
- fortnightly residual waste collection service estimated to deliver a saving of approximately £1m per annum. This is likely to be a consideration for the new integrated waste management contract and
- extending recycling collection services to households in blocks of flats.

4.6 The introduction of these measures will be subject to further detailed reports to Members for approval.

5 Head of Legal Services Comments

5.1 The Council has a statutory duty to comply with targets in respect of recycling as set out by the Environmental Protection Act 1990 and subsequent government guidance.

5.2 To assist the Council in meeting these targets, Environmental Services Directorate has produced a Recycling Strategy for approval by Members.

5.3 When deciding which option to approve, Members will need to bear in mind these recycling targets, and the impact that the respective options will have on the environment.

5.4 The Head of Legal Services notes the contents of the report and advises that there are no legal reasons preventing Members from approving one of the options set out in the report.

5.5 In respect of the future waste management contract, Environmental Services Directorate should ensure that legal advice is sought at all stages of the procurement.

6 Local Government (Access to Information) Act 1985

6.1 Integrated Waste Management and Transport Contract with Haringey Accord Ltd
North London Joint Waste Strategy 2004-2020
Streetscene Pre-business Plan Review, 2007/08
The EU Landfill Directive
The Mayor's Municipal Waste Strategy
Environmental Protection Act, 1990

7. Strategic Implications

7.1 Influences on Recycling Strategy

7.1.1 The Council stands at a critical point in the evolution of its recycling services. The current recycling collection service is likely to deliver a recycling rate of around 22% for this year, which would be on target based on locally set performance indicators. The same service is probably capable of delivering up to a maximum 24% recycling rate provided participation campaigns and communications strategies are successful in encouraging more residents to use the existing services.

7.1.2 However, recycling collection services need to be developed for four important reasons. These are as follows;

- current service provision is inequitable with residents in different parts of the borough experiencing different levels of service;
- to achieve rates of 35% recycling and composting by 2010 and 45% by 2015 as set out in the North London Joint Waste Strategy (NLJWS);
- the Government is considering a new round of statutory recycling targets and it would be prudent to plan now for Haringey's new statutory target to be increased in stages in line with the targets in the NLJWS; and
- the Integrated Waste Management and Transport Contract expires in December 2009 and the current range of recycling services may not transfer easily into the new contract that will replace it.

7.1.3 It is essential that a recycling strategy is developed that addresses these issues and that options for delivering the necessary changes and improvements to services are brought forward for consideration.

7.2 Recycling Strategy for Haringey

7.2.1 The Council needs to consider how to develop existing recycling service provision so that the above-mentioned issues are addressed. Appendix A attached to this report is the proposed Recycling Strategy for Haringey, 2006 to 2020. The Strategy maps out a vision for recycling in Haringey and identifies the following aims:

- to provide a high quality, convenient recycling service which is easy to use and meets the needs of residents;
- for all households in Haringey to have a kerbside, doorstep or near entry recycling collection with the ability to recycle the same range of materials;
- to educate residents and work with schools to educate young people about the impact of waste on the environment and promote waste minimisation and recycling as the way forward; and
- for the Council itself to lead by example through workplace recycling and 'green procurement' policies.

7.2.2 The Recycling Strategy for Haringey has two key objectives. These are:

- **Objective 1** - to achieve zero growth in waste arisings in Haringey in terms of BVPI 84, kg of waste generated per head by 2010/11, using 2005/06 baseline figures and
- **Objective 2** - to increase the amount of waste recycled and composted in Haringey to 35% by 2010/11 and 45% by 2020/21.

7.2.3 These aims and objectives are linked to the NLJWS which the seven north London Boroughs and the North London Waste Authority have all formally adopted. The Recycling Strategy for Haringey defines a range of actions that will need to be undertaken to achieve the stated objectives. The Strategy will need to be constantly reviewed and updated to adapt to changes in services, technology and statutory targets, and to ensure that it continues to meet the vision, aims and objectives set down.

7.2.4 It is recommended that the Recycling Strategy for Haringey is adopted by the Council and that it be reviewed annually in consultation with the Lead Member for Environment.

7.3 Options Analysis

7.3.1 In order to meet the first two of the four stated aims of the Recycling Strategy for Haringey, existing service provision will need to change. The two most important areas of service development are;

- doorstep and near entry recycling collection services for the full range of materials from properties in blocks of flats, including all Homes for Haringey estates; and
- provision of recycling collection services for the full range of materials to all kerbside properties.

7.3.2 The current household recycling collection services in Haringey fall into the following categories:

- kerbside sort, limited range of dry recyclable materials collected and sorted at the kerbside from approximately 40,000 households;
- green waste collection from 20,000 households that also receive kerbside sort collections;
- kerbside mixed multi-material service, full range of mixed materials, including green and organic waste, collected from approximately 35,000 households;
- doorstep and near-entry collection trial for the collection of mixed multi-materials from 6,000 Homes for Haringey households in blocks of flats, which commenced in November 2006;
- on-street banks, network of separate, limited-range material banks placed at strategic locations around the borough to service households, usually flats, that cannot have a kerbside collection; and
- collection of white goods through the free white goods collection service and the community clear up service.

In addition residents can recycle a wide range of materials at the Council's two Re-use and Recycling Centres in Tottenham and Hornsey.

7.3.3 The development of doorstep and near-entry collection services from Homes for Haringey estates in 2007/08 and 2008/09 is proposed as part of the 2007/08 Streetscene Pre-Business Plan Review process. Subject to approval, this would provide for the expansion of the trial of the doorstep recycling collections to include the collection of food waste from 3,000 Homes for Haringey properties and the setting up of a service to collect dry recyclable materials from 5,000 street facing blocks of flats, both from April 2007. The roll-out of doorstep and near-entry collection services to all remaining 10,000 properties in blocks of flats, has also been identified as part of the business planning process and, if approved, these services could commence in 2008/09. The split between doorstep and near-entry

collection roll out would be dependant upon the outcomes from the trial currently being conducted.

7.3.4 With regard to the kerbside collection service there are three potential options. These are as follows;

- option 1, no change, continue with current range of kerbside service provision;
- option 2, expand mixed multi-material collection service to all 75,000 kerbside properties and discontinue hand-sorted collections; or
- option 3, expand hand-sorted collection service to all 75,000 kerbside properties and discontinue mixed multi-material collection service.

7.3.5 The kerbside collection service plays a pivotal role in the overall recycling collection service as it makes the most significant contribution towards the recycling rate achieved in Haringey. It is also likely to have a major influence on the specifications set down in the new Integrated Waste Management and Transport Contract from 2009. Therefore, it is vital that development of this service is efficient, effective and sustainable. The options for the kerbside collection service and the relative advantages and disadvantages of each option are detailed below.

7.4 Option 1, No Change

7.4.1 Kerbside collection services are currently provided through a combination of hand sorted, mixed multi-material and green waste collections. The advantages of continuing with the current range of collection services are;

- no additional revenue expenditure required; and
- no additional capital expenditure required in the next 3 to 4 years.

7.4.2 The disadvantages of continuing with the current range of collection services are;

- the service received by residents is inequitable;
- the Council will not meet locally set targets or the targets set down in the North London Joint Waste Strategy;
- the Council will not be in a position to meet any new statutory recycling targets set by the Government;
- the current range of service provision would not be as clearly and easily specified within the new Integrated Waste Management and Transport contract as a borough-wide, single mode of operation collection service would be; and
- communications with residents are made difficult due to the different levels of service provided to different households.

7.5 Option 2, Expand Mixed Multi-material Kerbside Collections

7.5.1 The advantages of expanding mixed multi-material collections to all kerbside properties are:

- the service would offer the best value for money overall;
- the service received by residents would be equitable;
- a wider range of materials would be captured;
- the Council would be in a better position to meet locally set recycling targets and the targets set out in the NLJWS;
- the service could be easily specified within the new Integrated Waste Management and Transport contract;
- communications with residents would be much easier due to the consistent service levels across the borough; and
- the service can be adapted to use wheelie bins.

- 7.5.2 The disadvantages of expanding mixed multi-material collections are;
- additional revenue and capital expenditure would be required; and
 - the materials collected would not have a saleable value and would attract treatment costs.
- 7.5.3 It has been estimated that this service could be provided through the deployment of nine split-back, refuse collection vehicles, with compaction capability and up to 10 tonnes payload, at one pass per week.
- 7.5.4 It is anticipated that option 2 would provide the potential for achieving a recycling rate of between 28% and 30%.
- 7.5.5 It should be noted that mixed multi-material recycling is delivered to the NLWA under their powers of direction. Whilst the Council seeks to work closely with the NLWA in developing recycling collection services, it is the NLWA that enters into contracts for onward processing and treatment of materials delivered by the seven north London Boroughs.

7.6 Option 3, Expand Kerbside Sort Collection of Multi-materials

- 7.6.1 The advantages of expanding kerbside sort collection of multi-materials are;
- the service received by residents would be equitable;
 - a wider range of materials would be captured;
 - the Council would be in a better position to meet targets set out in the NLJWS;
 - the service could be easily specified within the new Integrated Waste Management and Transport contract;
 - communications with residents would be much easier due to the consistent service levels across the borough; and
 - the materials collected would have a saleable value and would not attract treatment costs.
- 7.6.2 The disadvantages of expanding kerbside sort collection of multi-materials are;
- the service does not offer as good value for money as option 2 for the same outputs;
 - additional revenue and capital expenditure would be required and at a higher level than for option 2; and
 - the service cannot be adapted to use wheelie bins.
- 7.6.3 It has been estimated that this service could be provided through the deployment of a total of twenty six service vehicles made up of sixteen kerbside sort plus two refuse collection support vehicles, and eight green waste refuse collection vehicles. The vehicle provision required is substantially higher than for option 2 because kerbside sort collections move at a slower pace than mixed multi-material collections, do not have compaction capability and carry only 2 tonnes payload. Without compaction capability kerbside sort collection vehicles would have insufficient capacity to hold the volume of cardboard and plastics being collected, hence the requirement for two support vehicles.
- 7.6.4 It is anticipated that option 3 would provide the potential for a recycling rate of between 28% and 30%.

7.6.5 It should be noted that hand-sorted materials are not currently under the power of direction of NLWA and the Council is currently able to make its own arrangements for selling these to achieve the best prices.

7.7 Other influencing factors

7.7.1 There are a number of other influencing factors which will need to be taken into consideration in deciding which option is the most appropriate for Haringey. These are;

- environmental sustainability;
- the new Integrated Waste Management and Transport Contract;
- use of wheelie bins for recycling collections; and
- depot facilities.

7.7.2 Environmental sustainability

7.7.2.1 The provision of recycling collection services has a distinct environmental impact in respect of the range of materials collected, the number of vehicles used to collect them and the transport, sorting and reprocessing of those materials after collection. It would be a very complex task to analyse all elements of the recycling process and there would be many factors to quantify in order to reach any conclusion over the full environmental impact of different collection options. In addition, the factors that affect environmental impact are subject to change almost on a daily basis and many of these are outside the control of the Council.

7.7.2.2 However, it is possible to make a comparison between the three options in terms of the environmental impact of CO₂ emissions for each of the collection services. Table A below shows the estimated level of CO₂ emissions created by options 1, 2 and 3.

Table A

	Option 1	Option 2	Option 3
Estimated level of CO ₂ emissions	526 tonnes per annum.	796 tonnes per annum	995 tonnes per annum

7.7.2.3 Table A shows that of the two options that are capable of delivering higher rates of recycling, the CO₂ emissions under option 2 are 25% lower than that for option 3. This is due to the higher number of vehicles deployed to provide the hand sorted service. The number of vehicles that would be deployed under option 3 would also increase the level of congestion in Haringey to a limited degree.

7.7.3 New Integrated Waste Management and Transport Contract

7.7.3.1 The current Integrated Waste Management and Transport Contract is due to expire in December 2009. The Waste Management Service will begin the process of creating a new integrated contract early in 2007. As the emphasis of waste management services changes from disposing of waste to recycling, it is vital that the savings that can be achieved from falling levels of waste can be recognised and reinvested in recycling services. This is only truly possible if both services are delivered under one, integrated contract so that the service provider can switch resources as a result of changing levels of waste and recycling, keeping overall service provision costs as low as possible. Therefore, the new Integrated Waste Management and Transport Contract is likely to include the provision of recycling

collection services and as such the option chosen going forward will potentially have a long-term impact.

7.7.3.2 A key consideration for the new contract will be whether Haringey should move towards fortnightly collections of residual waste. Boroughs that have introduced fortnightly residual waste collections have reported that savings have been recognised from doing so. Based on the information available the estimated level of savings could be around £1m per annum. This, and the possible inclusion of recycling collection services, would need to be considered as part of the scoping for the new Integrated Waste Management Contract. A scoping document will be brought to Committee later this year which will provide detailed proposals for the new integrated contract.

7.7.4 Use of wheelie bins for recycling collections

7.7.4.1 Of the three options available to the Council for kerbside collections, the only one which offers the opportunity to incorporate the use of wheelie bins to all households where this is practicable, is option 2. This is a significant consideration because wheelie bins offer;

- a more healthy and safe collection service;
- speedier collections where high recycling volumes may otherwise require multiple individual collection boxes; and
- best use of space where front gardens might not be large enough to store the number and range of recycling containers required for the full range of materials.

7.7.4.2 Should the Council decide to move towards fortnightly refuse and recycling collection services, the use of wheelie bins for both types of collection service would be a key consideration. Fortnightly collection services are not universally welcomed where they have been introduced but would be more likely to succeed if residents have been provided with separate containers which have sufficient capacity to hold all of their residual and recyclable waste. It has been estimated that introducing wheelie bins for kerbside recycling collections would cost £2m.

7.7.5 Depot facilities

7.7.5.1 The major implication of any decision to adopt either option 2 or 3 relates to the provision of depots to operate recycling collection services. Should the Council adopt Option 2 there is a real possibility that the Western Road depot currently used to operate the service may no longer be required. Western Road depot itself already has a limited life due to the plans for developing the Heartlands in the next 2 to 3 years. Its main operational use is currently as a bulking facility for separated materials from kerbside sort collections and bring banks, and for parking operational vehicles.

7.7.5.2 If Option 2 was pursued the need for the bulking facility would reduce substantially as most recyclables would be delivered direct to Edmonton and if the current network of bring banks for separated materials were converted to mixed multi-materials, Western Road would no longer be required as a bulking facility at all. Provided space could be found to park displaced service vehicles and accommodate operational staff at Ashley Road depot, Option 2 provides the Council with the possibility of selling Western Road and gaining a capital receipt with no requirement to purchase an alternative site. Should this depot strategy be adopted it would be necessary to invest capital in improving the infrastructure of Ashley Road

depot to accommodate the relocation of the recycling service, including vehicles and operatives.

7.7.5.3 Conversely, should the Council adopt Option 3, there is no possibility that the increased bulking activity and size of fleet could be accommodated either at Western Road or any similar sized site that may replace it in future. Therefore, any site which does replace Western Road would have to be substantially larger and would require capital investment in infrastructure. As a result the Council would need to make a substantial capital provision for a depot facility capable of sustaining this type of collection service.

7.8 Table 4 in appendix B provides an indication of the levels of capital expenditure or receipts that may be derived from the decision to adopt option 2 or 3.

8. Financial Implications

8.1 Appendix B attached to this report provides a breakdown of the capital costs for Options 1, 2 and 3. These costs include the proposed expansion of the doorstep collection trial to include food waste collections from 3,000 properties and the introduction of a collection service for 5,000 properties in street-facing blocks of flats. Table A below provides a summary of the key financial implications of options 1, 2 and 3.

Table A

	Option 1	Option2	Option 3
Revenue collection costs per annum	£1.384m	£1.679m	£2,898m
Net revenue collection & treatment costs / disposal savings per annum	£1,253m	£1,677m	£2,255m
Cost per tonne	£96	£85	£114
Additional revenue requirement for collection service	£0	£295k	£1,515m
Additional capital requirement for vehicles and containers	£0	£1,485m	£3,030m

8.2 Table A shows that, in terms of revenue and capital investment, Option 2 provides the best value for money in delivering the aims and objectives of the Recycling Strategy for Haringey.

8.3 If Option 2 or 3 were adopted the Waste Management Service would roll-out the new services phased over two years. Tables 2 and 3 of Appendix B show how the services and associated revenue and capital costs for year 1 and year 2 would be rolled-out.

8.4 Other factors that will affect the estimated costs of recycling and waste collections in future include:

- recycling credit scheme and tonnage-based levy
- the Landfill Allowance Trading Scheme (LATS)

- changes in gate fees and disposal costs

8.4.1 Recycling credit scheme and tonnage-based levy

8.4.1.1 The recycling credit scheme allowed for waste collection authorities to receive payments from waste disposal authorities for materials sent for recycling. Payments were based on the highest waste disposal cost that would have been charged had the materials been disposed of rather than recycled. The recycling credit scheme is in the process of being phased out and will no longer play a role in financial cost analysis after 2008. For this reason recycling credits have not been included in financial estimates for options 1, 2 and 3.

8.4.1.2 Instead of receiving recycling credits, Haringey will benefit from recycling through a lower levy from the NLWA as household waste disposal weights fall due to higher levels of recycling. In addition, the system of charging a levy based on number of council-tax band D properties is being phased out in favour of an actual tonnage-based levy. These factors together provide Haringey with an incentive to achieve higher recycling rates as the full effect of all of the potential savings from recycling will come back to Haringey.

8.4.2 Landfill Allowance Trading Scheme (LATS)

8.4.2.1 LATS is a system whereby Waste Disposal Authorities are issued with allowances for sending waste to landfill. Landfill allowances will be reduced over time to encourage more sustainable waste management policies like recycling, waste minimisation and re-use. At the moment the NLWA has spare allowances and these will be banked. It is difficult to predict, but over time these banked allowances could be sold to other authorities that may be in danger of exceeding their allotted allowances, which may generate additional income for NLWA. However as the value of LATS is not yet clear it is not possible to predict how much income will be generated. Nevertheless, it is likely that boroughs failing to achieve the reductions in landfilling required to meet allowances set by Government can expect to pay fines of around £150 per tonne. The cost of not complying with set allowances is not sustainable.

8.4.3 Changes in gate fees and disposal costs

8.4.3.1 The cost of disposing of residual waste in future can be expected to rise much faster than the gate fees for disposing of materials collected for recycling. This is because regulations for disposal of waste will make it more costly to treat and dispose of and because of the landfill tax escalator. Therefore, the value of the savings made by recycling instead of disposing of waste will increase over time. Options 2 and 3 estimate that there will be an increase in recycling tonnage of around 6,760 tonnes per annum. Based on this estimated increase in tonnage the Council would avoid additional landfill tax levy costs of £95,000 per annum by 2011/12 under plans to escalate the tax from the current level of £21 per tonne to £35 per tonne.

8.5 As referred to in Section 7.7.5 above, option 2 provides the potential to recognise a capital receipt from the sale of Western Road depot without the need to purchase a new site for bulking of sorted recyclable materials. Conversely, option 3 would require the capital purchase of a new site, larger than Western Road depot, to allow bulking of substantially higher volumes of recyclable materials than are currently handled.

- 8.6 In drawing up the financial estimates provided in this report a number of assumptions have been made. These are detailed in Appendix C attached to this report.
- 8.7 It is recommended that the Council considers the options presented in Section 7 of this report and agrees to adopt the option that will deliver services capable of meeting the expectations of residents, achieve higher recycling rates and compliance with the EU Landfill Directive.

9. Legal implications

- 9.1 The Legal implications arising from the recommendations in this report are outlined in Section 5 above.

10. Equalities

- 10.1 Options 2 and 3 are designed to provide comprehensive recycling collection services that give all residents and sections of the community the opportunity to recycle as many different materials as possible and as conveniently as possible.

11. Consultation

- 11.1 Homes for Haringey is regarded as one of our most important partners in delivering recycling services to residents. The Waste Management Service has consulted with Homes for Haringey with regard to the Recycling Strategy for Haringey. Consultation has also taken place in regard to the introduction of the trial of doorstep and near-entry collections to ensure that the properties chosen will give a good indication of how successfully the service can be rolled out to other locations.
- 11.2 During the summer of 2006, the Streetscene Business Unit held six focus groups with residents to gain feedback on Streetscene services. Residents were generally positive about the improvements in recycling services, but some were not clear about what they could recycle, where and how. There was a lack of understanding about the recycling process, especially mixed collections. There was some dissatisfaction when residents saw separated items being loaded onto collection vehicles together. Residents said they would welcome more communications. Options 2 and 3 would allow the Council to address many of the issues raised by the focus groups in a more uniform and comprehensive manner.
- 11.3 In drawing up the Recycling Strategy for Haringey, officers have visited other boroughs to see how their collection schemes work, learn from beacon councils for recycling and understand more about those who are already carrying out the types of service not currently being provided in Haringey.

12. Background

- 12.1 Recycling collection services in Haringey are currently provided through different collection methodologies in different parts of the borough which are capable of capturing different ranges of materials. The majority of the kerbside collection services provided have come on stream over the last 3 years and have been funded through a combination of grant and mainstream funding.
- 12.2 In July 2006 the Executive approved the recommendation to bring the Recycling Collection Service in house. The service came in-house on 23rd September 2006. The central drivers behind the decision to bring the service in house were that this would provide the Council with a better understanding of the cost of delivering the

service and it would provide the greatest degree of flexibility to deliver the recycling services that will meet strategic aims, government targets and residents' requirements. The provision of different collection methodologies through an in-house service has provided the Council with the opportunity to assess how each of these compare in a number of important ways. These are as follows:

- revenue and capital costs of collection services
- cost of / income from disposal
- number of households covered per round
- tonnage collected per round
- participation rates
- contribution to recycling rate
- challenges experienced in service delivery and
- depot provision requirement

12.3 Although the current recycling collection service has provided the opportunity for the Council to assess how each of these compare, it is also the case that the current services are not equitable. Some residents can recycle 4 materials (not including plastic and cardboard) from their doorstep through the hand-sorted kerbside collection service, complemented for some households with a green waste collection. Others residents can recycle 6 materials (including plastic and cardboard) from their doorstep through the mixed multi-material collection service. A trial of doorstep collections from blocks of flats commenced in November 2006, but in the meantime most residents in flats cannot recycle any materials from their doorstep and have to rely on the bring bank network to be able to recycle.

12.4 Residents who are interested in recycling are usually keen to recycle as many materials as possible. Residents are more likely to participate when the service provided is easy and convenient to use. The inequality of service in Haringey has prompted many residents to lobby the Council to expand the range of materials that are collected from them or, in the case of blocks of flats, introduce facilities that are more convenient to use. The inequality of service also means that the Council has to produce different communications material for different households and there has been some confusion amongst residents as to what can or can't be recycled. Such confusion can act as a disincentive to recycle and reduce participation and capture rates.

13. Conclusion

13.1 Haringey needs to consider the adoption of a recycling strategy to ensure that the recycling collection service is developed within a clearly understood framework which will deliver more equitable services that achieve higher rates of recycling. In addition, the strategy will need to focus on how services will be developed to fit effectively into the new integrated waste management contract, ensuring that the efficiencies to be gained from rising levels of recycling and falling levels of waste, are recognised and the savings returned to the Council.

14. Use of appendices

14.1 Appendix A – Proposed Recycling Strategy for Haringey

Appendix B - Tables 1, 2, 3 and 4 showing breakdown of costs.

Appendix C - Tables showing assumptions made in financial estimates

RECYCLING STRATEGY REPORT APPENDIX A

RECYCLING STRATEGY FOR HARINGEY

2006 – 2020

 **HARINGEY COUNCIL** 

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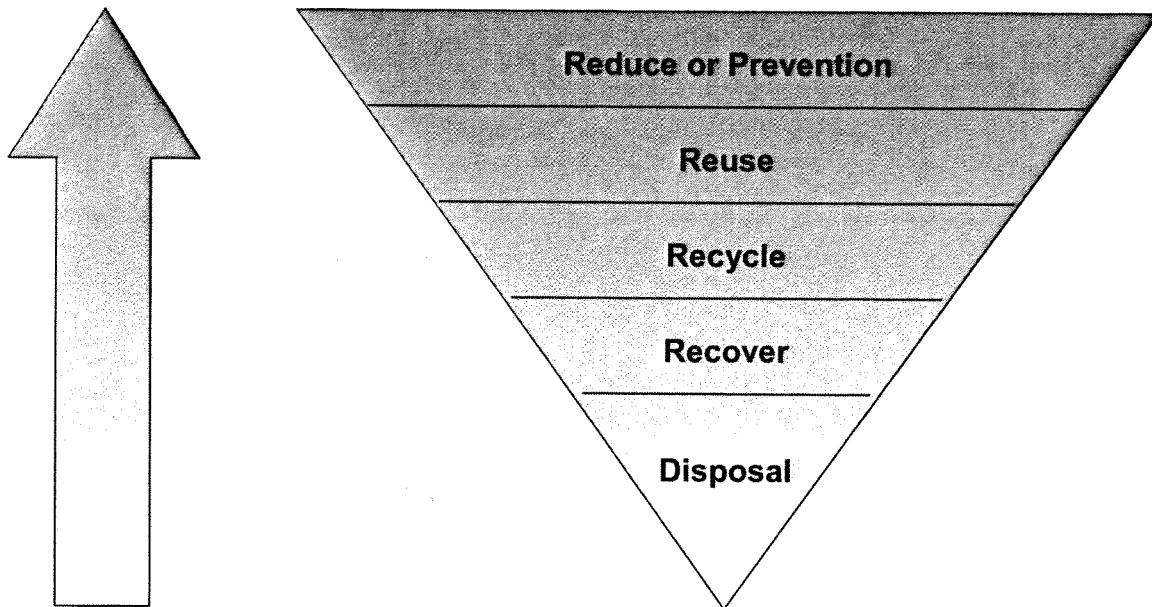
INTRODUCTION

Waste management faces tough challenges. In Haringey, nearly 85,000 tonnes of household waste are produced each year, equivalent to nearly a tonne of waste per home.

There are many ways of dealing with waste and reducing the amount which has to be disposed of. This is illustrated by the waste hierarchy below. The more environmentally friendly options are at the top of the hierarchy, with disposal being the least environmentally friendly option at the bottom.

This shows that it is better to produce less waste in the first place, but where waste does exist, it is better to reuse items (thus keeping it out of the waste stream). Recycling comes in the middle of the hierarchy and means that materials are reprocessed into new materials. This is followed by recovery which includes incineration which generates energy from waste. Disposal (to landfill) lies at the bottom of the hierarchy and we should aim for as little waste as possible to fall into this category.

Figure 1: The Waste Hierarchy



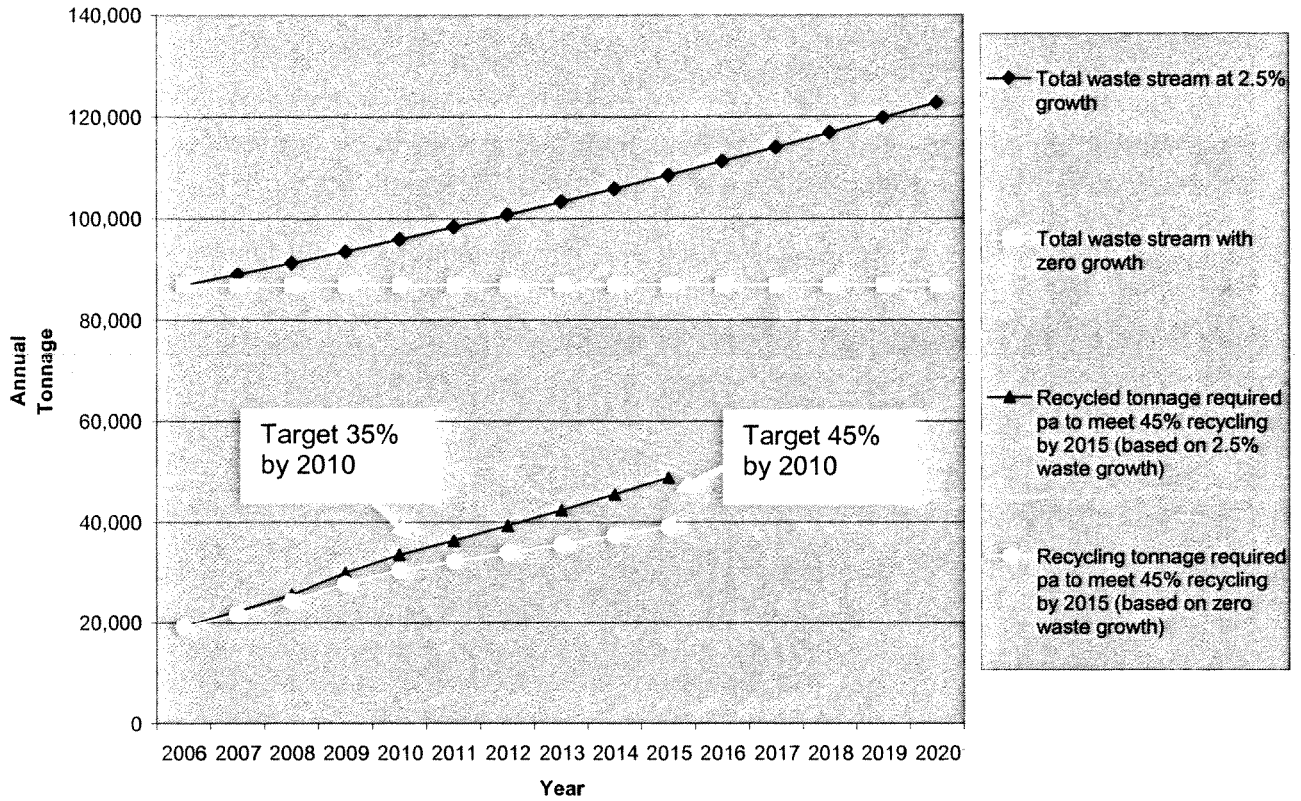
The amount of waste produced in North London has been climbing steadily at a rate of 2.5% over recent years. There are tough recycling targets in place for Local Authorities to ensure that as more waste is produced, there is an increased emphasis on recycling.

Without any attempt to reduce this trend of waste growth, by 2020 an extra 36,000 tonnes of waste will be produced each year. This is equivalent to a 40% growth in waste between 2006 and 2020.

The graph below illustrates this increase in waste until 2020, and shows the amount of recyclables that will need to be captured to meet recycling targets as set by Government

and as agreed with the North London Waste Authority. The graph also shows the effect of waste minimisation activities resulting in zero waste growth over the period until 2020.

Waste and recycling growth till 2020



THE WIDER WASTE FRAMEWORK

The following is an overview of regional, national and European strategies and legislation that are key drivers to Haringey's recycling service.

The Landfill Directive

The Landfill Directive came into force in 1999 with the aim of reducing landfilling, by encouraging Local Authorities to introduce strategies to reduce the amount of biodegradable municipal wastes going to landfill, and banning the landfilling of certain wastes such as tyres.

The Landfill Directive requires that the amount of biodegradable waste sent to landfill is reduced to 75% of 1995 levels by 2010, by 50% of 1995 levels by July 2013 and by 35% of 1995 levels by 2020.

Authorities are issued with an allowance for landfill, to help reduce reliance on disposal. Authorities can bank, borrow or trade their allowance, under the Landfill Allowance Trading Scheme (LATS).

- ❖ Bank – authorities which have surplus allowances can 'bank' them for use in future years (however allowances do expire at each of the target years, the first being 2010 which encourages authorities to use or lose spare allowances).
- ❖ Borrow – authorities which exceed their landfill allowance can borrow their future allowances whilst they put in place measures to meet their targets.
- ❖ Trade - authorities can trade or sell allowances with other authorities. This is a distinct financial incentive for authorities to increase the amount of waste which is recycled and composted and reduce the amount of waste disposed of via landfill.

Authorities which exceed their landfill allowances without trading credits as outlined above risk a fine of £150 for every tonne by which their allowance was exceeded. Furthermore, if England misses its overall targets then the EU can fine the Government £500,000 per day. This cost can be expected to be redistributed to those authorities failing to meet their landfill targets.

Allowances are allocated to Waste Disposal Authorities, which for Haringey is the North London Waste Authority (NLWA). However, Waste Collection Authorities such as Haringey need to work very closely with their disposal authorities to ensure that the allowance scheme works effectively and that LATS targets are met. Should the NLWA exceed its landfill allowances then the costs would be borne through the NLWA and recovered through the levy in proportion to amount of waste produced by the failing authorities.

The LATS targets provide a clear fiscal incentive for authorities to increase the amount of bio-degradable waste collected for recycling and/or composting, including food and green garden waste, and paper and cardboard.

Furthermore, waste produced by businesses (non-household waste) also contributes to the authority's tonnage so this provides an incentive for boroughs to reduce trade waste through recycling and composting schemes.

The introduction in Haringey of a kerbside food waste collection scheme will prove an important factor in reducing the amount of biodegradable municipal waste landfilled by the council and thus should be considered an important step towards the implementation of the NLWA's waste strategy.

Statutory Requirements

Recycling performance is subject to statutory targets. In 2005/6 Haringey's statutory target was to recycle 18% of households waste, which was exceeded with audited performance of 19.23% recycling for the year as a whole. Further statutory recycling targets are expected to be set by Government when the Waste Strategy Review is published in 2007.

Mayors Waste Strategy

Published in 2003, the Mayors Waste Strategy sets out a vision for London to help the city manage its waste better, so that its impact on the local and global environment and on London communities, economy and health is minimised.

In line with Government's 'Waste Strategy 2000' report, the Mayor's strategy sets out the following targets:

- ❖ To recycle or compost at least 25% of household waste by 2005
- ❖ To recycle or compost at least 30% of household waste by 2010
- ❖ To recycle or compost at least 33% of household waste by 2015

The NLWA Joint Waste Strategy

The seven North London boroughs, in partnership with the NLWA, have produced a joint waste strategy for 2004-2020. This was formally adopted by Haringey at full Council on 15th November 2004. This strategy will provide the policy basis for how Haringey Council will deal with its waste until 2020.

This Recycling Strategy has been developed in line with the agreed principles of the NLJWS which includes:

- ❖ Waste reduction and minimisation activities
- ❖ Support of waste reuse schemes
- ❖ Home and community composting initiatives
- ❖ Supply of a bring recycling system
- ❖ Continuous improvement of Reuse & Recycling Centres
- ❖ Provision of doorstep recycling services
- ❖ Recycling services for properties of multiple occupancy
- ❖ Minimising disposal to landfill.

The NLJWS also sets out challenging recycling targets for the partner authorities:

- ❖ To recycle or compost 35% of household waste by 2010.
- ❖ To recycle or compost 45% of household waste by 2015.

These targets play a key role in the direction of this Recycling Strategy for Haringey

Waste Electrical and Electronic Equipment (WEEE) Directive

New European legislation coming into force in July 2007 will prevent electrical items from being sent to landfill and these items must be recycled. This will effect all electrical household goods ranging from small electrical greeting cards to large household appliances.

Incentive Schemes & Compulsory Recycling

Haringey Council trialled an incentive scheme from November 2005 to March 2006 as part of a national pilot study organised by DEFRA. The Haringey scheme used a mixture of financial incentives, rewarding residents for using their green box, and community incentives, raising money for charities through increased recycling. The information below lists the various types of incentive scheme which can be applied to recycling:

- ❖ **Financial incentives** – individuals or communities are rewarded with a financial inducement to participate in a scheme e.g. prize draws, cash back incentives, cash rewards or discounts.
- ❖ **Community incentives** – appeal to people's good nature and willingness to do something good for the community or environment. For example, community rewards, pledges, charitable donations or rewards for schools.

Examples of Incentive Schemes – 'traffic light' schemes

Many Local Authorities have begun to use a 'traffic light' scheme to target contamination of recycling containers. This involves using yellow stickers to label bins which are contaminated, and red stickers to notify persistent contamination. This leads to the use of financial penalties, or the removal of refuse collection services from residents who continue to fail to separate recycling properly. Examples of these schemes are given below.

Recycle for Hampshire trialled a recycling rewards scheme in Portsmouth as part of the DEFRA Household Incentives Pilot Scheme. This was based on a 'traffic light' system to indicate to residents how well they were doing with recycling. The scheme was intended to combat contamination problems, and as such residents were notified through the use of green, amber and red scores about the content of their recycling bin (green meaning 'all recyclable', amber meaning 'some recyclable' and red meaning 'non-recyclable general waste'). Those residents who received a green score at least twice during the 3 month scheme were rewarded with a voucher to redeem for a leisure experience. As a result of the publicity circulated during the scheme and the incentives offered to residents, the rate of green scores rose from 36% at the beginning of the scheme to 70% at the conclusion.

Breckland Council in Norfolk has also trialled a contamination card system, where a red card was left when the recycling bin was heavily contaminated, and 'gold stars' were awarded when there was no contamination at all. These gold stars were collected at community centres and schools, and when a target number was reached they could be redeemed for a community benefit such as playground equipment. The scheme was deemed to be a success, in that the quality of recyclables improved and contamination reduced. Breckland Council is planning to use a modified version of the pilot elsewhere in the region as a means to reduce contamination.

Financial Penalties

Increasingly Local Authorities are looking to financial penalties to improve participation in recycling services. Using financial penalties individuals face a cost or levy for non-participation in a scheme, or additional costs for waste generation. For example, charging schemes such as for green waste or bulky waste collections, or compulsory participation such as fines for non-recyclers.

Many local authorities, including neighbouring authorities such as Barnet and Hackney are now moving towards compulsory recycling to encourage residents to recycle. Compulsory recycling is becoming accepted as an effective way to increase capture of recyclables with Barnet reporting an 28% increase in recycling tonnage.

LOCAL POLICIES AND OBJECTIVES

Recycling is a clear priority for the Council as demonstrated through key Council planning documents. A summary of Haringey's principle community and corporate documents are set out below. These key documents provide the golden thread for how we work and the services we deliver to our residents.

Haringey's vision and values

Haringey Council's vision is to improve the quality of life for everyone in the borough – putting people first, being bold in dealing with issues for the benefit of all.

Our values are:

- ❖ Service – we work for the good of all our diverse communities.
- ❖ Integrity – we keep our promises
- ❖ Improvement – we strive for excellence
- ❖ Passion – we are passionate about our work and proud of what we do.
- ❖ One council – we deliver by working together.

Haringey's Corporate Strategy

Our priorities are:

- ❖ Achieving excellent services - We have many excellent services - but we want all of our services to be of an excellent standard.
- ❖ Building safer and stronger communities - Our residents want and deserve to live in strong, safe communities, which is why building stronger, safer communities is a high priority for us and the partners we work with.
- ❖ Raising educational achievement - Our aim is to improve the life chances of all members of the community through Education. This is why we are constantly working hard to raise the level of educational achievement in the borough.
- ❖ Better Haringey - Better Haringey is a £5 million environmental improvement programme, launched in September 2003, to make Haringey Cleaner, Greener and Safer.
- ❖ Putting people first - We aim to provide the individual support people need to fulfill their potential, through targeted investment aimed at ensuring no one is disadvantaged because of where they live or their personal circumstances.

Local Area Agreements

Haringey's Corporate Strategy sets out the Haringey Strategic Partnership's drive to develop Local Area Agreements (LAA) which are three year agreements setting out the priorities for a local area agreed between Central government and local partners, including the council. One of Haringey's LAA priorities is to improving recycling performance, thus this strategy will continue to support this objective.

Haringey's Community Strategy

The Community Strategy 2003 -2007 is the overarching plan for the borough to improve the quality of life for people living, working, learning, visiting and investing in Haringey. This Strategy sets out the priorities of the Haringey Strategic Partnership (HSP).

These priorities are:

- ❖ Providing modern, better quality, accessible services for everyone who needs them.
- ❖ Creating safe and confident communities with less fear of crime and the ability to prevent crime and resist committing crimes.
- ❖ Creating a cleaner, greener environment with better transport and leisure opportunities.
- ❖ Raising achievement in education and creating opportunities for life long success.
- ❖ Narrow the gap between the east and west of Haringey by improving the most deprived neighbourhoods.

The next community strategy for 2007 – 2016 is currently being developed.

Corporate Performance Assessment

The Corporate Performance Assessment (CPA) for Haringey published in October 2006 recognises that 'specific priorities such as ... improving recycling have been agreed and shared with key stakeholders including residents. These priorities have been identified using feedback such as resident's surveys and engagement through the area assemblies to ascertain what matters most to local people'.

RECYCLING SERVICES IN HARINGEY

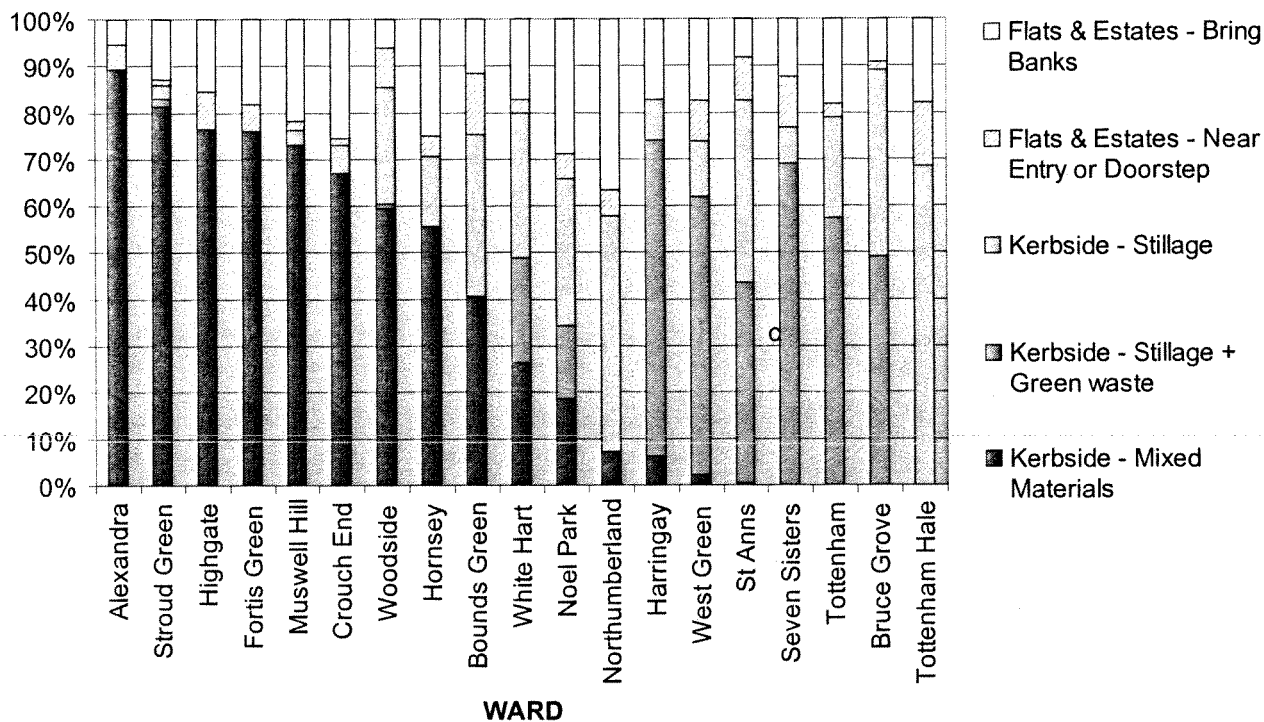
Haringey Council brought the majority of recycling services in house in September 2006. Some further services are provided by Haringey Accord Ltd.

Recycling and waste services in Haringey include:

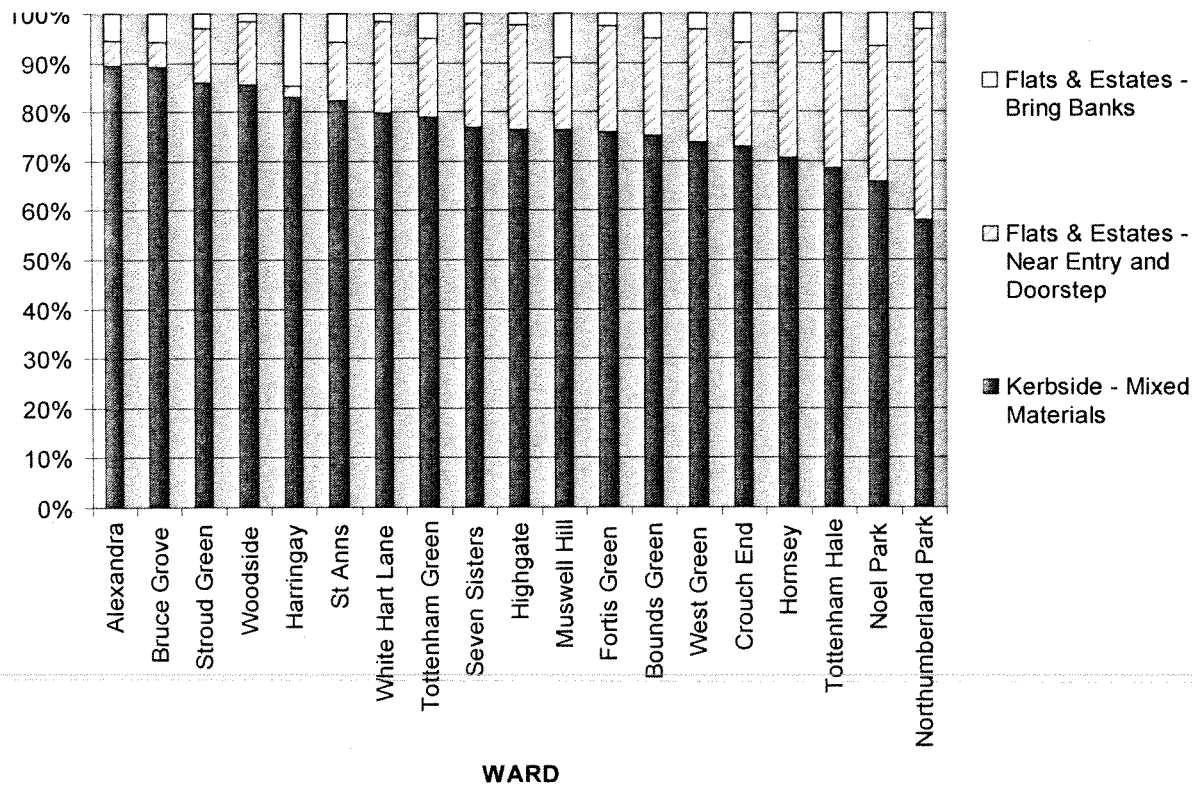
- A weekly kerbside collection of recyclables from 75,000 households, including:
 - Multi-material recycling collections for 35,000 households (40,000 by March 2007) including paper, glass, cans, cardboard, plastic bottles, green garden waste and kitchen food waste.
 - Kerbside sorted collections for paper, glass, cans and textiles for 40,000 households.
 - A separate green waste collection for 20,000 homes with the kerbside sorted collection service (fortnightly service in Autumn and Winter months).
- A network of 96 bring banks serving the 16,000 homes on housing estates, in blocks of flats, and flats above shops. This includes 17 special bring bank sites with landscaping and recycled artwork to enhance and promote the recycling message.
- Commuter recycling facilities for paper outside underground and rail station in the borough.
- A recycling collection of at least one material to 95% of Haringey's primary, secondary and special schools, plus composting at 41% of schools.
- Two Reuse & Recycling Centres collecting a wide range of materials.
- A free collection of white goods and other items including gas bottles, car tyres and IT equipment.
- Annual 'community clear up' collections of bulky waste from all homes with a front garden, with white goods collected separately for reuse and recycling.
- Home composting scheme offering subsidised home composting bins, and free bins for schools.
- 'Real nappy' scheme promoting cotton nappies to parents through a subsidy.
- A weekly collection of refuse.
- Street sweeping and graffiti removal services throughout the borough.
- Hazardous waste services contract with Corporation of London.
- A chargeable on-demand collection of bulky waste, an element of which is recycled after collection.

The graph below illustrates the breakdown of service types between the wards in Haringey. This illustrates the significant variation in service currently provided across the borough.

Graph illustrating the range of recycling services offered across Haringey's 19 wards



Graph illustrating the range of recycling services offered across Haringey's wards including the service improvements that are outlined in this strategy. This illustrates a reduced reliance on bring banks, with more households receiving mixed material collections at the doorstep and from near entry sites.



CONSULTATION AND FEEDBACK

2006/07 Streetscene Customer Satisfaction Focus Groups – Recycling Feedback

During the summer of 2006 six focus groups were held with Haringey residents to gain feedback on Streetscene services.

Ten residents were invited to each group; residents were selected from a contact list drawn from the 2005 Residents' Survey, according to age profile/ residency within the borough.

The group profiles are illustrated in the table below:

Group	Date	Age range	Area of residence	No of attendees
1	12 July 06	60+	Borough wide	6
2	12 July 06	25-44	East	6
3	13 July 06	45-64	East and Heartlands	9
4	15 Aug 06	Under 25	Borough wide	6
5	16 Aug 06	25-44	West	5
6	17 Aug 06	45-64	West	6

The findings of the consultation found that the improvements made to the recycling service have been seen as highly positive, and that it is almost a 'luxury' service.

However, as a result of the rapid service development and the differences in service provision across the borough, many residents are unclear about what they can recycle, where and how.

There is also a widespread lack of understanding about the recycling process, especially mixed collections, with some residents suggesting that it is re-sorted by hand in a sorting office. This is causing some dissatisfaction, when people see separated items thrown in together. Residents would welcome more communications.

The focus groups were held prior to the official opening of the Hornsey R&R centre. However, even at this stage, very few residents were aware of where their closest bring sites and R&R centres are. Some were travelling to neighbouring boroughs to deposit their recycling.

In order to further develop the recycling service, residents requested the following:

- A bigger recycling box and to combine smaller numerous receptacles
- All would like more materials collected. Those with the basic service would like collection expanded to include plastic, including bring sites to include plastic. Those with mixed collection request a wider range of plastic to be collected.
- Feedback on work within schools to encourage recycling is positive, and residents suggest that more can be done to engage parents this way, e.g. bring sites near schools

LEARNING FROM BEACON AUTHORITIES

The London Boroughs of Bexley and Sutton have been awarded Beacon Status for Waste Management. They are currently achieving the highest recycling rates in London at 37% and 30% respectively. They offer the following advice to authorities aiming to improve waste and recycling services:

- Communication is very important – make sure you have money to communicate in a variety of ways and always take up every opportunity you are given
- Achieve the backing of all Members for a common policy – if this isn't secured then it won't succeed
- Know your waste and recycling streams – make sure you have waste compositional data for the borough, showing the differences between areas and do this regularly as the waste stream will change. This will allow you to plan your services according to the wastes you are collecting.
- Encourage markets for recyclate as a council – buy recycled goods from all sorts of materials and help to 'close the loop'.
- Enable people to recycle at home, work, school, community areas – anywhere they are likely to go so they can keep up the habit.
- The other waste management services provided by the Council need to be good otherwise residents will not trust your recycling service.
- Make sure you know the costs and savings on disposal for your scheme.
- Know your borough – the housing types, people etc – get good marketing data about them such as acorn classifications.
- Choose the right vehicles – involve the crews in this as they are the ones who operate them.
- Engage face-to-face with residents at every opportunity to provide opportunity for residents to comment. Use road shows, go to supermarkets, community halls, sports centres etc.
- When delivering a new scheme make sure the containers have been delivered properly.
- Set standards for the service that everyone can find or are told about.
- Trial new schemes in two completely different areas to get data from different environments.

OUR PARTNERS

There are several key organisations who will play an essential role in helping to deliver the aims of this strategy:

North London Waste Authority

The North London Waste Authority (NLWA) is the waste disposal authority for Haringey. The NLWA has a contract with London Waste Limited until 2014. The authority will 'coordinate all of its future waste and recycling contracts with Partner Authorities to identify the most appropriate moment for moving to a commingled collection of dry recyclables, and to enable the development of appropriate composting facilities'.

Waste is either incinerated at the London Waste Ltd site at Edmonton, or taken by train to landfill sites in Cambridgeshire and Bedfordshire. The site at Edmonton also has facilities for bulking of commingled recycling, and an In-Vessel Composting Plant for the process of organic waste.

Homes for Haringey

Housing in Haringey is managed through an Arms Length Management Organisation (ALMO) called Homes for Haringey (HfH). HfH will be a key partner to this strategy, both in its development, and its delivery. HfH manages 21,000 households, the majority of which are based on estates where kerbside 'green box' services are not suitable.

This strategy proposes services that are designed for housing estates, making services in these areas equitable with those provided in other parts of the borough.

Registered Social Landlords

Approximately 5,000 homes in Haringey are privately managed. Provision of recycling services for these homes, predominantly in properties in blocks of flats, requires the support of both residents and management agencies.

These blocks have historically been excluded from recycling services often due to the inadequate storage space for large numbers of green boxes. This strategy proposes a recycling service designed for such blocks to ensure the same level of service is provided to all residents in the borough.

Schools

The Recycling Team works closely with Haringey's schools, including primary, secondary, special and independent schools. Of the 87 primary, secondary and special schools in the Borough, 83 participate in a recycling service and 36 also compost on site. Recycling Officers regularly meet with schools and offer to present assemblies, give lessons and provide practical advice to help schools to recycle and reduce their waste.

Haringey recognises that where children learn to recycle at school, they often introduce the practice at home as well. This so called 'pester power' can help to raise participation in recycling services across the borough.

The NLWA is also developing a network of Waste Education Officers to meet and develop joint resources to co-ordinate and improve waste education across North London.

Restore

ReStore Community Projects is a registered charity which recycles and reuses domestic furniture and appliances for the benefit of people in need. Their key objectives are:

- ❖ To provide good quality low cost furniture and appliances to those in need.
- ❖ To provide training and employment opportunities, in particular those who are or have been homeless or those with other social needs.
- ❖ To help the environment through the reuse and recycling and appliances.

Haringey works in partnership with Restore to supply them with fridges and other white goods that can be reconditioned for reuse, and collecting reusable furniture from the borough's two Reuse & Recycling Centres.

OUR VISION

Through this strategy we aim to provide a high quality, convenient recycling service which is easy to use and meets the needs of our residents.

Our aim is for all homes in Haringey to have a kerbside, doorstep or near-entry collection of recyclables from their home. All homes will be able to recycle the same range of materials so that the service provided across the borough is consistent and equitable.

We aim to promote waste and recycling services and to educate residents about their waste responsibilities. Education through schools will continue to be an important link to the community by fostering the enthusiasm of the young who learn to recycle and school, and take this action back to their homes.

As a Council, we will lead by example by increasing the amount of our waste which is recycled, and to increase 'green purchasing' such as procuring recycled paper and other products. This helps to 'close the loop' and generate demand and markets for recycled materials.

Objective 1: To reduce overall waste arisings in Haringey.

Key target: To reduce household waste collected to 345Kg per person in Haringey by 2010/11.

Key target: To reduce household waste collected to 340Kg per person in Haringey by 2015/16.

Objective 2: To maximise the amount of waste recycled

Key target: To increase the amount of household waste recycled and composted in Haringey to 35% by 2010/11, of which 7% should be composted.

Key target: To increase the amount of household waste recycled and composted in Haringey to 45% by 2015/16, of which 10% should be composted.

HARINGEY'S CHALLENGES

The following pages demonstrate the key actions that are required to meet the targets set out above.

We have specific challenges in Haringey that we need to consider when planning our waste services:

Communications

Over 190 different languages are spoken in Haringey making it one of the most culturally diverse communities in the country. This brings specific challenges to ensuring that our communication with our residents are effective, particularly for those people for which English is not their first language.

Type and density of housing

A high proportion of homes in the borough are flats and multiple occupancy homes. 59% of Haringey's homes are in medium to high-rise flats. 46% of homes in Haringey do not have a garden, so are unsuitable for home composting and green waste collections. Many homes do not have front gardens to store recycling containers, or indoor space to store recyclables. The density of housing in some areas makes it difficult to provide communal recycling containers where they are most needed.

Levels of deprivation

Haringey has a diverse mix of some of the highest levels of deprivation in the country, with some of the most desirable neighbourhoods in London. 40% of Haringey's population live in wards that are amongst the 10% most deprived in the UK.

Transiency

Haringey has high levels of transiency, with 40% of residents moving on every 5 years. This means that messages regarding how to separate, store and present recyclables need to be reiterated regularly to ensure new residents are aware of waste policies and practices.

Levels of service

At present there are multiple levels of recycling service provided in the borough. This means that communications have to be specific to individual areas or even roads and cannot be produced at a borough-level. This limits the scope, value and effectiveness of communications at present and leads to confusion amongst residents.

ACTIONS

Objective 1: To reduce overall waste arisings

Key target: To reduce household waste collected to 345Kg per person in Haringey by 2010/11.

Key target: To reduce household waste collected to 340Kg per person in Haringey by 2015/16.

Action 1a: To provide and promote a subsidised home composting scheme to residents and schools.

Action 1b: To promote and subsidise Real Nappies as an alternative to disposable nappies.

Action 1c: To deliver a waste minimisation campaign, including promotion of the Mailing Preference Service, provision of 'No Junk Mail' stickers, and advice to reduce waste in the home.

Action 1d: To further develop the range of materials accepted at the Reuse & Recycling Centres to promote diversion of waste from landfill, and increase the volume which is reused and recycled.

Action 1e: To cease the collection of side waste from residential properties with wheeled bins in line with the introduction of an additional wheeled bin for recycling (action 2i). This is to promote use of recycling service and increase waste awareness.

Action 1f: To investigate the potential for reduced frequency collections of refuse.

Action 1g: To develop an on-line waste exchange, or 'Swap Shop' promoting reuse of items, and diversion from the waste stream.

Action 1h: To provide a bulky waste collection service for reusable items of furniture and appliances, in partnership with the community sector to promote reuse and diversion from the waste stream.

Objective 2: To maximise the amount of waste recycled

Key target: To increase the amount of household waste recycled and composted in Haringey to 35% by 2010/11, of which 7% should be composted.

Key target: To increase the amount of household waste recycled and composted in Haringey to 45% by 2015/16, of which 10% should be composted.

Action 2a: Provide an expanded multi-material kerbside recycling service to all houses, blocks of flats and estates, enabling plastic bottles, cardboard, paper, glass and cans (and more materials as reprocessing becomes possible) to be recycled.

Action 2b: Develop a multi-material recycling collection service for flats above shops.

Action 2c: Develop collections of food waste from households on estates, through doorstep collections and transport to an external composting facility, or through community composting initiatives based on the estate.

Action 2d: Enhance bring bank network to accept materials including plastic bottles, paper, glass, and cans. Add on-street facilities to recycle textiles and shoes.

Action 2e: To provide schools with an enhanced recycling service allowing for more materials to be collected, including paper, cardboard and food waste.

Action 2f: To enhance education work with schools and educational establishments.

Action 2g: To provide a free recycling collection to charities, faith groups, community centres, and places of worship, and to allow these groups to bring recycling to the Reuse & Recycling Centres.

Action 2h: To increase participation in recycling services, through effective communications and work of the Participation Team.

Action 2i: To provide wheeled bins for recycling to all suitable households.

Action 2j: To increase the range of materials accepted for recycling at the Reuse & Recycling Centres.

Action 2k: To segregate litter collected through street-sweepings into recycling and waste.

Action 2l: To develop Community Clear Up collections of bulky waste into two streams of materials, one for items which can be reused or recycled, and the other for waste materials.

Action 2m: To enhance the network of commuter recycling bins for paper with mini - recycling bins for plastic bottles, glass and cans, both on-street and in parks.

Action 2n: To incentivise recycling to residents through financial rewards, or fine residents who fail to participate in recycling services.

Action 1o: To introduce a recycling service for trade waste to help reduce the amount of biodegradable municipal waste being sent to landfill.

APPENDIX 1 – GAPS IN THE SERVICE REQUIRING ADDITIONAL INVESTMENT

The following table lists the actions outlined in this strategy which have not been accounted for in the Pre-Business Planning Review process for 2007/8. As such there is no funding allocated to delivering the key actions from the Recycling Strategy which are listed below. Where actions have been planned for in the Pre-Business Planning Review a reference is made to Appendix 2 where these actions and costs are covered in more detail.

Objective 1: To reduce overall waste arisings

Key target: To reduce household waste collected to 345Kg per person in Haringey by 2010/11.

Key target: To reduce household waste collected to 340Kg per person in Haringey by 2015/16.

ACTIONS OUTLINED IN STRATEGY	CURRENT PROVISION	ESTIMATE OF FUNDING REQUIRED
Action 1a: To provide and promote a subsidised home composting scheme to residents and schools.	Subsidised scheme funded by WRAP for 2006 and 2007	£50K per annum to continue subsidy of bins
Action 1b: To promote and subsidise Real Nappies as an alternative to disposable nappies.	£54 subsidy provided through NLWA.	£36k per annum for Real Nappy outreach worker
Action 1c: To deliver a waste minimisation campaign, including promotion of the Mailing Preference Service, provision of 'No Junk Mail' stickers, and advice to reduce waste in the home.	Limited campaign delivered through existing resources (NRF funding for Communications & Participation)	£20k per annum for 3 years to support waste minimisation communications and promotions.
Action 1d: To further develop the range of materials accepted at the Reuse & Recycling Centres to promote diversion of waste from landfill, and increase the volume which is reused and recycled.	Two Reuse & Recycling Centres in the borough. Hornsey site will have to relocate by June 2008 due to Hornsey Heartlands redevelopment.	Costs unknown until suitable site is identified.
Action 1e: To cease the collection of side waste from residential properties	Side waste is currently collected with domestic refuse collections.	This policy change may promote waste reduction and awareness. Savings made

with wheeled bins.			through reduced disposal costs may be offset by increased incidences of dumped rubbish.
Action 1f: To reduce domestic waste collections to fortnightly from 2010.	Domestic refuse collections are currently provided weekly.		Based on a cost of £3.7m/pa for refuse services, if these services were provided at a reduced frequency for 8 months of the year (continued weekly service during summer months), a saving of £1m could be achieved.
Action 1g: To develop an on-line waste exchange, or 'Swap Shop' promoting reuse of items, and diversion from the waste stream.	No current service provision.		£36K required for Waste Exchange Officer to develop and promote the service.
Action 1h: To provide a bulky waste collection service for reusable items of furniture and appliances, in partnership with the community sector to promote reuse and diversion from the waste stream.	Current bulky waste collection services have limited capacity to collect items for reuse, and the majority of items collected are disposed of.		Costs for implementing this change can be covered by making efficiencies to the current bulky waste collection services.
Total funding required to deliver these actions			£142K Revenue per annum

Objective 2: To maximise the amount of waste recycled

Key target: To increase the amount of household waste recycled and composted in Haringey to 35% by 2010/11, of which 7% should be composted.

Key target: To increase the amount of household waste recycled and composted in Haringey to 45% by 2015/16, of which 10% should be composted.

ACTIONS OUTLINED IN STRATEGY	CURRENT PROVISION	ESTIMATE OF FUNDING REQUIRED
<p>Action 2a: Provide a multi-material recycling service to all houses, blocks of flats and estates, enabling plastic bottles, cardboard, paper, glass and cans to be recycled.</p>	<p>See Appendix 2</p>	<p>See Appendix 2</p>
<p>Action 2b: Develop a multi-material recycling collection service for flats above shops</p>	<p>Flats above shops are served by the network of bring banks around the borough.</p>	<p>A dedicated vehicle, driver and 2 operatives to provide a collection service of recyclables from flats above shops would require £130k capital investment, and £80K revenue (ongoing).</p>
<p>Action 2c: Develop collections of food waste from houses on estates, through doorstep collections and transport to an in-vessel composter, or through community composting initiatives based on the estate.</p>	<p>A bid has been made through the PBPR for this service to be provided to 3000 households on estates in 2007/8.</p>	<p>To extend collections to another 5,000 households on estates, and provide community composting schemes to 8,000 households would require £340 capital investment (rockets/ vehicles) and £380 revenue (staff/communications etc).</p>
<p>Action 2d: Enhance bring bank network to accept materials including plastic bottles, paper, glass, and cans. Add on-street facilities to recycle textiles and shoes.</p>	<p>Current bring bank facilities are serviced by 'crane' vehicles which lift the recycling out of the banks in large sacks. The banks are segregated for different materials and most sites accept glass, cans and paper.</p>	<p>To enhance the network of banks would require the purchase of two RCVs at a cost of £260k which would make the collections from banks more efficient and replace the work of 5 crane vehicles. The staffing of these vehicles could be covered using redeployment from crane vehicles.</p>

		<p>Savings would be made against maintenance and running cost of the redundant crane vehicle fleet, and reduced staffing required to service banks.</p> <p>To provide schools with a multi-material collection for both dry and food waste would require the purchase of 2 'duo' RCVs at a capital cost of £300k. Revenue costs for staffing would be £160K (2x drivers and 4x operatives).</p> <p>This project requires a dedicated Schools Environmental Awareness Officer at a cost of £36k per annum, plus an additional £10k per annum for resources.</p> <p>To expand recycling collections to include these centres would require an additional vehicle at a capital cost of £130k plus an annual revenue cost of £80K (driver + 2).</p> <p>An additional 2 members for the Participation Team would enable the team to reach more residents each month to help increase participation in services, and enable more effective distribution of service communications, at a cost of £40K per annum</p> <p>See <i>Appendix 2</i></p> <p>It would require limited investment to increase this range as many manufacturers collect of pay for recyclable</p>
<p>Action 2e: To provide schools with an enhanced recycling service allowing for more materials to be collected, including paper, cardboard and food waste.</p>	<p>Schools are currently provided with facilities to recycle paper, with some schools also recycling cardboard and/or cans.</p>	
<p>Action 2f: To enhance education work with schools and educational establishments.</p>	<p>Currently one Recycling Officer spends 20% of their time on promoting recycling to schools and education work.</p>	
<p>Action 2g: To provide a free recycling collection to charities, faith groups, community centres, and places of worship, and to allow these groups to bring recycling to the Reuse & Recycling Centres.</p>	<p>There is currently no system in place to facilitate these groups to recycle through Haringey's collection systems. However, the waste produced by these groups is considered 'domestic' and therefore could contribute significantly towards recycling targets.</p>	
<p>Action 2h: To increase participation in recycling services, through effective communications and work of the Participation Team.</p>	<p>The Participation Team currently consists of 4 staff who carry out a range of duties to promote recycling including door-knocking, survey work, leafleting and promotion at events.</p>	
<p>Action 2i: To provide wheeled bins for recycling to all suitable households.</p>	<p>See <i>Appendix 2</i></p>	
<p>Action 2j: To increase the range of materials accepted for recycling at the Reuse & Recycling Centres.</p>	<p>At present, 20 different materials are recycled through Haringey's R&R centres.</p>	

		materials.	
Action 2k: To segregate litter collected through street-sweepings into recycling, and waste.	At present all litter collected through street sweepings are disposed of, which amounts to 650 tonnes per month. However, street sweepings are classified as domestic waste and could therefore be counted towards recycling targets if segregated.		
Action 2l: To develop Community Clear Up collections of bulky waste into two streams of materials, one for items which can be reused or recycled, and the other for waste materials.	Current bulky waste collection services have limited capacity to collect items for reuse, and the majority of items collected are disposed of.		
Action 2m: To enhance the network of commuter recycling bins for paper with mini-recycling bins for plastic bottles, glass and cans, both on-street and in parks.	Haringey currently has a network of 30 commuter recycling bins for paper only.		Purchase and installation of new recycling bins for other materials would £7K for 100 units. There would also be an impact on the capacity of vehicles used to make collections.
Action 2n: To incentivise recycling to residents through financial rewards, or fine residents who fail to participate in recycling services.	Haringey trialled an incentive scheme in the borough in 2005/6 at a cost of £118k over 6 months.		A further incentive scheme could be developed at a cost of £50k per annum.
Action 2o: To introduce a recycling service for trade waste.	No service provided though Haringey Accord Limited are proposing to start a service in January 2007.		The cost of providing this service would be covered by Haringey Accord Ltd though their charging mechanism for trade waste collections.
Total funding required to deliver these actions			£836 Revenue, £827K Capital

APPENDIX 2 – REVENUE AND CAPITAL RECYCLING BIDS MADE AS PART OF THE STREETSCENE PRE-BUSINESS PLAN REVIEW – 2007/08

The table below illustrates the key proposed service improvements identified as part of the Pre-Business Planning Review for 2007/8 that are required to deliver the objectives of the this strategy.

Note: The costs outlined in the table below are as submitted in the Pre-Business Planning Review, and are yet to be confirmed. This will be subject to the Recycling Report being submitted to the Executive Advisory Board in December 2006.

ACTIVITY	TIMESCALE FOR INTRODUCTION	COST		IMPACT ON LEVEL OF SERVICE & PERFORMANCE	JUSTIFICATION OF RECOMMENDATION
		YEAR 1	YEAR 2		
Expansion of multi-material recycling collections to all properties with a kerbside collection, including blocks of flats	2007/8	£1.6m Capital £200K Revenue	£50k Capital £230k Revenue	This funding would increase the number of households receiving the multi-material recycling service from 40,000 to 80,000. Estimated increase in recycling rate is 7.2% (5,843 tonnes) per annum.	Providing an equitable service: All properties eligible for a kerbside collection receive the same level of service, including collection of plastic bottles and cardboard, green and food waste. Blocks of flats: This bid includes a specific service for blocks where green boxes are not suitable, thus providing a new service for these 5,000 properties.
Provision of food waste collections from 3,000 estates properties	2007/8	£85k Capital £95K Revenue		This funding would provide a new service to the 3,000 households on estates which receive a doorstep multi-material recycling collection as introduced in 2006/7. Estimated increase in recycling rate is 0.1% (80 tonnes) per annum.	Providing an equitable service: To diversify the range of materials collected as part of the pilot doorstep collections from housing estates, in line with the service provided to properties with the 'green box' kerbside service.

<p>Provision of recycling containers</p>	<p>2007/8</p>	<p>£30k Capital</p>	<p>£30k Capital</p>	<p>This funding would provide recycling containers to replace lost, damaged and stolen units, and to provide containers to new properties.</p>	<p>Maintenance of service: This investment is required to maintain the current level of service and to ensure all eligible households can participate in the recycling service.</p>
<p>Expansion of estates doorstep recycling collections to all households</p>	<p>2008/9</p>	<p>Additional £15k Revenue</p>	<p>£352k Capital £280k Revenue</p>	<p>This funding would increase the number of households on estates receiving a doorstep or near-entry multi-material recycling collection from 6,000 to 15,000. Estimated increase in recycling rate is 2.5% (2,000 tonnes) per annum.</p>	<p>Providing an equitable service: To provide a multi-material recycling service to all residents in the borough which is equitable regardless of the type of household in which they live.</p>
<p>Provision of wheeled bins for recycling</p>	<p>2008/9</p>	<p>£2m Capital</p>	<p></p>	<p>This funding would provide wheeled bins for 80,000 households to present dry multi-material recycling, as an improvement to the borough-wide multi-material service improvement (as above). Estimated increase in recycling rate is 1-2% (800-1,600 tonnes) per annum.</p>	<p>Health & Safety: Wheeled bins for collection of recycling is safer for operatives and reduces manual handling. Customer Satisfaction: Improve the image of the recycling service which can suffer from untidy or overflowing green boxes. Resident demand for larger containers for recycling is strong. Performance: Provision of larger containers for recycling will encourage higher levels of participation and capture rate of recyclables.</p>

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Table 1 - Cost Analysis of Different Kerbside Recycling Collection Systems

Revenue costs	Option 1			Option 2			Option 3		
	Total per annum	Impact on level of service	11 collection rounds comprised of 6 mixed multi-material rounds and 5 kerbside sort rounds	Total per annum	Impact on level of service	11 collection rounds comprised of 9 mixed multi-material rounds (borough-wide service), 1 street-facing blocks of flats round & 1 estates doorstep food waste round	Total per annum	Impact on level of service	28 collection rounds comprised of 16 kerbside sort rounds (borough-wide service), 2 kerbside sort support rounds, 8 green/food waste rounds, 1 street-facing blocks of flats round & 1 estates food waste round
Operational Team	£1,155,000	Multi-material rounds serve 6,600 properties per week each, Kerbside sort serve 7,000 properties per week each.	9 rounds with driver + 4 operatives, 2 rounds with driver + 2	£1,075,000	Multi-material rounds serve 8,300 properties each per week, blocks of flats round serves 5,000 properties per week, food waste round serves 3,000 properties per week.	24 rounds with driver + 4 operatives; 2 support vehicles with driver + 1; blocks of flats round driver + 2; and food waste on estates round driver + 2.	£2,740,000	Kerbside sort rounds serve 4,600 households per week each, green/food waste rounds serve 3,400 households per week each, blocks of flats round serves 5,000 households per week, food waste round serves 3,000 properties.	
Vehicle running costs for fleet	£148,000	No change - 40,000 hh receive mixed multi-material service; 35,000 receive kerbside sort service with limited materials collected. Service is not equitable across the borough. No service for blocks of flats.	£16K pa for mixed material rounds, £7.2K pa for sillage	£224,000	£18K pa per vehicle	£10K pa per vehicle	£280,000	£15K pa for green waste vehicles; £8K pa for sillages	
Fuel for fleet	£135,000	£5K pa for mixed material rounds, £2K pa for sillage	£15K pa	£210,000	£5K pa per vehicle	£3K pa per vehicle	£291,000	Communications and staffing to support service changes	
Unfair wear and tear for fleet	£45,000	Communications and staffing to support service changes	£0	£70,000	Communications and staffing to support service changes		£75,000		
Support costs	£0			£100,000			£100,000		
Income generated from sale of recyclable materials									
Net Collection Costs	£1,383,823			£1,679,000			£3,486,000		
Treatment costs	£339,417			£295,178			£307,840		
Disposal Savings	£179,140			£641,121			£57,720		
Net Treatment Costs / Disposal savings	£518,557			£344,500			£134,940		
Total Costs	£1,262,380			£985,621			£52,000		
							£35,100		
							£587,600		
							£2,898,400		
							£1,514,578		
							£344,500		
							£344,500		
							£988,000		
							£843,500		
							19,760		
							£114		
							£2,254,900		

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Table 2 - Breakdown of costs required for Option 2 - Year 1 and Year 2
Option 2

11 collection rounds comprised of 9 mixed multi-material rounds (borough-wide service), 1 street-facing blocks of flats round & 1 estates doorstep food waste round		Year 1 - 2007/8		Year 2 - 2008/9		Total over 2 years
		Total per annum	Total per annum	Total per annum	Total per annum	
Revenue costs	Note: Year 1 Rev costs are part year (based on 6 month period to roll-out service)					
Service development	Roll-out of 1 mixed-material round, and 1 round for blocks of flats and roll-out of food waste collections from 3000 households on estates			Roll-out of 2 mixed-material rounds		
Operational Team	No extra staff required - redeployment of existing crews, saving of 4 operatives.	£40,000		No extra staff required - redeployment of existing crews.	£40,000	£80,000
Vehicle running costs for fleet	£8.8K extra for 2 vehicles, plus £16K for 2 new vehicles	£24,800		£8.8K extra required for 3 vehicles	£51,200	£76,000
Fuel for fleet	£9K extra for 2 vehicles, plus £15K for 2 vehicles	£24,000		£9K extra for 3 vehicles	£51,000	£75,000
Unfair wear and tear for fleet	£3K extra for 2 vehicles, plus £5K for 2 vehicles	£8,000		£3K extra for 3 vehicles	£17,000	£25,000
Support costs	Communications and staffing to support service changes	£90,000		Communications and staffing to support service changes	£10,000	£100,000
Reduction in Income	Loss of sale of recyclables	£24,795		Loss of sale of recyclables	£74,384	£99,178
Revenue Total	Total revenue cost of kerbside service	£131,595		Total revenue cost of kerbside service	£163,584	£295,178
Capital Investment required	New vehicles for expanded multi-material collections £390K recycling containers (food waste boxes and caddies, green boxes, garden waste bags and bulk containers) for expanded collections £575K; additional containers to support kerbside service £30K, vehicle for estates food waste collection £70K, and containers for estates service £15K.	£1,080,000		New vehicles for expanded multi-material collections £405K; recycling containers purchased in Year 1 so £nil;	£405,000	£1,485,000

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Table 3 - Breakdown of costs for Option 3 - Year 1 and Year 2

Option 3			
28 collection rounds comprised of 16 kerbside sort rounds (borough-wide service), 2 kerbside sort support rounds, 8 green/food waste rounds; 1 street-facing blocks of flats round & 1 estates food waste round			
	Year 1 (2007/8)	Year 2 (2008/9)	Total over 2 Years
Revenue costs	<i>Note: Year 1 Rev costs are part year (based on 6 month period to roll-out service)</i>	Total per annum	Total per annum
Service development	Roll-out of 8 kerbside sort rounds, with 1 support vehicle, and 1 round for blocks of flats, 1 round for food waste collections on estates		Roll-out of 8 kerbside sort rounds with 1 support vehicle
Operational Team	Some redeployment of existing crews. Need additional 4 drivers and 9 operatives	£140,000	Additional 13 drivers + 49 operatives
Vehicle running costs for fleet	£10K per vehicle	£75,000	£10K per vehicle with savings against existing fleet maintenance
Fuel for fleet	Increase in fuel costs for increased fleet size	£39,000	Increase in fuel costs for increased fleet size
Unfair wear and tear for fleet	£3K pa per vehicle	£7,500	£3K pa per vehicle
Support costs	Communications and staffing to support service changes	£90,000	Communications and staffing to support service changes
Generation of income from sale of recyclables	Increased sale of recyclable materials	-£122,106	Increased sale of recyclable materials
Revenue Total	Total revenue cost of kerbside service	£229,395	Total revenue cost of kerbside service
Capital Investment required	10 stillage vehicles at £90K, 2 support vehicles at £60K, 2 new RCVs for green waste at £120K; recycling containers (food waste boxes and caddies, green boxes, garden waste bags and bulk containers) for expanded collections £575K; additional containers to support kerbside service £30K, vehicle for estates food waste collection £70K, and containers for estates service £15K.	£1,950,000	10 stillage vehicles at £90K, 1 support vehicle at £60K, 1 new RCV for green waste at £120K; recycling containers for expanded collections £nil as bid in Year 1.
			£3,030,000
			£1,585,000
			£132,000
			£156,000
			£30,000
			£100,000
			-£488,422
			£1,285,184

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Table 4 - Options Analysis of Capital Cost Implications of Different Kerbside Recycling Collection Systems

	Option 1		Option 2		Option 3	
	11 collection rounds comprised of 6 mixed multi-material rounds and 5 kerbside sort rounds	11 collection rounds comprised of 9 mixed multi-material rounds (borough-wide service), 1 street-facing blocks of flats round & 1 estates doorstep food waste round	28 collection rounds comprised of 16 kerbside sort rounds (borough-wide service), 2 kerbside sort support rounds, 8 green/food waste rounds; 1 street-facing blocks of flats round & 1 estates food waste round			
Capital Investment required	None - £910K investment already made in 7 new vehicles	New vehicles for expanded multi-material collections £795K; recycling containers (food waste boxes and caddies, green boxes, garden waste bags and bulk containers) for expanded collections £575K; vehicle for estates food waste collection £70K, containers for estates service £15K; additional containers to support kerbside service £30K.	£1,485,000	20 stillage vehicles at £90K, 3 support vehicles at £60K, 3 new RCVs for green waste at £120K (utilising existing multi-material fleet £910K); recycling containers (food waste boxes and caddies, green boxes, garden waste bags and bulk containers) for expanded collections £575K; vehicle for estates food waste collection £70K, containers for estates service £15K; additional containers to support kerbside service £30K.	£3,030,000	
Investment in Operational Depot	Continued use of Western Road Recycling Depot, however this will need to be relocated in next 2-3 years due to Haringey Heartland Regeneration Programme	Possible credit note from sale of Western Road depot which would no longer be required for bulking of recyclables. A much smaller area would be required for parking the recycling fleet, which could potentially operate out of Ashley Road depot. However, requirements for a replacement site would be simpler than required for option 3 and may generate a credit note for the Council from the sale of Western Road.	£3m Receipt	Larger recycling depot required for processing increased volume of sorted materials from kerbside and bring banks. Relocation from Western Road to a larger site required. Purchase of new site as existing depot at Ashley Road would not be suitable for this operation.	£7m Expenditure	

Appendix C - Recycling Strategy Report, Risks and Assumptions

Description	Assumption / Risk	Control measures /Risk levels
<p>Recycling Strategy Objective 1, BVPI 84 zero waste growth by 2010/11 compared to 2005/06</p>	<p>BVPI 84 2005/06 outturn figure was 365 kg per head of population.</p> <p>There is a general trend of household waste growing at 2 to 3% per annum. If this continued BVPI 84 figure would increase to between 401 & 423 kg per head.</p>	<p>Adoption of NLWA Waste Minimisation Plan.</p> <p>Creation and implementation of waste minimisation action plans identified in Recycling Strategy for Haringey</p> <p>Risk of not achieving zero waste growth: Medium</p>
<p>Recycling Strategy Objective 2, increase recycling rates to 35% by 2010/11 and 45% by 2020/21</p>	<p>To achieve 35% target will require:</p> <ul style="list-style-type: none"> • Waste minimisation campaign, • Dry recyclable, green and organic kerbside, doorstep or near entry collections to 95% of households, • Sustained participation campaigns, possibly using incentives. <p>To achieve 45% target will require all actions identified to achieve 35% target and additionally:</p> <ul style="list-style-type: none"> • Fortnightly residual waste collections • Achieving 60% landfill diversion rates at R & R centres • Achieving minimum 65% landfill diversion rates from recycling and composting collection service • Further post-collection recycling and composting by NLWA • Extensive public awareness campaign to increase participation levels possibly including rebates for residents. 	<p>Estimated that implementation of Option 2 or 3 will contribute towards achieving up to 30% recycling rate.</p> <p>Additionally, roll-out of doorstep and near-entry collections to all households in blocks of flats, implementation of waste minimisation plans and extensive participation campaigns will contribute towards achieving 35% recycling rate.</p> <p>Risk of not achieving 30% recycling rate: Low (provided option 2 or 3 is implemented)</p>
<p>Option 2</p>	<p>Estimate 9 split-back vehicles required to service 75,000 kerbside properties. Current coverage level of 6 split back vehicles collecting from 40,000 properties. Option 2 requires increase in no. of households serviced per vehicle increasing from 6,600 per week to 8,300 households per week. It is envisaged that this increase can be managed by:</p> <ul style="list-style-type: none"> • ensuring that new rounds are arranged to be as efficient as possible with little or no down time travelling between sites • roll-out is expected to result initially in lower overall levels of participation compared to existing participation levels in this service. 	<p>Phased implementation to determine what levels of participation are achieved in areas where new services are rolled out will allow continuous assessment of services.</p> <p>Higher than expected participation levels could result in a re-evaluation of estimated vehicle round requirements. This would be considered as part of the Pre-Business Plan Review for 2008/09.</p> <p>Risk of higher vehicle/round requirement: Low to Medium</p>

Option 3	<p>Estimate of 28 collection rounds made up of 16 kerbside sort, 2 kerbside sort support for cardboard and plastics, and 8 green/organic rounds. This type of service is not provided in the borough at the moment so no direct comparison is possible.</p> <p>However, current kerbside sort rounds (which do not collect plastics and cardboard) service 7,000 households per week each. Under option 3 it is estimated this would fall to 4,600 properties per week each due to the following factors: collection crews would be expected to move more slowly due to the additional materials that would be collected compared to the current service</p> <ul style="list-style-type: none"> roll-out is expected to result in higher overall levels of participation compared to existing participation levels in this service. 	<p>Phased implementation to determine what levels of participation are achieved in areas where new services are rolled out will allow continuous assessment of services.</p> <p>Lower than expected participation levels could result in a re-evaluation of estimated vehicle round requirements. However, campaigns to increase participation would be undertaken before any consideration of removal of rounds.</p> <p>Risk of higher vehicle/round requirement: Low to Medium</p>
Fuel costs, CO2 emissions	<p>CO2 emissions information is based on the following factors:</p> <ul style="list-style-type: none"> CO2 emissions for diesel of 2.63 kg per litre Fuel cost based on estimated number of litres used @ 74p per litre. <p>CO2 emissions data based on guidance from Sustainable Energy Action, a not-for-profit company and environmental charity working with local authorities and business to create a sustainable future for London (www.sea/renue.org.uk)</p>	<p>Fuel prices are volatile. Fuel costs will be kept under review.</p> <p>Risk of higher fuel costs: Medium</p>
Sale of recyclables	<p>Sorted material sale values for are currently as follows:</p> <ul style="list-style-type: none"> paper - £40 per tonne glass - £15 per tonne aluminium cans - £950 per tonne steel cans - £40 per tonne plastic - £100 per tonne cardboard - £45 per tonne <p>These values are subject to change according to supply and demand. Lower sale values would take option 1 & 3 costs higher, higher sale values would make option 1 & 3 costs lower. There would be no affect to option 2 costs.</p>	<p>Risk of higher sale values resulting in comparable revenue collection costs between options 2 & 3: Low</p>
Cost of disposal	<p>Cost of disposal is currently £50 per tonne. This cost is set to rise by at least £14 per tonne through the Landfill Tax Escalator by 2011/12 and further through inflation and higher waste treatment costs.</p>	<p>Risk that higher sums will need to be set aside to pay increased charges from NLWA: Low (provided option 2 or 3 is implemented)</p>

Cost of treatment	<p>Treatment costs for mixed multi-materials and green/organic waste:</p> <ul style="list-style-type: none"> • mixed multi-materials - £48 per tonne • green/organic waste - £53 per tonne <p>It is anticipated that these costs will rise slowly. Over time the differential between the cost of disposal and cost of treatment will become more significant resulting in steadily higher savings being recognised from recycling waste rather than disposing of waste.</p>	Risk that differential between disposal costs and treatment costs will not accrue over time: Low
Depot	<p>Western Road Depot has limited life. Replacing this site with an alternative site within the borough will be difficult.</p>	<p>Under option 2, a smaller site could replace Western Road or there may be no requirement to replace it at all.</p> <p>Under option 3, a larger site than Western Roads would have to be found and there is a risk that a suitable site within the borough may not be available: Medium to High.</p>
Fortnightly collection saving	<p>Boroughs that have already moved to fortnightly collections have indicated that savings in the refuse collection service in the order of 35% have been achieved. Based on current levels of expenditure on refuse collections this could roughly translate into a saving of £1m per annum in Haringey.</p>	Risk that current refuse collection costs are too low and that no saving would be achieved in Haringey from fortnightly collections: Low
£150 per tonne charge	<p>DEFRA has threatened to be fine authorities £150 per tonne for exceeding their Landfill Allowances.</p>	Risk of fines from not meeting Landfill Allowances: High

