



Haringey Council

NOTICE OF MEETING

Scrutiny Review - Waste Collection & Recycling

THURSDAY, 21ST FEBRUARY, 2008 at 18:30 HRS - CIVIC CENTRE, HIGH ROAD, WOOD GREEN, N22 8LE.

MEMBERS: Councillors Hare, Jones, Patel and Rainger

AGENDA

1. APOLOGIES FOR ABSENCE

2. ITEMS OF URGENT BUSINESS

The Chair will consider the admission of any late items of urgent business. Where the item is already included on the agenda, it will appear under that item but new items of urgent business will be dealt with at item 7.

3. DECLARATIONS OF INTERESTS

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 judgment of the public interest **and** if this interest affects their financial position or the financial position of a person or body as described in paragraph 8 of the Code of Conduct **and/or** if it relates to the determining of any approval, consent, licence, permission or registration in relation to them or any person or body described in paragraph 8 of the Code of Conduct

4. MINUTES: (PAGES 1 - 6)

To confirm and sign the Minutes of the meeting held on 17 December 2007.

5. CONCLUSIONS AND RECOMMENDATIONS FROM THE SCRUTINY INVESTIGATION. (PAGES 7 - 36)

To consider the conclusions and recommendations from the results of the scrutiny review into Waste Collection, Recycling and Disposal [minutes of previous meetings attached].

**6. EVALUATION AND LEARNING FROM OVERVIEW AND SCRUTINY REVIEWS.
(PAGES 37 - 38)**

The sharing of lessons learnt from reviews is a useful means of developing further best practice. It is therefore proposed that each separate scrutiny review should contain an evaluation and learning element.

7. URGENT BUSINESS

To deal with any items of urgent business admitted at Item 2 above.

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SCRUTINY REVIEW – WASTE COLLECTION, RECYCLING & DISPOSAL**MINUTES OF THE MEETING HELD ON 17 DECEMBER 2007**

Members Councillors *Jones (Chair), Hare, Rainger and *Patel

1. **APOLOGIES FOR ABSENCE** (Agenda Item 1): An apology for absence was received from Councillor Hare.
2. **URGENT BUSINESS** (Agenda Item 2): None submitted.
3. **DECLARATION OF INTEREST** (Agenda Item 3): None notified.
4. **MINUTES OF THE MEETING HELD ON 12 NOVEMBER 2007** [Agenda item 4].

The minutes were agreed.

5. **PRESENTATION FROM LONDON BOROUGH OF HACKNEY** Agenda Item 5]

Beth Hodge, Recycling Manager, Hackney Council, gave a presentation to the Panel on Hackney Council's Compulsory Recycling policy. Hackney has a population size similar to Haringey with 210,000 residents. Over half of which are from black and ethnic minority groups. Unemployment stands at 16% which is high when compared to the national average; the borough is transient with 19% having lived in the borough for less than 5 years. The borough also has a high proportion of estate based households.

Only 37% of properties have gardens which demonstrate the lack of storage space for homes.

In a bid to encourage sustainable waste disposal, [Hackney council](#) has made recycling compulsory, [letsrecycle.com](#) reports.



Recycling - now it's the law

Compulsory recycling comes to Hackney.

From 27 February it is compulsory for many residents in Hackney to separate their waste for recycling. In the affected wards residents are required to use their green box to recycle glass, tins and paper. However, it is important that everyone takes responsibility for the waste that they produce.

Residents have been warned they could be fined up to £1,000 if they do not make use of their green recycling boxes.

The measures, which apply to 20,000 households in the east London borough, follow a similar scheme in Barnet, where compulsory recycling has also been introduced.

Barnet council's recycling rate has doubled to 29.97 per cent since 2002/03.

Hackney council has stressed that the methods are being used simply to encourage people to recycle, and that legal action will only be used as a last resort.

Residents who do not put out their green recycling boxes will receive a postcard reminding them to do so. If they still regularly fail to do so after four to six weeks, a letter will be sent. This will be followed by a visit from an officer, and if the resident still refuses, a fine could be issued.

The council is looking to roll the scheme out to the rest the borough's households if it is successful.

Recent government figures show that the UK has the worst recycling record in Europe, with only 18 per cent of household waste recycled in 2003/04.

Green boxes are issued to all 51,000 street based properties. Paper, glass, cans, cardboard, yellow pages, foil, engine oil, household car batteries, kitchen waste (15,000).

Hackney carried out a considerable amount of pre-campaign work as part of their compulsory recycling strategy, these included out reach workers engaging with community groups; road shows; school events, door knocking and information sessions for elected members.

Compulsory Recycling Journey

- 3 year Waste and Recycling Strategy November 2004
- Eunomia – Waste and Recycling Action Plan September 2005
- Compulsory recycling recommended
- Follows on from Barnet's successful model
- Paper, glass, cans/tins only
- Utilises Environmental Protection Act 1990 where LA's can specify how householders present their waste i.e. can specify waste is presented in the green box and not black sack
- Feb 2006 – Trial 12,500 households in 4 wards – Brownswood, Stoke Newington Central, Clissold and Lordship
- March 1st 2007 - Roll out 51k households



Factfile:

- In Hackney we produce enough rubbish to fill London Fields seven times each year.
- By recycling a one metre high pile of newspapers you can save one tree.
- If all aluminium drinks cans sold in the UK were recycled, there would be 14 million fewer full dustbins per year.

- An average UK household produces a huge one tonne of rubbish each year.
- In the UK, a shocking 30% to 40% of food produced is never eaten - a quarter of all the rubbish we throw away is food.

6. EVALUATION FROM THE RESIDENTS AND BUSINESS QUESTIONNAIRES [Agenda Item 6]

The Panel considered the results of the residents and business questionnaire. This small scale consultation was based on a questionnaire distributed at public meetings and personal distribution by the Scrutiny Team locally and across the Borough during October and November 2008. Designed to provide a flavour of ideas and issues on waste management and recycling; Haringey Consultation Unit conducted desk research as a ‘scoping’ exercise and this research looked at a range of consultations, research studies and policy papers produced by other councils.

In addition to the consultation with residents; local businesses in the Wood Green and Hornsey and Tottenham High Road area have had the opportunity to contribute with a choice of online or hard copy questionnaires. A total of 60 residents responded to the consultation. The table 1 below gives a summary detail of age and ethnic origin. Table 2 showed the percentage of people with a disability who responded.

Table 1

		ETHNIC			
		White/ British	Other	Not stated	Total
		Count	Count	Count	Count
AgeGroup	Under 25	0	0	0	0
	25-44	10	1	1	12
	45-64	13	2	5	20
	65 and over	23	3	2	28
	Total	46	6	8	60

Table 2

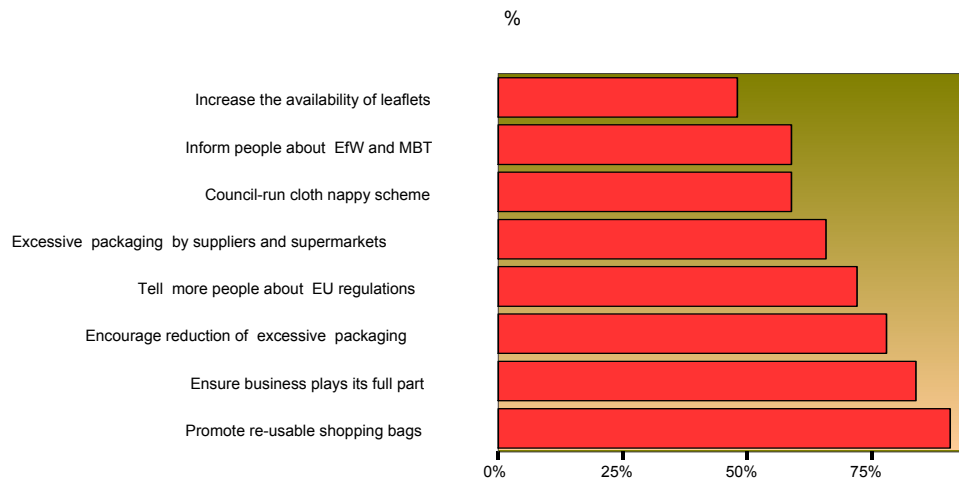
	Col %
Do you or anyone in your household have a disability? - Yes	12%
Do you or anyone in your household have a disability? - No	88%

Residents who said they had a disability were asked what impact this had on recycling; and their responses are set out below:

- I cannot walk to the recycling bins and don't have space in front of house
- Larger recycling bins instead of boxes would be useful
- Bulky items could be collected as I can't lift them
- More recycling services from the doorstep
- Winter timetable for collecting green waste - needs to be more frequent
- Help with removing large items from house for collection
- GREEN BOX COLLECTORS ARE FANTASTIC COLLECTING FROM PORCH
- I can't always manage to put the bin outside

There is considerable support for the ideas and initiatives which tackle the issue at source; rather than those which might appear only to target the end user – namely the householder. It is a possibility that residents might be inclined to make greater efforts themselves if they thought that manufacturers, suppliers and retailers were also ‘doing their bit’.

91% were in favour of promoting reusable shopping bags, 84% wanted businesses and commerce to play their part and 72% of respondents felt that people should be told about the fact that the Council needs to comply with EU regulations.



There is considerable support for ideas and initiatives which tackle the issue at source; rather than those which might appear only to target the end user – namely the householder. It is a possibility that residents might be inclined to make greater efforts themselves if they thought that manufacturers, suppliers and retailers were also ‘doing their bit’.

Residents comments on what they think Haringey Council can do to encourage recycling efforts

- Give us eco feedback on best/average household achievement rates in recycling etc
- There should be community composts in local parks; and awards for most creative re-use/repairs
- Enable wider range of plastics recycling. Discourage plastic carrier bags. Provide energy saving advice and more doorstep recycling
- Improve bulk collections and collections in problem areas like Beaconsfield Rd and Clyde Rd in N15. Education in itself will not be enough in some areas
- Now, apart from food and garden waste, you collect everything in one go. Why not have 140L green and brown bins - maybe have orange sacks for aluminum
- Fine residents and businesses who ignore recycling - implementing this would, admittedly, be difficult.
- Have a uniform service instead of current patchwork recycling and routine collections. My street doesn't have food waste collection – the next street does. There is far too much litter in street and fly tipping.

- Reduce waste at source. Develop fun presentations for schools, youth centers, sheltered housing.
- Collect more materials - encourage use of bio degradable starch-based bags for all uses and think about collection of textiles/clothes
- Recycle more materials and campaign against excess supermarket and manufacturers' packaging.
- Take tougher action against dumping rubbish. Bold warning signs about fly tipping and dumping rubbish - more in community languages
- Need plastics recycling and refunds on drinks cans and bottles - more public events.
- Returnable deposits on drinks cans and bottles - more public events to encourage
- Make sure that residents are informed about these issues but use a separate booklet and NOT via Haringey People which smacks too much of council self promotion
- Have more collection of plastic waste. Encourage businesses and shops to use less wasteful products and packaging. Have more eye-catching posters in public places, ban plastic bags
- Require supermarkets and other retailers to provide facilities for returning stiff plastic containers for fruit and meat. Have more recycling services of people in flats and apartments. Try to encourage residents rather than pushing for fines and penalties
- Don't use Haringey People to inform residents as it is seen too much as a vehicle for spin.
- Collect textiles house to house. You should campaign against excess packaging. You also need much better communications and information on these issues".

		Count	Col %
\$Q2a	Mixed recycling in green boxes - Tick to indicate which services you know are provided in your area	46	82%
	Mixed recycling in green boxes - Tick those services which you currently use	47	84%
	Mixed recycling in green boxes - WOULD use if they were provided	3	5%
	Food waste collection - Tick to indicate which services you know are provided in your area	28	50%
	Food waste collection - Tick those services which you currently use	16	29%
	Food waste collection - WOULD use if they were provided	13	23%
	Garden waste collection - Tick to indicate which services you know are provided in your area	38	68%
	Garden waste collection - Tick those services which you currently use	32	57%
	Garden waste collection - WOULD use if they were provided	5	9%
	Bottles and newspaper doorstep collection - Tick to indicate which services you know are provided in your area	33	59%
	Bottles and newspaper doorstep collection - Tick those services which you currently use	30	54%
	Bottles and newspaper doorstep collection - WOULD use if they were provided	7	13%
	Other paper, card and magazine collection - Tick to indicate which services you know are provided in your area	22	39%
	Other paper, card and magazine collection - Tick those services which you currently use	20	36%
	Other paper, card and magazine collection - WOULD use if they were provided	17	30%
	Plastic bottles, plastic milk containers - Tick to indicate which services you know are provided in your area	20	36%
	Plastic bottles, plastic milk containers - Tick those services which you currently use	18	32%
	Plastic bottles, plastic milk containers - WOULD use if they were provided	23	41%
Total	56	100%	

Thus with *mixed recycling in green boxes*; 82% say the service is provided and 84% say they use it. The higher figure indicates that one respondent uses the service but did not tick the box saying that he or she knew it was provided! The small number saying they **would** use it simply reflects the fact that most already do use this facility.

With food waste collection 50% say the facility is provided; while 29% actually use it. A further 23% say they **would** use it if provided in their locality. Sixty-eight percent believe that a garden waste service is provided while 57% make use of it.

A majority of respondents, who confirm it is provided, also use the garden waste collection facility. A similar proportion (54%) makes use of the doorstep bottles and newspaper collection service.

7. REVIEW UPDATE – To consider the current position of the review. The panel felt that it had considered all aspects of the terms of reference and that an additional meeting should be arranged to consider the recommendations for the report.

8. URGENT BUSINESS: To deal with any items of urgent business admitted at item 2 above - None notified.

Cllr Emma Jones
Chair

MINUTES OF THE MEETING HELD ON 6 SEPTEMBER 2007

Members Councillors *Jones (Chair), *Hare, *Rainger and Patel

*Members present – Also present Councillors Haley and Bull.

1. **APOLOGIES FOR ABSENCE** (Agenda Item 1): None notified.
2. **URGENT BUSINESS** (Agenda Item 2): None submitted.
3. **DECLARATION OF INTEREST** (Agenda Item 3): None notified.
4. **TERMS OF REFERENCE** (Agenda item 4).

The draft terms of reference were considered by the Panel and revised as follows:

- 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. To examine questions of environmental benefits and recycling quality 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 businesses and residents on waste minimisation and recycling, and to ensure that education about the environment is taking place for young people in Haringey.
- 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.
- To find ways in which to encourage and support residents and businesses in waste minimisation, and in using reused, reclaimed and repaired materials

5. PRESENTATION – CURRENT & FUTURE CONTRACT PROVISION & HARINGEY'S RECYCLING STRATEGY (Agenda Item 5)

The Client and Performance Manager gave a presentation to the panel outlining the following:

- current contract, service levels targets and penalties
- reasons for reviewing the current contract
- Possibilities for the future.

Recycling collection services will need to be developed in order to achieve equitable services for all residents providing the opportunity to recycle the full range of materials as conveniently as possible. This service is one of the most high-profile and strategically important services provided by the Council. The introduction of statutory recycling targets, Landfill Allowance Trading Scheme and the planned tendering of a new waste management contract make it necessary for the council to adopt a strategy for developing recycling collection services in Haringey.

Recycling performance is subject to statutory targets. In 2005/6 Haringey's statutory target was to recycle 18% of household waste. This was exceeded with audited performance of 19.23% recycling for the year. Further statutory recycling target are set by the Government in the Waste Strategy Review. Haringey's current year household recycling target is 25% rising to a stretch Local Area Agreement target of 35% by 2010. The Council has approved significant additional investment in the current financial plans to enable this target to be achieved.

6. WASTE LEGISLATION AND POLICY FRAMEWORK (Agenda Item 5b)

The Cabinet Member for Environment & Conservation stated that the information was an open and honest description of the current position regarding the contract which is due to be reviewed in 2009.

- Legislative framework
- Waste policy
- Requirements for achieving excellence

In addition to legislation, the planning requirements of the waste framework and other directives have led to the production of national waste strategies which are now in place. The strategies are plans which outline how the UK intends to manage the increasing amount of rubbish produced each year. Waste management strategies cover aspects such as the government's vision, time-related targets, the provision of waste data, the role of key organisations, issues relating to specific waste streams (such as hazardous waste), and key principles applicable to developing a system for sustainable waste management, such as the "waste hierarchy". The national strategies are also plans for dealing with waste diverted from landfill as required by the Landfill Directive and therefore include recycling, composting and recovery targets for different types of waste. The aim is to divert increasing volumes of biodegradable municipal waste away from landfill and move the treatment of waste up the waste hierarchy (Reduce, Reuse, and Recycle) to improve the sustainability of waste management.

Agreed:

1. That the terms of reference be agreed as amended
2. That local businesses be approached and invited to attend the focus group(s)
3. That members invite local community groups, within their wards, to the focus groups.
4. That Waste Management Services provide details of recycling rates in Haringey and details of resident's satisfaction.

DATE OF NEXT MEETING - 4th October 2007

Cllr Jones - Chair

MINUTES OF THE MEETING HELD ON 4 OCTOBER 2007

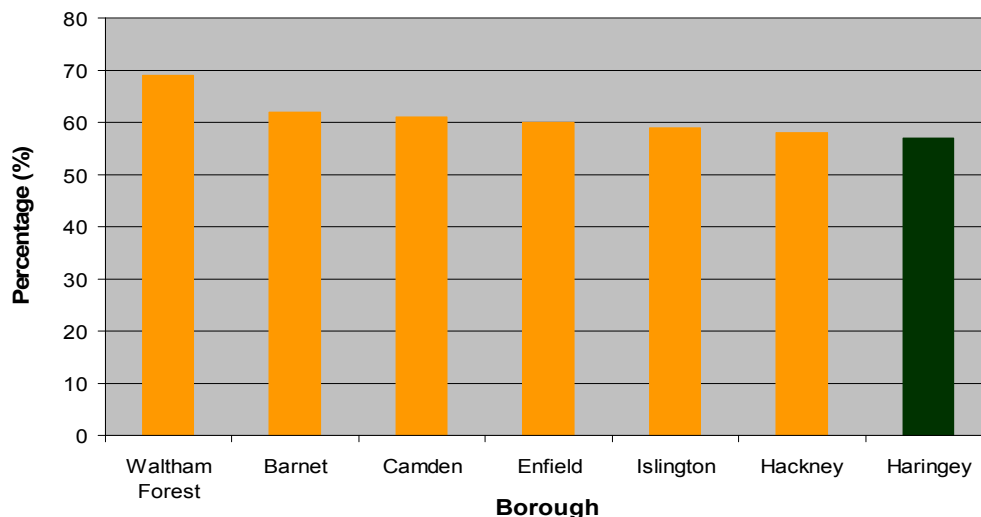
Members Councillors *Jones (Chair), *Hare, Rainger and *Patel

5. **APOLOGIES FOR ABSENCE** (Agenda Item 1): Apologies for absence received from Cllr Rainger. Councillor Aitkin attended as a substitute.
6. **URGENT BUSINESS** (Agenda Item 2): None submitted.
7. **DECLARATION OF INTEREST** (Agenda Item 3): None notified.
8. **MINUTES OF THE MEETING HELD ON 6 SEPTEMBER 2007** [Agenda item 4].

The Minutes of the meeting held on 6 September 2007 were agreed.

5. **RESPONSE FROM WASTE MANAGEMENT SERVICES.** The Panel received a presentation from the Head of Waste Management Services detailing resident's satisfaction and recycling rates in Haringey.

% of people satisfied with Recycling Facilities (BVPI 90b 2006-2007)



www.haringey.gov.uk



It was noted that improvements have been achieved over a period of time nevertheless; Haringey was still playing 'catch-up'. Resident satisfaction was better in the west of the borough when compared to the east but it was important to find out exactly what residents were dissatisfied about. A 'tracker' survey was carried out in April 07 which showed an improved performance. With regards to street sweeping, the high roads were swept on a regular basis.

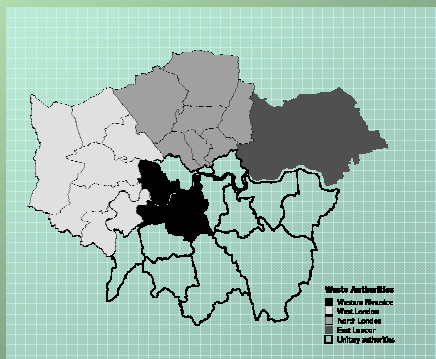
6 EVIDENCE SESSION – NORTH LONDON WASTE AUTHORITY

Barbara Herridge gave an outline of the work of North London Waste Authority [NLWA]. The organisation does not employ staff directly but support services are provided by LB Haringey and Camden. NLWA principle function is to manage waste from the seven boroughs. Detailed below are the questions from the panel and the responses received from NLWA.

1. Can you tell us about the background of the NLWA, when was it formed and which other boroughs are involved?

Background to the North London Waste Authority (NLWA)

- The Greater London Council, the former Waste Disposal Authority for London
- London Boroughs, Waste Collection Authorities
- Abolition of GLC, successor WDAs



NORTH LONDON WASTE AUTHORITY



Principal Functions of NLWA

- Duty to dispose of household and commercial waste collected by the seven constituent borough councils
- Duty to arrange for the transport and disposal of civic amenity wastes (re-use and recycling centres)
- Duty to arrange for the disposal of abandoned vehicles collected by the constituent borough councils

NLWA is a local authority in its own right

NORTH LONDON WASTE AUTHORITY



2. What does NLWA do in terms of waste minimisation and promoting recycling and composting?

North London Joint Waste Strategy 2004

- Sets framework for action
- Assumes waste growth 3% to 2010/11, then 2.5%
- 35% recycling and composting by 2010
- 45% recycling and composting by 2015
- Local self-sufficiency except for landfill (using LATS allocations)
- Waste minimisation
- Promotion of recycling
- Promotion of composting

NORTH LONDON WASTE AUTHORITY



Waste Prevention



Consumer Behaviour



Home Composting

Community Composting



NORTH LONDON WASTE AUTHORITY



Re-use



White Goods Repair

Paint
Re-use



NORTH LONDON WASTE AUTHORITY



Promoting Recycling



NORTH LONDON WASTE AUTHORITY



Promoting Composting



NORTH LONDON WASTE AUTHORITY



3. What is the new waste disposal contract from 2014 likely to involve and how will it affect Haringey?

Strategic Requirements

- New waste management contract(s) from 2014
- NLJWS identified large number of new facilities needed to meet LATS
- Facility requirements before and after 2014
- Sites for new facilities
- Need for accurate data on waste and recycling performance
- Need for value for money and competition requirements

NORTH LONDON WASTE AUTHORITY



Future plans – how will they affect Haringey?

- More work on waste minimisation
- More recycling and composting
- More local facilities
- Less landfill
- Joint working

NORTH LONDON WASTE AUTHORITY



4. In your opinion is NLWA meeting the needs of its members, how might this be improved?

Member needs

- NLWA has provided a reliable disposal service to constituent borough councils since it was created in 1986
- Induction and regular reporting on strategy implementation
- Essential engagement during procurement process

NORTH LONDON WASTE AUTHORITY



5. How does NLWA manage its performance? What are its targets for waste disposal and recycling? How does NLWA compare with similar Waste Authorities?

Performance Management

- 'Best Value' regime
- Statutory targets for recycling and composting
- LATS targets
- Indicators
- Annual reporting

NORTH LONDON WASTE AUTHORITY



6. Haringey's integrated Waste Management & Transport Contract is due for renewal are you able to comment on the specification of the new contract?

New contract specification

- NLJWS targets and new national targets
- Constituent borough councils best placed to determine collection systems
- Incentives?
- Food waste collections?
- Restrictions on collection volumes?
- Bigger and better reuse and recycling centres?
- Commercial waste recycling?

NORTH LONDON WASTE AUTHORITY



7 How does Haringey compare with other partners in the quantity of waste disposed? What percentage of the recycling collected is rejected due to contamination/poor quality? Which NLWA boroughs provide high quality/low contamination recyclables?

Quantity of waste by borough

2006/07 figures	Household waste for disposal	Recycling	Composting
Barnet	113,394	24,822	16,451
Camden	79,192	15,665	4,289
Enfield	96,935	19,891	11,483
Hackney	83,025	11,234	4,346
Haringey	88,645	12,954	3,594
Islington	70,454	14,873	3,630
W. Forest	75,892	16,336	9,624

Source: www. NLWA BVPP 2007 background stats, excluding commercial waste and other recycling

NORTH LONDON WASTE AUTHORITY



Comparisons for 2005/06

Recycling & Composting H'hld waste	Target 05/06	Performance	Target 07/08
Barnet	27%	27.47%	27%
Camden	30%	27.14%	30%
Enfield	27%	27.29%	27%
Hackney	18%	16.21%	20%
Haringey	18%	19.23%	20%
Islington	18%	18.29%	20%
W. Forest	18%	21.85%	21.85%
NLWA	18%	20.89%	20%

Source: www. capitalwastefacts.com

NORTH LONDON WASTE AUTHORITY



8. Do all the NLWA boroughs collect kerbside recycling in co-mingled vehicles?

Collection Method & Minimising Contamination

- Commingled and source separated
- Material and service mix
- Contamination points and capture rates

NORTH LONDON WASTE AUTHORITY



7. EVIDENCE SESSION – ACCORD CONTRACTORS. [ENTERPRISE]

The Panel received a presentation from Enterprise [formerly Accord]. Detailed below are the questions from the panel and the responses received from Enterprise.

1. Please describe your contract with Haringey? Could improvements be suggested for the Management of the contract?

Description of Current Contract

- Range of Services
 - Household Waste Collection
 - Special Collections
 - Street Cleansing
 - Fly Tip Removal
 - Litter Bins
 - Street Washing
 - Winter Maintenance
 - Fleet Management
 - Vehicle Provision
 - Call Centre
- Partnership Based Contract
- Input with Output Measures
- Not Contracted for Recycling

Enterprise

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2. How do you monitor your performance in Haringey? How do you respond to residents' perception and satisfaction of the services provided by Accord?

Management Improvements

- Client Management
 - Meetings Structure
 - Inspections and Output Measurements
 - Use of Resident Wardens
 - Joint Monitoring
- Contract Management
 - Levels of Supervision
 - Self/Joint Monitoring
 - Use of Technology
 - Stakeholder Access

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Performance Monitoring

- Waste Services
 - Missed Collection Targets – 200/100,000
 - *August Performance - 106*
 - Bins Returned Target – 100%
 - *August Performance – 99.99%*
- Cleansing Services
 - Zone 1 – 95% Grade A/B
 - *August Performance – 100% (Council Monitored)*
 - Zone 2/3 – 95% Grade A/B
 - *August Performance – 98% (Council Monitored)*

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3. How do you think performance of waste collection in Haringey could be improved?

Proposed Service Improvements

- Block Working
 - Move away from traditional round structures
 - Area based working
 - Joined up service delivery
- Work Stream Integration
 - Combined refuse and recycling collections
 - Integrated street cleansing
- Tailored Service
 - Cleansing frequency matched to local requirements
 - No one size fits all

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Proposed Service Improvements

- Introduction of ICT
 - Enterprise Work Manager System
 - Real time tracking and task management
- Community Engagement
 - Education/Communication
 - Enforcement
- Waste Minimisation
 - Side waste
 - Containerisation
- Supervision

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4. In your opinion what are the good and no so good elements of the current contract – what would you like to see changed for the new contract?

What is Currently Good

- Waste Collection Services
 - Wheeled Bin
 - Mixed Dry Recyclables
 - Kitchen Waste
- Introduction of BVPI 199a
 - Revise Inspection Regime
- Partnership Working
- Input/Frequency Based Services
 - Stakeholder Clarity
 - Clear connection between cause and effect

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What is Currently not so Good

- Special Collection Service
 - Charging regime leads to fly tipping
- Fly Tips
 - Fly tips leading to low service perception and high corrective action costs
- Input Levels
 - Not tailored to local needs
- Service Integration
 - Residual waste and recycling services are not integrated
- Other Streetscene Services
 - Expansion of weed control, street washing, graffiti removal and street furniture cleansing

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5. What do you think are the benefits of an integrated waste, recycling and composting contract?

Benefits of an Integrated Contract

- One Stop Shop
 - No split service responsibilities with one point of contact for stakeholders
- Integrated Resource Planning
 - Transferable resources between services
 - Flexibility to changing service demands
- Environmental Impact
 - Reduced vehicle movements
- Efficiency
 - Shared management and supervision
 - Service co-ordination

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6. In your opinion, what should definitely not be in the new contract and why?

Not to be in the New Contract

- Chargeable Special Collections
 - Introduce one free special collection of up to 5 items per year
 - LB's with free service enjoy substantially lower fly tipping rates
 - Reduce costs of fly tips clearance and improve streetscene
- Client Monitoring
 - Joint monitoring regime
 - Partnership working with agreed KPI's
 - Independent benchmarking and calibration
- Weekly Sweeping
 - Tailored cleansing service, not one size fits all
- Non-integrated Service
 - Residual waste and recycling services must be integrated

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7. Are you aware of any transferable initiatives used by other authorities which could be adopted by Haringey to improve recycling rates?

Recycling Initiatives

- Ease of Service
 - The best recycling services are simple to use
- Communication
 - Needs to be targeted for both audience and access medium
- Compulsory Recycling
 - Being trialled with success in other local authorities
- Containerisation
 - Move to sacks from boxes
 - Biobags for kitchen waste
- Waste Minimisation
 - No side waste, lid closed
 - AWC

Enterprise

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8. Do you consider the services provided by Accord are delivering value for money?

Value for Money

- Does the current service deliver value for money?
 - Haringey currently enjoys a very cost effective service
 - Financial rewards are very low
- Where can improvements be made?
 - Creation of a carefully tailored service specification
 - Introduction of an integrated service using industry best practice
 - Smarter working through the use of ICT
 - Benchmarking of service delivery performance
 - Introduction of a single tier workforce
 - Ongoing partnership working

Enterprise

maintaining the infrastructure of the UK

It was noted that the following local authorities have introduced compulsory recycling:

Barnet
Hackney
Waltham Forest

It was important that residents received clear information about how to recycle and also to make it easy for them to do so.

Other countries were much more rigorous in ensuring that residents separated their waste.

Flats above shops could be integrated with commercial waste.

Councillor Emma Jones
Chair

SCRUTINY REVIEW – WASTE COLLECTION, RECYCLING & DISPOSAL

MINUTES OF THE MEETING HELD ON 12 NOVEMBER 2007

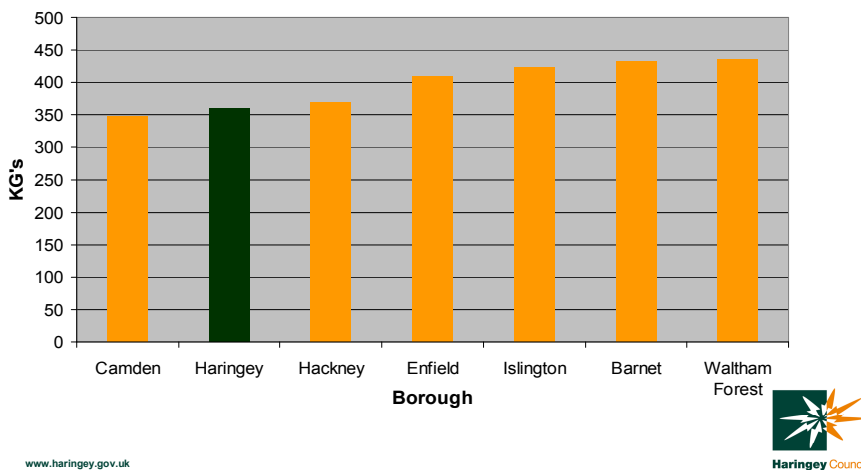
Members Councillors *Jones (Chair), *Hare, Rainger and *Patel

- 9. **APOLOGIES FOR ABSENCE** (Agenda Item 1): An apology for lateness was received from Councillor Haley.
- 10. **URGENT BUSINESS** (Agenda Item 2): None submitted.
- 11. **DECLARATION OF INTEREST** (Agenda Item 3): None notified.
- 12. **MINUTES OF THE MEETING HELD ON 4 OCTOBER 2007** [Agenda item 4].

Matters arising from the Minutes of the meeting held on 4 October 2007.

With reference to household waste collection (kilograms per head), the panel received an up date from Waste Management Services which showed the Council's position in relation to its statistical neighbour.

**Household waste collection (kilograms per head)
(BVPI 2005-2006)**



The Minutes of the meeting were agreed.

5. PROPOSALS FOR INTEGRATING REFUSE AND RECYCLING IN THE SAME CONTRACT (Agenda item 5).

The Panel received a presentation from the Client & Performing Manager, Waste Management Services, to consider the integration of Refuse & Recycling Collections in the same contract. The Panel considered the following:

- **Current service provision for refuse and recycling**
- **Service development and future change**
- **Benefits of Integrated Contract**
- **Impact of loss of in-house recycling service**
- **Options for future service provision**

Current service provision - refuse

- **Sacks**
- **Wheelie bins**
- **Bulk refuse containers**
- **Bulky item collections**
- **Supported by dedicated Call Centre for waste and recycling issues**

All provided through Integrated Waste Management and Transport Contract.

The current service provider is Haringey Accord (now owned by Enterprise)

www.haringey.gov.uk



Current service provision - recycling

- **Kerbside green box doorstep service, either;**
 - separated, dry recyclables (plus green waste separately), or
 - commingled, dry recyclables and organic
- **HfH estates pilot collection scheme, either;**
 - blue bag scheme, doorstep collection, or
 - near entry scheme, banks close to communal entrances
- **on-street banks, plus banks in schools and at Council buildings**
- **Re-use and Recycling Centres**
- **White goods collection, to meet WEEE requirements**
- **Supported by dedicated Call Centre**

All through the in-house service, except White Goods and dedicated Call Centre provided through the Integrated Waste Management and Transport Contract along with maintenance of recycling vehicles.

www.haringey.gov.uk



Service Development: future changes

Refuse collection

- **Mature service but liable to be affected by changes in end treatment and handling of waste brought about by new technology or new legislation**
- **Unlikely to be subject to significant change in methods of collection**
- **As the impact of recycling grows the amount of refuse per household will fall**

www.haringey.gov.uk



Benefits of Integrated Contract

Benefits of integration

Issues to consider

- **Change of emphasis from disposal to recycling, operational and logistical factors**
- **Targets and incentives**
- **Residents' perceptions**
- **Value for money**

www.haringey.gov.uk



Targets and incentives

Issues to consider

- **Targets and incentives aimed at meeting recycling and LATs targets, also resident satisfaction targets**
- **Targets can also be introduced aimed at meeting CO₂ reductions and to meet the likely requirements of the Climate Change Bill when it becomes law**
- **Targets and incentives within an integrated contract could allow the service provider to contribute to increased recycling, for example recycling waste collected as flytipping and street litter recycling**
- **Within an integrated contract there can be targets and incentives not only for household recycling but also for commercial recycling and street cleansing recycling, which vital for LATs**

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Resident perception

Issues to consider

- **Resident perception of refuse, recycling, street cleansing and Re-use and recycling sites are inextricably linked, integrated contract places emphasis on single service provider to consider these indicators holistically**
- **Integrated contract ensures that a seamless service is provided**
- **Integrated contract promotes the Council's priorities of One Council and achieving excellence**
- **Integrated contract provides service provider with more flexibility to deliver services better tailored to local area need**

www.haringey.gov.uk



Value for Money

Issues to consider

- **Integrated contract allows service provider to switch resources to cope with changes in volumes of waste and recycling over time**
- **Integrated contract provides service provider with the ability manage fleet and operatives on a day to day basis to minimise the need for spare vehicles and agency staff**
- **Integrated contract allows economies of scale to be recognised both in terms of the service provider function and the client function**

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Impact of loss of in-house recycling service

Providing recycling service in-house has led to;

- **Flexibility to adapt and change service provision**
- **Control over trials of and implementation of new services**
- **Strong co-ordination between communication and participation work and front-line service delivery**
- **Better control of service costs, more efficient use of resources**

An integrated contract will need to be carefully constructed to ensure that it is flexible and adaptable to retain these positive outcomes

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Options for future service provision

Contract packaging

- **Small single service contracts for refuse collection, recycling collection, street cleansing etc.**
- **Larger, multi-service contracts that group services according to perceived need, similar to current contractual arrangements**
- **Integrated contract that includes refuse, recycling and street cleansing so as to provide the highest level of control within a single contract over all of the municipal waste produced in the borough**

6. INCREASING RECYCLING IN HARINGEY THROUGH HIGHER RESIDENT PARTICIPATION (Agenda item 6).

The Panel considered the report outlining the strategies in place for increasing recycling in Haringey by encouraging greater resident participation. We noted that recycling rates in Haringey have been steadily increasing since the establishment of the service. Figures showed that the Council have exceeded both the targets set for 2005/06 and 2006/07. Resident participation in the service was inconsistent across the borough as indicated in the last borough wide participation survey (Feb 2006) that showed a Haringey average of 64% of residents using the kerbside recycling service rising to 98% on some roads in the west of the borough but dropping to 4% in some areas in the east of the borough.

The following table illustrates communications/participation work that has been completed recently:

Item/activity	Target audience	Quantity	Date
Mixed Recycling Service leaflet	Properties being added to the service, as well as those already receiving it	43,000	April 07
Sorted Recycling Service leaflet	All properties on service	30,000	April 07
Green garden waste leaflet/ collection day calendar	All properties on service	23,000	October 07
Estates Recycling Service leaflet	All properties affected by changes to service	5,500	August 07
Recycling Team attendance at public events, such as Tottenham Carnival, Better Haringey Green Fair and FinFest	Residents attending events	–	June – September 07

Communication Plan

1.1 It was noted that a communication plan was being developed, this is currently in draft form, and includes work in the following areas:

- Waste minimisation campaign to reduce overall waste arising;
- Contamination stickers to improve quality of recyclables collected;
- Fridge magnets to promote the Free White Goods Service in areas affected by the highest level of dumping (N15 and N17);
- Lamppost banners to promote Reuse & Recycling Centres;
- New visual aid materials for education and community work;
- Comprehensive leaflet about new recycling service for blocks of flats;
- Posters for housing estates to promote Estates Recycling Service.

It was noted that fridge magnets to promote free white goods service had already being produced in the Bruce Grove area.

- **Education**

The Council has an Environmental Education Centre at the Hornsey Reuse & Recycling Centre, where classes and workshops on recycling and other environmental issues are run for visiting schools by the charity Eco-Active.

A community engagement and education programme is being devised, with the aim of encouraging recycling amongst residents from the 'hard to reach' groups in the borough.

All schools in the borough participate in recycling at least one item; this is to be increased to two items.

A range of targeted and generic communications is deployed in the borough to help raise and maintain recycling participation levels. This is combined with a community education programme working in schools, with community and residents groups, and on the doorstep with individual residents. Raising recycling participation levels will be a key activity in meeting future recycling targets.

- **Communication**

- Leaflets are produced on the various collection services available - These include a translation panel on the back, with key pieces of information published in a number of community languages. Leaflets are also designed using illustrations to make information visually clear and less reliant on text.
- Leaflets are also designed to promote related services, to increase the coverage of promotion of Waste Management services. For example, a recent recycling leaflet for kerbside services also promoted the Free White Goods Collection services and the Reuse & Recycling Centres.
- Leaflets are delivered to relevant properties to promote all changes to service. The ongoing expansion of the Mixed Recycling Service to all kerbside properties in the borough is being accompanied by the delivery of new leaflets to residents. When the Mixed Recycling Service was extended into areas of Haringay and St Ann's wards in April 2007, an increase of 11% in resident participation was measured.
- All 73,000 properties on the kerbside recycling service received new leaflets in April 2007 as part of a restructure of the various collection services. This exercise resulted in a boost in resident participation, particularly in eastern areas of the borough. An increase in orders for new or additional green boxes was also recorded, with 2679 containers being delivered in May compared to 688 in April and 1101 in June.
- The in-house recycling service includes a small canvassing team that can undertake 'door-stepping' activities and measure resident participation. This team carries out targeted door-stepping in areas of low participation, and has also been used to encourage residents to use the pilot Estates Recycling Service.
- The Council's magazine Haringey People regularly includes features, updates and advertisements and on recycling.
- The Haringey Council web pages on recycling have recently been restructured and improved. Continuing development of this resource will include more information on what happens to recyclable materials after collection and waste prevention.

- The Recycling Team regularly attends public events in Haringey to meet residents, encourage them to recycle, and respond to their queries or concerns about the service. This includes major events such as Tottenham Carnival and the Better Haringey Green Fair, as well as smaller local events, residents groups, or information/access to services days for specific parts of the community.
- The Council works closely with the Greater London Authority, the Waste and Resources Action Programme and other external bodies on recycling and waste campaigns being run at a regional or national level. Examples include Recycle for London, Real Nappies for London and the Recycle Now promotion of home composting.

Financial incentives

- The national Waste Strategy 2007, published in May 07, set out new proposals on allowing local authorities to introduce financial incentives for waste prevention and recycling, to encourage a greater behaviour shift towards recycling and reducing household waste. These proposals are currently being put forward as part of the Climate Change Bill, and if agreed, would allow local authorities to pilot revenue-neutral incentive schemes, such as charging those who generate more waste to reimburse those who recycle most of their waste. Such schemes have been effective in other countries, but would be a new legislative approach to incentivising recycling in England.
- Haringey Council participated in the Household Incentives Pilot Scheme run by DEFRA in 2005/06. A total of £118,000 was allocated to the borough, a third of the entire budget for London, for a multi-faceted scheme that included individual, community and charity awards, prize draws and a high-profile public event. The scheme was linked to both the recycling rate and resident participation. The final report to DEFRA is attached as an appendix.
- The Council currently has no plans to introduce penalties for not recycling, and an analysis of such schemes has not been carried out.

Compulsory Recycling

- Recycling is not currently compulsory in Haringey, and there are no plans to change this policy at present.
- Compulsory recycling schemes have been introduced in a number of other boroughs, including neighbouring Barnet, Waltham Forest and Hackney. These have focused on kerbside collections, thereby excluding flats and housing estates, and have also excluded organic material collections.
- A boost in recycling tonnages was recorded in Barnet when compulsory recycling was introduced, and levels have remained consistently higher. Data on the success of the scheme in Waltham Forest is not available at the time of writing this report, but a surge in requests for new or additional recycling boxes was recorded in September 2007 when recycling became compulsory, leading to a backlog of around 7,000 orders.

UPDATES FROM VISITS

LB Barnet

Barnet became the first local authority in the UK to introduce a compulsory recycling scheme in 2004. The scheme originally ran across 25,000 households but it expanded borough-wide in March 2007.

Garden Waste Collection

With regards to garden waste collection, Barnet have 6 Rotopress green waste vehicles operating Monday to Saturday, and there are up to 10 additional standard Refuse Collection Vehicles also operating the service on a Saturday.

Flats above shop pilot

Around 30 flats from across the borough that have asked for a service will be included in the scheme. The Council will either provide a standard black box, or a single-use clear plastic bag. If a box is used 11 materials will be collected. If a bag is used it will be paper, cans, and glass only. <http://www.barnet.gov.uk/index/environment-planning/rubbish-waste-and-recycling/recycle-from-home.htm>

ECT Contract

Barnet's contract with ECT includes the provision of the kerbside dry recycling service from houses, flats and schools, and bring banks. And what services are provided by Barnet Council? The Green Garden and Kitchen Waste collection, and refuse collection.

London Borough of Waltham Forest

From 10 September 2007, residents in Waltham Forest are being asked to recycle as part of a Compulsory Recycling scheme. This means that all residents in the Get Sorted! Door-to-Door Recycling Service have to recycle paper, cardboard, glass bottles and jars, food and drink cans, plastic bottles, textiles, shoes, batteries and engine oil in their black recycling boxes.

Support will be given to residents to ensure they understand the scheme and to help them to recycle. If they continually fail to recycle, they could be fined up to £1,000. Fines will only be used as a last resort for persistent non-recyclers.

Why is the Council introducing Compulsory Recycling?

The government has set recycling targets for local councils. If these targets are not met, the Council will have to pay heavy fines, which will have an impact on all residents through increased council taxes.

After a very successful trial in the South Chingford and Woodford Green areas, which substantially increased recycling rates, the scheme has been rolled out across the whole borough. The Compulsory Recycling Scheme has been undertaken to help Waltham Forest meet its recycling targets of 33% for March 2008 and 50% by 2012.

Recommendations for consideration

1. That the Cabinet Member for Environment & Conservation approves the development of a compulsory recycling policy which will require all residents to participate in the Council's doorstep recycling schemes, where they are available.
2. That the Cabinet Member for Environment & Conservation approves the introduction of an Integrated Recycling, Waste Management and Transportation Contract. However that the Reuse Service be excluded from such a contract.
3. That the Cabinet Member for Environment & Conservation considers the potential financial benefits of having an in-house Integrated Recycling, Waste Management and Transportation contract.
4. That the Cabinet Member for Environment & Conservation approves the incremental steps required to develop current operational capacity in readiness for Compulsory Recycling in the borough.
5. That the Department produce a communication strategy for the introduction of compulsory recycling, that covers key elements of branding and design, media and public relations, targeting of communications, timetabling of communications and evaluation of effectiveness of communications.
6. That the Department support these key communication efforts with additional information through visiting each strategic community centre with the use of visual aids and translators to ensure that all communities in the borough are made aware of the Compulsory Recycling Programme.
7. That the Department establish a strong brand for the Compulsory Recycling programme that incorporates simple visual elements that will communicate the message clearly to all sectors of the population.
8. That the Department redraft written communications to emphasise the key points of the Compulsory Recycling message.
9. That the Department use the Reuse and Recycling Centre's existing colours and pictures for the types of materials which can be recycled, and ensure that these are placed on each wheelie bin for each household that clearly and visually communicate the key points of the Compulsory Recycling message. The colour scheme should be used at each bring bank site.
10. That the Department design a letter signed by the Cabinet Member for Environment & Conservation together with an information sheet to each household announcing the commencement of the Compulsory Recycling Programme.
11. That the Department ensure that the necessary support is in place following the official roll out of the programme including trained staff to answer inquiries, and sufficient recycling boxes and resources to supply them in a timely fashion to residents who request them. Given probable lead-in times to secure supplies of recycling boxes, the Department should ensure that orders are placed as soon as possible.

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Evaluation and Learning from Overview and Scrutiny Reviews

1. Overview and Scrutiny reviews have, quite rightly, scope for flexibility in their approach and methodology. Project plans for pieces of work, such as time limited ad hoc reviews, should contain proposals on how their objectives will be achieved e.g. the number and type of meetings, their format and other proposed activities. These proposals are determined by consideration of what appears likely to be appropriate and effective, taking into account factors such as the nature of the topic, the stakeholders in question and the needs and nature of service users. The aim of this is to help maximise outcomes.
2. The sharing of lessons learnt from reviews is a useful means of developing further best practice. The intention of this is not to develop a set way of undertaking pieces of work but to assist in developing future project plans by building up a base of knowledge and experience from past work on the sort of activities most likely to yield results. By the same token, it should enable lessons to be learnt from when things do not go to plan.
3. It is therefore proposed that each separate scrutiny review should contain an evaluation and learning element. One option would be to merely hand out evaluation forms at the end of the project to all Members. However, past experience has been that these often do not yield much meaningful feedback. It is therefore proposed that evaluation is undertaken through facilitated discussions with the Scrutiny Support Officer acting as facilitator. Evaluations should take place at the final meeting of each scrutiny review.
4. A specific item should be placed on the appropriate agenda. The discussion will be based around the following key themes:
 - Achievement of objectives
 - What works/has worked?
 - What has been enjoyable?
 - What could have worked better/was less enjoyable?
 - What, if anything, would help/would have helped the project to be more successful in meeting its objectives?
5. In order to ensure that this does not become merely a bureaucratic exercise, Support Officers should aim to be proactive in encouraging Members and other participants to deliver meaningful feedback through, if necessary, prompting and asking appropriate follow up questions. The response should be recorded succinctly in the notes of the meeting in question.
6. At the end of each Municipal Year, all the responses will be collated into a report outlining any trends or conclusions that can be drawn. It is proposed that this be considered, in the first instance, at a meeting of scrutiny team members. Information will also be shared with Members of the Overview and Scrutiny Committee. Any conclusions or lessons from the responses will be incorporated into the forthcoming years work plan as well as individual project plans for future pieces of work.

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