Report for: Environment and Community Safety Scrutiny Panel, 4th March 2021

Title: Waste, Recycling and Street Cleansing Performance

Report

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Ward(s) affected: All

Report for Key/

Non Key Decision: Non Key

1 Describe the issue under consideration

This report provides an update on the borough's waste, recycling and street cleansing performance.

2 Recommendations

- 2.1 That Members are asked to note the content of the report and provide officers with any comments regarding their experience, or reports they have received relating to the waste, recycling and street cleaning services.
- 2.2 Notes that a review of the borough's Reduction and Recycling Plan is still in progress

3 Background

- 3.1 The service would like to place on record our acknowledgement of the current unprecedented period that we are in. We continue to work closely with our service provider Veolia to minimise the impact the Coronavirus outbreak has on our environmental services. We are reviewing these impacts daily and have, to date, been able to rely on a full core collection and street cleansing service being delivered across the borough, which is a testament to the commitment of local staff involved in the operations.
- 3.2 The Council delivers waste and street cleansing services through its contract with Veolia Environmental Services. The 14-year contract commenced in 2011, and covers waste collection, street cleansing, graffiti and flyposting clearance, fleet management, leafing, and winter gritting. Veolia also provide services to Homes for Haringey.
 - 3.3 The Council has a statutory duty to collect residential waste from residents. London boroughs have an additional duty to act in general conformity with the

London Environment Strategy, prepared by the Mayor of London. This ensure that the methods used for waste and recycling collections are broadly the same across London.

- 3.4 A draft Cleaner Haringey Strategy due for approval in March will set out how we intend to improve our litter and waste related service standards. It contains four priorities relevant to waste and cleansing services which are as follows:
- Fight illegal rubbish dumping
- Keep our streets free from litter and detritus
- Tackle the blight of graffiti and fly posting
- Ensure waste is sufficiently contained in bins
- 3.5 The Borough Plan is currently undergoing a refresh ready for an updated publication during the summer, the themes relevant to this report being:
- Improving cleanliness and reducing the level of fly-tipping and
- Minimising the amount of waste generated by our residents and businesses and increase levels of recycling.
- 3.6 In January 2020, several changes were made to the then existing management reporting arrangements within Environment & Neighbourhoods. The Waste Services team are now within the Community Safety and Enforcement remit and have an interim Head of Waste to drive transition.
- 3.7 For the purposes of this report, fly tipping information is excluded as a separate report on Fly tipping is presented elsewhere on your agenda.

4 Resident Satisfaction – Waste and Cleansing

- 4.1 A 2018 Residents' Survey1, commissioned and compiled through the results of 1,900 face-to-face interviews with residents from across the borough, acknowledged the level of positivity held among the people of Haringey. More than four in five residents are satisfied with their local area as a place to live. Key dislikes included crime or antisocial behaviour and litter, as cited by a third of all respondents.
- 4.2 The level of street cleanliness we achieve meets the expectations of 68% of our residents but this is caveated by repeating concerns over litter and dog mess. More than three quarters of residents living in low rise housing are satisfied with our recycling and waste collection services but those living in housing blocks and flats-above-shops clearly feel improvements could be made. There is an overwhelming dislike of seeing sacks of waste along the pavements of our timed collection zones and the mess they create. Timings are inconvenient for some residents living above

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 $^{{\}color{red}^{1}}\underline{\text{https://www.haringey.gov.uk/local-democracy/have-your-say-haringey/residents-survey}}$

shops and the businesses below them. Ideally, allowing rubbish to be placed on the pavement is not a message we want to have to give.

5. Performance - Cleansing

- 5.1 The performance of this contract is measured through a service performance framework which includes a set of Strategic Performance Indicators (SPIs). There are two SPI's directly related to cleansing performance as follows:
 - SC2 Resident Satisfaction
 - SC4 NI195 Performance
- 5.2 In addition, there are 39 separate Contract Operational Targets (COTS) indicators that are used to manage contractor performance and if necessary, ensure rectification of failures within prescribed timescales.
- 5.3 Establishing a benchmark against similar authorities is harder to present as the government has abolished the national indicator (NI195) in England for cleanliness, removing the need for councils to formally report. However, Officers will undertake a benchmarking exercise within the next 6 months to gauge how Haringey compares to Boroughs with similar demographics.

5.4 Contract Satisfaction Rates

Table 1 sets out the results of the Veolia resident satisfaction survey. The drop-in satisfaction rates and associated targets from year 2016 represent the implementation of a reduction in street cleansing frequency from twice weekly to once weekly. The results have steadily increased since that point and demonstrate satisfaction levels from this survey are exceeding targets:

Table 1: Street Cleansing Veolia Satisfaction Survey Results										
		Year								
	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Satisfaction Target	65%	62%	62%	62%	62%	62%	62%	62%	62%	62%
Satisfaction Results										

5.5 Client Monitoring

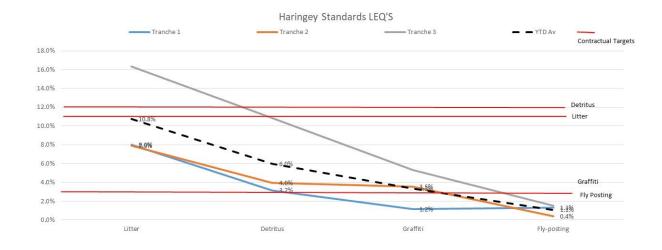
5.1.1 The waste team has three monitoring officers who undertake NI195 and contractual monitoring for street cleansing, waste, and recycling. Table 2 sets out the contractual performance of NI195 from 2015.

	Table 2: Street Cleansing NI195 Results										
		Year									
	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	
Litter Target (NI195a)	7	11	11	11	11	11	11	11	11	11	
Litter Achievement (NI195a)	4.6	5.2	11.3	7.3	7.7						
Detritus Target (NI195b)	11	12	12	12	12	12	12	12	12	12	
Detritus Achievement (NI195b)	3.9	2.8	12.8	7.7	3.5						
Graffiti Target (NI195c)	3	4	4	4	4	4	4	4	4	4	
Graffiti Achievement (NI195c)	1.3	2.3	3.8	3.3	4.8						
Flyposting Target (NI195d)	3	3	3	3	3	3	3	3	3	3	
Flyposting Achievement (NI195d)	6.7	1.0	1.9	1.2	1.5						

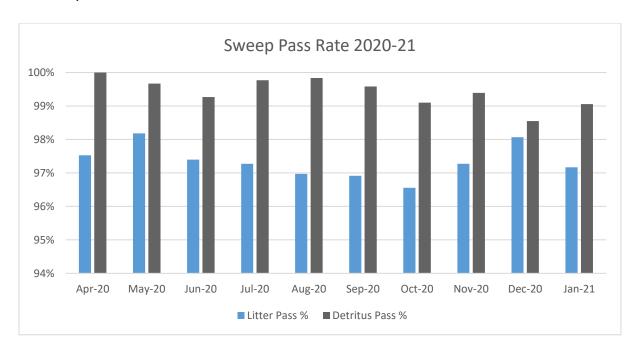
5.1.2 Table 3 sets out the NI195 monitoring over the last 3 tranches (April 2020 to December 2020:

Table 3: NI195 2020/21 Results							
	Litter	Detritus	Graffiti	Fly-posting			
Tranche 1	8.0%	3.2%	1.2%	1.3%			
Tranche 2	7.9%	4.0%	3.5%	0.4%			
Tranche 3	16.3%	10.8%	5.3%	1.5%			
YTD Av	10.8%	6.0%	3.3%	1.1%			
Targets	11%	12%	4%	3%			

Graph 1 - NI195 Results for April 2020 to December 2020



Graph 2 - Monitoring of Pass rate (Grade A) at time of sweep (April 2020 to December 2020)



- The average NI 195 litter scores for the first 3 tranches this year stand at 10.8% which is close to the 11% target.
- 5.6% of these fails were monitored 4-7 days after sweep
- The worst performing ward (Seven Sisters) was failing at 28% in Tranche 3, however 98% of these fail grades were made up from B- which are half grade fails. There was only 1 x B- fail grade that took place on the day of sweep and that was before the scheduled shift had finished.
- The day of sweep monitoring confirmed over 7800 locations monitored April to December 2020 achieved a 97% pass rate for litter and 100% pass rate for detritus (A grade).
- Tranche 3 failure for Graffiti was 5.3%, however the contractual responsibility for Veolia would only be 1.5%

6. Covid Impacts on Cleansing

- 6.1 Prompted by the Covid-19 pandemic, with the need to limit reliance of public transport and people needing to get essential exercise, more Londoners have taken to walking and cycling. The 'Centre for London' think tank found 48% of Londoners were walking more and 20% are cycling more.
- 6.2 Whilst it is difficult to establish a direct correlation between increased footfall from Covid and a corresponding detrimental impact on NI195 levels, the figures do confirm a decline in cleanliness over Tranche 2 and 3 when lock downs were in place. Graffiti and fly posting were also affected detrimentally over this period as illustrated in table 3.

7 Planned Improvements – Cleansing

7.1 On Street Containment of Waste - For the purposes of this report, this service is detailed within the Fly Tipping Scrutiny report presented elsewhere on your agenda.

7.2 Contract Improvement Plan

- 7.2.1 Officers are working with Veolia on a range of contract reporting improvements both for Veolia and the waste client team for waste and cleansing to assist in resolving complaints in a more effective manner as well as targeting recurring issues. In relation to waste and cleansing, these improvements include:
 - Identifying and isolating out repeat complaints to allow for more effective rectification and targeted monitoring
 - Reviewing ECHO's functionality (Veolia's data management system) to allow for increased data capture through incab technology, increased filtering on data, and introducing new data fields to allow for more effective service feedback and contract management
 - Increasing the frequency of contract meetings and adapting the structure to allow more effective contract management and access to Veolia's management team and Village Managers
 - Providing access and training to Veolia's CRM system for the Waste Team to enable accessible data retrieval
 - Audit of complaints/information held internally and by Veolia to identify recurring issues and themes to drive service improvements (completion end of Feb 21)
 - 7.2.2 Once the complaints and data audit are complete, Officers will begin negotiations with Veolia to finalise and implement the improvement plan. Part of this will include reviewing the Contract Operational Targets (COTS) and subsequent monitoring undertaken by the Council's Waste Team to ensure the targets and monitoring are relevant and fit for purpose.

7.3 Proactive NI195 Monitoring

7.3.1 Veolia's Village Managers will be undertaking approximately 350 NI195 monitoring reports per month (including litter, detritus, fly posting and graffiti) with 20% of this (around 70) from Homes For Haringey property. The results will be fed into the monthly contract meeting to identify cleansing and graffiti hotspots

7.4 Proactive Graffiti Service

7.4.1 Officers and Veolia are finalising a joint proactive "clear all" graffiti service which will operate for 6 months from March 2021 targeting the proactive removal of graffiti from all 19 wards. The service will start in the East of the borough and will focus initially on transport hubs and high streets. Consultation with relevant resident and community groups will be sought as to locations of graffiti. The development of a street art policy will run in conjunction with the project and in partnership with the Arts and Culture Manager.

7.5 Litter & Waste Enforcement Team

7.5.1 In December 2020 a dedicated team of 6 officers were introduced as part of our existing ASB enforcement team. The team – known as the Litter & Waste Enforcement Team are a dedicated resource dealing with litter and fly tipping across the borough. Through the issuing of warning letters and Fixed Penalty Notices (FPN) the team take enforcement action against any trader, resident or visitor to the borough responsible for dropping litter or illegally dumping rubbish.

7.6 Litter Bin Strategy

7.6.1 It has been identified that a litter bin strategy needs to be developed which will provide an intelligent approach to our provision, type and strategic location of litter bins thereby improving the overall street scene. Included within this piece of work will be a review of how we can increase recycling from our street litter arisings. The timescale for completion of this work is 2022 to allow for any NLWA and LEL contractual discussions.

7.7 Sweeping Trials

7.7.1 Investigative work is ongoing to test whether we can find further efficiencies while ensuring street sweeping schedules are matched to need. The trials will explore opportunities of increased mechanisation of cleansing tasks and re-evaluating the time and focus we need to spend in different parts of the borough in order to maintain acceptable standards. The timescales for this are 2021/22

8. Recycling Performance and Target.

- 8.1 The performance of this contract is measured through a service performance framework which includes a set of Strategic Performance Indicators (SPIs). There are three SPI's directly related to waste and recycling performance as follows:
- SC1a Recycling Rate
- SC2 Resident Satisfaction
- SC5 Missed collections per 100,000
- 8.2 In addition, there are 12 separate Contract Operational Targets (COTS) indicators that are used to manage contractor performance and if necessary, ensure rectification of failures within prescribed timescales.
- 8.3 The waste and recycling arrangements that Haringey has in place is consistent with the Mayors Environment Strategy. Haringey Council is already one of London's better recycling performers at 30.1% for the last full year (19/20) and a provisional YTD of 31% based on Q1 and 2 data. It is already delivering key policy of:
- A minimum level of service for recycling requiring kerbside recycling of the six core dry recyclables
- A weekly collection of food waste for all kerbside properties (and to flats where feasible).

- Combined with the alternate weekly collection of black bag waste that the Council also undertakes, Haringey are already delivering what is generally considered to be a leading example in terms of services that reduce waste arisings and maximise recycling.
- 8.5 Table 4 below provides the Council's recycling target and achieved recycling rate each year, from the financial year 2016/17.

	Table 4: Recycling Rate V Recycling Target									
Year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2023/24	2024/25
Recycling Target	35.5%	36%	35%	34%	36%	38%	38%	38%	38%	38%
Recycling Rate Achieved	35.2%	32.9%	30.17%	30.14%	Q2 31%	-	-	-	-	-

8.6 Table 5 below provides the Council's recycling performance within NLWA partners for 2019/20:

Table 5: NLWA Borough Recycling Rates							
Authority	Recycling Rate (%)						
Enfield	33.1%						
Waltham Forest	32.3%						
Barnet	32%						
Haringey	30.14%						
Islington	29.6%						
Hackney	28.3%						
Camden	26.5%						

Table 6 sets out the results of the Veolia resident satisfaction survey. The results show satisfaction levels are good and exceeding the targets

	Table 6:	SC2 - R	efuse and	d Recycli	ing Veolia	a Satisfa	ction Sur	vey Resu	ults	
Year	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Refuse Satisfaction Target	70%	72.5%	70%	70%	75%	75%	75%	75%	75%	75%
Refuse Satisfaction Results	76%	71%	74%	72%	77%	-	-	-	-	-
Recycling Satisfaction Target	75%	75%	70%	70%	75%	75%	75%	75%	75%	75%
Recycling Satisfaction Results	86%	81%	77%	76%	81%	-	-	-	-	-

9. Reroute and Covid Impacts on Waste and Recycling Service Delivery

9.1 The reroute operation was implemented in October to separate out kitchen and food waste enabling lower processing costs as each waste stream is cheaper to process separately as opposed to being mixed. By implementing the change in service, the Council is projected to save £159k per annum on disposal costs through the NLWA levy.

Further benefits from the change are a reduction in fleet on the service resulting in reduced operational costs and lower carbon emissions. Despite intensive modelling by Veolia, the implementation of the scheme was hindered by unforeseen Covid related challenges.

As a result, the waste and recycling services have experienced the following issues:

- Increased missed bins as crews familiarise themselves with new rounds
- The implementation coincided with higher tonnages from Covid
- Covid has resulted in an increased reliance on Agency staff who are not familiar with services and rounds.
- 9.2 The result of this has been that some rounds have been unable to complete their work on the scheduled day. There has been a corresponding rise in complaints and missed collections and a review is scheduled for this month which will:
 - Separate out the issues resulting from the reroute and higher tonnages from Covid
 - Develop and implement a plan of action for the "new normal"
- 9.3 In the meantime, Officers and Veolia are:

- Identifying repeat missed collections separately as part of the contract improvement plan to resolve accordingly
- Increasing the frequency of contract meetings to discuss ongoing repeat complaints
- Increasing monitoring by the Waste Team and Veolia management of repeat complaints
- Asking residents to wait 48 hours before reporting a missed collection to allow the services to complete their work.
- Undertaking a range of actions within the contract improvement plan set out in section
 7.2
- 9.4 Table 7 sets out the missed bin rate per 100,000 for refuse and recycling services. The achievement has been within the target year on year prior to this financial year.

	Table 7: SC5 - Missed Bin Rate per 100,000									
					Υe	ear				
	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Target Refuse Missed Bins per 100,000	85	80	75	70	65	60	55	50	50	50
Achievement Refuse Missed Bins per 100,000	50	47.6	41.5	35.5						
Target Missed Bins Recycling per 100,000	85	80	75	70	65	60	55	50	50	50
Achievement Recycling Missed Bins per 100,000	62	65.6	73.6	43.7						

	Table 8: SC5 - Missed Bin Rate per 100,000 2020/21								
	Qtr 1	Qtr 2	Oct 20	Nov 20	Dec 20	Jan 21			
Target Refuse Missed Bins per 100,000	60	60	60	60	60	60			
Achievement Refuse Missed Bins per 100,000	10	26.4	67	96	54	64			
Target Missed Bins Recycling per 100,000	60	60	60	60	60	60			
Achievement Recycling Missed Bins per 100,000	16	31.3	105	152	98	111			

- Table 8 splits out the missed collection rate by quarter prior to the reroute during lock down periods, and subsequent months following the reroute which also experienced lock downs.
- As part of the first lock downs and some service suspension in Qtr 1 and 2, it was agreed between Officers and Veolia that missed collections would be logged as collection requests rather than missed bins which is reflected by the lower figures
- Qtr 3 represents an increase in missed bins, however this period reflects the disruption from the service change which started in October
- As part of any service change, it is recognised that missed bins will go up as crews need to familiarise themselves with new rounds, and teething issues are ironed out.
 Best practice is to agree a grace period for missed bin contractual targets which is generally between 3-6 months dependent upon the level of disruption
- The stop/start lock downs, seasonal waste and more recently, inclement weather, have impacted on achieving consistent improvement since November.
- Whilst the missed bin rate figure has deteriorated, the service undertakes approximately 315,000 collections per week and therefore the missed collection rate is still a relatively low proportion of collections in total
- As detailed, Officers are working with Veolia this month to review the missed bin figures and develop an action plan and associated timescales for returning to contractual target levels.

10 Recycling Target Performance Discussion

- 10.1 Table 4 indicates that the recycling target, and recycling performance fluctuated between 2016 and 2018 due to legislative changes and changes made to council services.
- 10.2 Legislation and demand led changes are beyond the Council's control; all Councils will have experienced the same change in operating environment which, it has been estimated has impacted on recycling performance by up to 4%. Specifically, the change in regulation meant more waste that was initially collected as recycling had to instead be treated as contaminated and subsequently disposed of as refuse. The increased proportion of refuse subsequently reduced the recycling rate.
- 10.3 The intended Deposit Return Scheme required within the upcoming Resource and Waste Strategy may further impact detrimentally onto council reported recycling performance as the overall capture of recyclates (plastic, metal and glass drinks containers) is outside our collection system. In the case of high value metals and plastics being removed, this may also impact onto our income expectations for these specific recyclables although it is unclear at this stage how it will operate in practice.
- 10.4 In 2017, the Council introduced the green waste subscription charge. Garden waste is a statutory service for which a charge can be made. Although the service has grown significantly since introduction and generates approximately £600k per year. There is limited evidence that garden waste may have migrated into the residual waste stream though overall trends do not show this to be significant.
- 10.5 There is tonnage data indicating migration of tonnages to RRC's but this does not account for the lost tonnage in total. It is estimated that the introduction of the chargeable service for green waste has reduced the recycling rate by a further 2% and work is ongoing to increase this tonnage back to pre-subscription levels.

11 Impact of Covid19 on the Recycling Rate

- 11.1 The provisional recycling rate for quarter 2 (July to September) in 2020 is approximately 31%: The improvement has been driven by 26% growth in dry recycling (c.900t) and an estimated 35% increase in organics (helped by separate food collection and increase in garden waste subscriptions) (c.500T) compared to the same period last year.
- 11.2 Covid19 has had an important impact on patterns of waste and recycling. As residents spend more time at home due to Government restrictions, they are consuming more goods and services at home. Wastes ordinarily created and disposed of within commercial waste and litter bins are also being disposed of within the household waste stream and although COVID has seen overall waste levels increase, we have seen greater increases in the proportion of dry recycling and organics.

12 Revision of the Waste Reduction and Recycling Plan and Consolidating Progress in Recycling Performance

- 12.1 The requirement by the Mayor to produce a Reduction and Recycling Plan gave the opportunity to review and reset it's recycling aspirations, and in December 2019, the Council adopted a recycling target of 38% for 2021.
- 12.2 The recycling rate between 2018 (30.17%) and 2019 (30.14%) remained broadly stable. While tonnages in recycling and green waste marginally increased, residual waste increased by a greater proportion to result in a marginally reduced recycling rate.
- 12.3 The panel will note the gap between the Council's published performance targets and its actual performance. Given that the services the Council has in place meets the Mayor's Environment Plan and considering that this is a statutory requirement, the Council's continued focus to increase recycling performance will be through the actions detailed within table 9 below. An update will be given to the Mayor covering any milestones possibly affected by Covid over the next 4 weeks.

Table 9: RRP Actions and Associated Timescales

	Table 9 RRP Actions and Timescales								
Service	Aim	Deliverables	Timescale						
Veolia Recycling Action Plan	Align Recycling Action Plan and RRP	 Establish clear objectives, outcomes and timescales 	Spring 21						
Food Waste	Increase capture of food waste (inc. targeted actions on Estates)	 Estate bin survey Increased participation Increased capture Reduced contamination 	Autumn 21						
Garden Waste	Increase garden waste recycling and associated income	 Undertake Review Develop and Implement Project plan Increased participation Increased capture Increased income 	Spring/Summer 21						
WEEE Collections	Roll out kerbside WEEE collection	Increased recycling rate	Summer 21						

		Increased customer satisfaction	
Contamination	Develop policy and associated enforcement action	 Clear defined process for contamination Reduce contaminated bins Increase recycling Reduce associated fly tipping 	March 22
Waste Reduction	Aiming to reduce residual waste from households, from a baseline of 515kgpa to 460kgpa in 2022 and 440kgpa in 2025	Work with NLWA to deliver outputs from the NLWA's waste reduction plan	Ongoing
Increased recycling from Street Sweeping	Divert recyclables from street cleansing services	 Increased recycling rate Improved public perception of Borough recycling activities 	Spring 22
Textile Trial	Trial 3 rounds with 2 x branded textiles and shoes Only bags and accompanying comms for a bookable collection service.	 Increased diversion of textiles from residual waste stream Increased customer satisfaction 	May 21
Fleet	All HGVs in the waste fleet to be Euro VI (diesel) Low Emission Zone compliant by 2021.	Low polluting fleet	March 21

13 Veolia's Recycling Action Plan (RAP)

- 13.1 As part of the contract and to increase recycling rates, Veolia have created and delivered an operational Recycling Action Plan (RAP) which cascades from the high level RRP and contains the following key actions;
 - Increased capture of food waste (inc. targeted actions on Estates)
 - Contamination exercises
 - Improved messaging and comms

- Consider adding textiles, small WEEE and batteries to collection services
- Increased capture of Green Waste tonnage
- Increased recycling from street sweeping waste
- 13.2 As part of the contract improvement plan and our RRP review, the plan will be revisited to ensure consistency and to remove the aspirational outputs into known and measurable deliverables. This will be carried out by Officers and Veolia over the next 3 months.

14. Communications

- 14.1 As part of the contract improvement plan, Officers are currently reviewing the Veolia service communications plan which also includes a separate garden waste and bulky waste plan. The timescales for completion of this is Spring 21. In the meantime, the following activities aimed at increasing our recycling rate are planned over the next 6 months:
 - NLWA Digital Campaign A series of animations are being produced with each one focusing on a different material that shouldn't be placed in the Recycling bin, but instead the preferred method of disposal is stated. These assets are being translated into 6 languages: Spanish, Romanian, Bulgarian, Arabic, Turkish and Polish. This will commence in March 21.
 - Garden Waste Digital Campaign A digital campaign whereby adverts promoting our garden waste service will feature on residents' Facebooks, YouTubes, Instagrams and other websites they frequent, commencing in mid-March 2021 and lasting until the end of April.
 - Garden waste outdoor campaign A campaign running from mid-March to mid-April 21 with adverts being displayed on billboards, on-street poster sites and phone boxes across the borough.
 - Service Guides & Calendars The annual production and distribution of the 10 variants of these leaflets (Mon-Fri, Week A and Week B) will take place in mid-March 2021 so everyone has them by the start of April.
 - Bulky waste leaflet a guide for the promotion of the bulky waste service which will be delivered in April 2021

15 Contribution to strategic outcomes

15.1 Waste, Recycling and Cleansing outcomes supports the Place Priority of the Borough Plan, specifically "A cleaner, accessible and attractive place" with the objective to improve cleanliness and "minimising the amount of waste generated by our residents and businesses and increase levels of recycling". It also aligns with the existing and prospective Community Safety Strategy for Haringey.