

APPENDIX 2

Report for:	Cabinet 18 th June 2013	Item Number:	
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Title:	Waste and Recycling Part II: Further policy options to increase recycling.
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Report Authorised by:	Cllr Stuart McNamara (Chair, Environment & Housing Scrutiny Panel)
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Date	25 th April 2013
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Lead Officer:	Martin Bradford, Scrutiny Officer, Strategy & Business Intelligence (martin.bradford@haringey.gov.uk)
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Ward(s) affected: All	Report for Key/Non Key Decisions:
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1. Describe the issue under consideration

- 1.1 Attached is a report of the Environment and Housing Scrutiny Panel. It contains the conclusions and recommendations of the panel from its investigation in to how recycling rates could be improved in Haringey, with particular reference to recycling from flats and the use of incentive and enforcement schemes.

2. Cabinet Member Introduction

- 2.1 This is a report of the Environment and Housing Scrutiny Panel, which has been approved by Overview and Scrutiny Committee. Under the agreed protocol, the report can be presented by the Chair of the Scrutiny Panel at the next available meeting of the Cabinet.

3. Recommendations

- 3.1 That Cabinet members:
 - (1) Note the attached report;
 - (2) Agree to produce a response to the recommendations contained within it.

4. Other options considered

- 4.1 The recommendations contained within the report were formed on the consideration of a range of evidence presented to the Environment and Housing Scrutiny Panel.

5. Background information

- 5.1 As part of its work programme for the 2012/13 Municipal Year, the Environment and Housing Scrutiny Panel (EHSP) assessed local waste and recycling services to help identify how recycling rates could be improved in Haringey with particular emphasis on estates.
- 5.2 Earlier work of the panel focused on supporting the roll-out of the new waste and recycling collection system for kerbside properties in Haringey. As a result of this work, the panel produced and published a Waste and Recycling Report (Part I), which provided recommendations to assist the final phase of the roll-out of the waste and collection system.
- 5.3 The panel has continued to work with waste and recycling services to help identify additional schemes that could further help increase recycling rates in Haringey. There were two strands to this work:
- How to increase recycling rates in flats and estate developments (non kerbside properties);
 - Enforcement and incentive options to help increase recycling.
- 5.4 To assist its investigations of the above, the panel conducted a wide range of evidence gathering among local stakeholders and other informed agencies. In this work the panel obtained evidence from:
- Officers from Single Front Line and Veolia (waste contractor) on recycling plans for Haringey;
 - Estate Managers from Homes for Haringey and other Registered Housing Providers (Metropolitan, Circle 33, Sanctuary and Newlon);
 - Five London boroughs (Croydon, Ealing, Hackney, Hammersmith & Fulham and Lambeth) on their experience of recycling in flats and in developing incentive and enforcement schemes;
 - A site visit to local estates to assess waste and recycling infrastructure;
 - Specialist waste and recycling agencies (Waste Watch, Greater London Authority);
 - A site visit to Edmonton Eco Park and the Materials Recovery Facility (recycling processing).
- 5.5 Some of the evidence highlights that the panel has received and the conclusions that it has reached include:
- Chute conversions (in flats) would appear to present a quick-win for increasing recycling as this can be done quickly and efficiently whilst producing significant increases in recycling;
 - Dedicated community support work can offer a flexible, effective and responsive approach to increasing recycling as well as developing social capital in flats and on estates;
 - The introduction of reusable bags may offer an effective and efficient way to increase recycling participation and volume from flats;
 - There is a need for ongoing communication and engagement to ensure that local residents are aware of the basics of recycling (what and where), understand what

happens to waste and recycling after it leaves Haringey and of the direct and opportunity cost of sending waste to landfill and of waste contamination .

- 5.6 The attached report describes the work of the Environment and Housing Scrutiny Panel and the conclusions and recommendations that it has reached on the above work streams. It is hoped that the recommendations contained within this report will contribute to the development of policies and practices that help to increase recycling in Haringey, which in turn, can help the Council to reduce costs and help it to meet broader environmental targets.

6. Comments of the Chief Financial Officer and Financial Implications

- 6.1 It should be noted that the recommendations have not been costed at this stage and thus a clear financial cost of each recommendation should be established as part of any response from Cabinet, so that any subsequent Cabinet report can agree funding as relevant, if the costs cannot be contained within existing budget. Where implementation of the recommendations does have a cost, this needs to be seen in the context that increases in recycling rates can save the Council money by reducing the cost of waste disposal.
- 6.2 It should be acknowledged that due to increasing landfill tax, waste disposal costs are projected to rise continually and thus increases in recycling rates act to reduce the rate of increase rather than generate cashable budget savings.
- 6.3 Some recommendations may not be fully under the Councils control to implement and will require support from either private landlords or service providers such as Veolia to implement. There is also likely to be a significant overlap between the service 'Our Common Place' are offering and existing responsibilities of both Veolia and the Neighbourhood Action Teams.

7. Head of Legal Services and Legal Implications

- 7.1 The recommendations in this report of the Scrutiny Review Panel have been agreed by the Overview and Scrutiny Committee at its meeting of 29 April 2013. The findings and recommendations of the Scrutiny Review Panel are therefore being reported to Cabinet for consideration, in accordance with Part C Section 3 (2)(2.1)(c) and Part 4G paragraph 1.3 (i) of the Council's Constitution.
- 7.2 There are no specific legal implications arising out of the recommendations contained in this report.

8. Equalities and Community Cohesion Comments

- 8.1 Overview and Scrutiny has a strong community engagement role and seeks to do this through:
- Helping to articulate the views of members of the local community and their representatives on issues of local concern;
 - Bringing local concerns to the attention of decision makers and incorporating them into policies and strategies;
 - Presenting evidence generated by scrutiny involvement as a means of helping to identify the kind of services wanted by local people;

- Promoting openness and transparency; for example, all meetings are held in public and documents are publicly available.

8.2 To support local engagement the panel undertook a number of site visits to gain an understanding of the local waste and recycling issues that local people face. In addition, the panel has sought to involve community representatives on site visits and at evidence gathering sessions.

9. Head of Procurement Comments

9.1 Not applicable.

10. Policy Implications

10.1 It is intended that the conclusions and recommendations of the Environment and Housing Scrutiny Panel will contribute and add value to the work of the Council in meeting locally agreed priorities for waste and recycling. In this context, it is hoped that the work of the Panel will contribute to improved policy and practice in relation to:

- Minimising waste;
- Increasing recycling; and,
- Reducing carbon emissions.

11. Use of Appendices

11.1 These are at the end of the attached report.

12. Local Government (Access to Information) Act 1985

Waste and Recycling Part II:

Further policy options to increase recycling

Environment and Housing Scrutiny Panel

April 2013

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Appendices

1. Introduction

- 1.1 As part of its work programme for the 2012/13 Municipal Year, the Environment and Housing Scrutiny Panel (EHSP) assessed local waste and recycling services to help identify how recycling rates could be improved in Haringey.
- 1.2 Early work of the panel focused on supporting the roll-out of the new waste and recycling collection system for kerbside properties in Haringey. As a result of this work, the panel produced and published a Waste and Recycling Report (Part I), which provided recommendations to assist the final phase of the roll-out of the waste and collection system. 9 out of the 10 recommendations contained within that report were approved by Cabinet at its meeting in December 2012.
- 1.3 The panel has continued to work with waste and recycling services to help identify additional schemes that could further help increase recycling rates in Haringey. There have been two strands to this work:
 - How to increase recycling rates in flats and estate developments;
 - Enforcement and incentive options to increase recycling.
- 1.4 The attached report describes the work of the Environment and Housing Scrutiny Panel and the conclusions and recommendations that it has reached on the above work streams. It is hoped that the recommendations contained within this report will contribute to the development of policies and practices that help to increase recycling in Haringey, which in turn, can help the Council to reduce costs and help it to meet broader environmental targets.

2. Background

Environmental and financial impact of waste

- 2.1 Approximately 290 million tonnes of waste is produced each year in the UK. The rate at which such waste is being produced is unsustainable, particularly in relation to the environmental damage that this causes and the costs associated with the processing or disposal of such waste.
- 2.2 It is estimated that direct emissions from waste management account for 3.2% of the UK's total greenhouse gas emissions in 2009.ⁱ The majority of such emissions were attributable to landfill (89%), significantly above that derived from waste-water handling (10%) and waste incineration (2%). Conversely, recycling of biodegradable waste can help to reduce carbon dioxide emissions; in the UK recycling activity reduces emissions by almost 18 million tonnes.ⁱⁱ
- 2.3 Waste disposal is expensive. In London, £580million is spent each year on the collection, transport, treatment or disposal of waste.ⁱⁱⁱ Almost half of this is attributable to waste disposal, in particular, the taxes (Landfill Tax) and fees (Gate Fees) that local Authorities have to pay to dispose of waste in landfill:
 - The standard rate of landfill tax (LFT) has increased (14%) from £56 to £64 per tonne from April 2012 and will increase a further £8 per tonne until 2014 (£80);
 - Gate fees (a levy paid to site operators for the maintenance and eventual closure of landfill sites) in London are approximately £24 per tonne.
- 2.4 Local Authorities are likely to face additional waste disposal costs in the future, particularly if the UK fails to meet EU waste reduction targets. Under the Localism Act

2011, the government may pass on fines to local authorities for failure to meet national EU waste reduction targets.

Local Authority and Household waste – key data

2.5 The following provides a summary of some key background data and statistics in relation to waste collected from Local Authorities and households:

- In total, 32.5 million tonnes of waste was collected by Local Authorities in 2009/10;^{iv}
- The proportion of Local Authority collected waste that was recycled/composted/reused increased from 6% in 1996 to 38% in 2009/10^v;
- Of the total waste collected by local authorities, almost half (49%) ends up as landfill^{vi};
- In the UK in 2009/10, each person (on average) generated 466kg of waste (bin waste, civic amenity sites and other household collections or recycling centres) of which a majority (282kg or 61%) was not recycled^{vii};
- The amount of household waste that is recycled has increased substantively from 15 million tonnes (3%) in 1993/4 to 184 million tonnes (39%) in 2009/10^{viii};
- Over the period 1997/8 to 2009/10, there was a substantial growth in both green recycling (1.6% to 15.7%) and dry recycling (6.6%-24%) of household waste.^{ix}

Legislative and policy framework

2.6 National policy is derived from the Waste Strategy for England (2007)^x and a subsequent strategy review which was undertaken in 2011.^{xi} The targets set out in this strategy include commitments to:

- A reduction in the amount of household waste not reused, recycled or composted in 2000 by 29% by 2010 with an aspiration to achieve a 45% reduction on 2000 levels by 2020;
- Recycle and compost at least 40% household waste by 2010, 45% by 2015 and 50% by 2020;
- Recover value from municipal waste (including reusing, recycling, composting or energy recovery) – 53% by 2010, 67% by 2015 and 75% by 2020.

2.7 There are a number of other key legislative processes that drive efforts to reduce waste and increase recycling, these include:

- European Union Landfill Directive: requires biodegradable waste sent to landfill to be reduced to 75% of 1995 levels by 2010, 50% by 2013 and 35% in 2020;
- Revised Waste Framework Directive requires household waste recycling rates to be at least 50% by 2020;
- Mayors Municipal Waste Management Strategy requires^{xii},
 - Zero municipal waste direct to landfill by 2025;
 - Reduction in household waste by 20% by 2031;
 - 45% of municipal waste to be recycled or composted by 2015 and 50% by 2020.

Local Context

2.8 Haringey Council is a waste collection authority (WCA) and is responsible for the collection of household waste and recycling from approximately 95,000 households. North London Waste Authority (NLWA) is a waste disposal authority (WDA) which is made up Haringey and of six other London boroughs.¹ NLWA is responsible for the

¹ Barnet, Camden, Enfield, Hackney, Islington and Waltham Forest.

disposal or onward processing of household waste collected from approximately 1.7 million people that live in these boroughs.

- 2.9 Reducing carbon emissions and increasing the recycling rate are key commitments within the Council Plan (2012-2014). There are two explicit policy commitments to support actions to reduce waste and increase recycling, the Council aims to:
- Increase recycling to 40% by 2015; and,
 - Reduce carbon emissions by 40% by 2020.
- 2.10 In an effort to improve waste and recycling rates, the Council agreed a new waste and recycling contract with Veolia which came in to effect on 17th April 2011. The main provisions within this new contract were:
- Street cleansing reorganised in to 8 villages;
 - Introduction of wheeled bins for recycling (from 2012);
 - Phased introduction of fortnightly collections for non recyclable waste (during 2012);
 - 2 year strategy to tackle fly tipping;
 - A comprehensive education and engagement programme.
- 2.11 It was anticipated that the new waste and recycling contract would help to support local policy objectives to reduce carbon emissions and improve recycling rates through:
- Increased capacity for recycling;
 - Fewer vehicle movements across the borough;
 - A reduction in the amount of rubbish going to landfill (resulting in reduced carbon emissions);
 - The introduction of fortnightly collection of rubbish (which evidence suggest helps to improve recycling rates).
- 2.12 It was anticipated that the new waste and recycling contract would also help to reduce costs associated with waste collection and disposal through:
- Reducing the frequency of collection, producing a saving of £300k per annum;
 - Reducing costs associated with landfill, gate taxes and incineration through anticipated improvement in recycling rates.
- 2.13 As of January 2013, it was noted that the new collection system had contributed to an improved recycling rate in the borough and was on track to exceed contractual targets (year to date 32.17% against a yearend target of 31.7% for 2012/13).

3. Work of the panel

- 3.1 In Part I of its work with waste and recycling services, the Environment and Housing Scrutiny Panel assessed the new collection system which was rolled out across the borough during 2012. The conclusions and recommendations of this work have been published in a previous report; 9 out of the 10 of which were approved by Cabinet.
- 3.2 As a follow up to this work the panel agreed that it would like to consider other policy options that could further help the council to increase recycling in Haringey. In particular, the panel agreed that it would focus its work on:
- How to improve recycling rates from flats (and local estates);
 - The use of enforcement and incentive schemes to improve recycling rates.

Recycling from flats

- 3.3 To assist the investigation of how recycling can be increased from local flatted developments (and estates), the panel conducted a wide range of evidence gathering across a range of settings with local stakeholders and other informed agencies.
- 3.4 The panel conducted a site visit (25th February 2013) to view waste and recycling facilities at a number of local estates (and flatted developments). The panel visited estates managed by both Homes for Haringey and other Registered Housing Providers at a number of sites across the borough. The visit enabled panel members to:
- View and assess local waste and recycling infrastructure (e.g. bins, chutes, storage);
 - Talk to estate managers to identify local waste and recycling issues from flats and estates.
- 3.5 The panel also held a dedicated evidence gathering session on (4th March 2013) to talk to local stakeholders which manage local estates (and flatted developments), including Homes for Haringey and other Registered Housing Providers (including Metropolitan, Sanctuary, Newlon and Circle 33) . The aim of this session was to identify:
- Current issues that housing providers face in encouraging recycling from flatted properties in Haringey (e.g. participation, infrastructure, engagement);
 - Examples of successful initiatives to improve recycling among housing providers in Haringey (or in other areas where they manage properties);
 - How the Council and local housing providers could work together to increase recycling from flats.
- 3.6 The dedicated evidence gathering session also allowed other local authorities and specialist waste and recycling agencies to give evidence, to help the panel develop comparative policy assessments and to identify good practice which could be replicated in Haringey. A summary of those authorities and agencies which contributed to this session is given below:
- Specialist agencies: Waste and Resources Action Programme (WRAP), Waste Watch;
 - Other Local Authorities: London Borough of Hammersmith & Fulham and London Borough of Hackney.

Enforcement and incentive schemes

- 3.7 The panel also held a dedicated evidence gathering session (4th March 2013) to help understand the range of policy options (enforcement and incentive schemes) which may be available to the Council that could help improve local recycling rates. At this session the panel heard evidence from:
- Single Front Line Service: for an overview of current and planned work to improve recycling;
 - Greater London Authority: for a regional perspective on initiatives to help improve recycling;
 - Other London boroughs (Croydon, Ealing and Lambeth); to gain an understanding of the enforcement and incentive schemes in operation in these boroughs.
- 3.8 The following sections detail the findings of the panels in relation to the two work schemes identified above.

4. Recycling from Flats

- 4.1 The panel noted that there are approximately 95,000 households in Haringey of which 25,000 are in flatted developments. These are flats in tower blocks or other estate developments managed by:
- Homes for Haringey;
 - Other Registered Housing Providers;
 - Private developers.
- 4.2 Waste and recycling collection systems for kerbside properties operate a fortnightly collection of residual waste and weekly collection for dry recycling, green waste and food waste. Collections are supported by a range of infrastructure including black and green wheeled bins, food caddies and bags. Collection systems for flatted developments (non kerbside properties) are different:
- Weekly collection systems are in operation for both residual waste and recycling (in some places this is twice weekly);
 - Flatted developments generally operate 'bring schemes' in which residents are required to bring waste and recycling to a communal collection point (in most cases a large paladin bin);
 - Some older developments (e.g. tower blocks) may have chutes for residents to deposit residual waste;
 - Food waste is not currently collected (though a new scheme is currently in development).

Site visit – flatted developments in Haringey

- 4.3 The panel viewed a sample of estates managed by Homes for Haringey as well as other Registered Housing Providers (Metropolitan Housing and Newlon Housing) to obtain an illustrative view of the waste and recycling issues of residents of flatted developments. In total, five flatted developments were visited by the panel and were accompanied by officers from waste and recycling service (Contract Monitoring) and Homes for Haringey (Head of Estates).
- 4.4 The table below provides a summary of the flatted developments visited by the panel.

Estate
Sky City, N22 (Noel Park)
Wall Court, Stroud Green Road, N8 (Stroud Green)
Chettle Court, Ridge Road, N4 (Stroud Green)
Stellar House, Altair Close, N17 (Northumberland Park)
Hale Village, N15 (Tottenham Green)
Ferry Lane, N15 (Tottenham Green) ²

Sky City (N22),

- 4.5 The panel visited this 200 housing unit development which is above Shopping City Wood Green. There is no kerbside access to any property on this estate and all waste and recycling is collected in paladin bins, which are then taken by the caretaker down 2 floors to the rear entrance of Shopping City for collection.

² There was insufficient time for the panel to visit Ferry Lane Estate, however, the Estate Manager was consulted as part of this work their views noted in this report.

- 4.6 A number of issues were raised from the observations of the panel and in the panel's discussion with the estate manager:
- There were ongoing problems with vermin in the sheds in which residual waste was collected;
 - Missed collections caused a backlog and build up of waste (due access problems for the dustcart collection);
 - Problems within the waste collection chain caused a backlog and build up of waste (e.g. broken lift/ compactor, missed collections).
- 4.7 The panel made a number of suggestions to help improve waste and recycling collection from this site:
- Improved communication between caretakers/concierge/estate managers and waste collection crews could help to minimise the incidence of missed collections;
 - Reversing collection systems, in which residual waste is collected in Palladian bins and dry recycling in sheds, could help to reduce vermin issues;
 - Further resident engagement should help to underpin a new waste collection processes on site.

Wall Court, Stroud Green Road, N4 (Stroud Green)

- 4.8 This development consists of 4 blocks making up about 200-250 housing units in total. A bring scheme was in operation for recycling, where residents leave recycling in communal paladin bins located at the front of each building. Residents can deposit residual waste in a communal paladin bin via a chute. A shed was available on site for the storage of bulky waste items.
- 4.9 A number of issues were raised from the observations of the panel and in the panel's discussion with the estate manager:
- Volumes of recycling were relatively low;
 - Bins were left unlocked to minimise the incidence of side waste;
 - There was a propensity for casual contamination of recycling from adjacent pedestrian traffic.
- 4.10 Although there were no observed problems with waste and recycling collection systems, the panel were of the view that further engagement and education with residents could be beneficial to help improve recycling participation rates and volumes.

Chettle Court, Ridge Road, N4 (Stroud Green)

- 4.11 This development consisted of a block of approximately 80 housing units (over 4 storeys). Bring schemes were in operation for both waste and recycling via paladin bins stored at the rear of the building. The panel noted that there was also a shed for the storage for large bulky items of waste.
- 4.12 A number of issues were raised from the observations of the panel and in the panel's discussion with the estate manager:
- Although there were no visible problems with the collection system, the volume of recycling did not appear to be high;
 - The use of black bags in the recycling bin by residents made it difficult to determine if waste was contaminated;
 - A local resident spoken to indicated that in other adjacent blocks, waste and recycling receptacles were separate locations which required two visits (and therefore there was a disincentive to recycle);

- A local resident spoken to was uncertain where recycling ended up after it was collected in Haringey.

4.13 The panel made a number of suggestions to help improve waste and recycling collection from this site:

- This site could offer an opportunity to trial clear bags for use in a recycling bring scheme;
- Additional engagement and education with residents would be helpful to improve understanding of waste and recycling issues.

Stellar House, Altair Close, N17 (Northumberland Park)

4.14 This is a 16 storey tower block which comprises of approximately 65 housing units. A chute system is in operation for residual waste and there is one chute aperture (hopper) per floor. Dry recycling is supported by a bring scheme to paladin bins which are located to the rear of the building on the ground floor.

4.15 A number of issues were raised from the observations of the panel and in the panel's discussion with the estate manager:

- Although recycling volumes were good compared to other similar sites, observed volumes before collection were low;
- There were few problems with contamination or blocked chutes;
- That communication between the concierge service and waste collection crews could be improved (as there were frequent crew changes).

4.16 The panel made a number of suggestions to help improve waste and recycling collection from this site:

- Reusable bags or sacks (disposable) could be introduced at sites such as this, as this may assist residents in storing and taking recycling to the communal collection point;
- That Estate Managers/concierge details could be placed on Veolia Round Sheets to facilitate communication/ information exchange ahead of collections;
- That an adjacent block which had two residual waste chutes, could be converted to waste and recycling chutes on a trial basis.

Hale Village, N17 (Tottenham Hale)

4.17 This is a new flatted development that comprises of 550 housing units in Tottenham Hale. Properties include those in shared ownership, social housing and student accommodation. Bring schemes are used for residual waste, recycling and food waste. There are paladin bins for both recycling and residual waste whilst 240l bins are used for food waste. All bins are located in dedicated storage areas in the basement.

4.18 The panel noted that the Registered Housing Provider (RHP) that manages properties here had established a number of systems to improve recycling collection and to reduce the tonnage of waste that goes to landfill. It was noted that the following measures had helped to substantially reduce the cost of the corporate cleaning contract:

- A separate cardboard store room and tie in with local manufacturer that makes pizza boxes;
- A separate store room for bulky items that can be reused or recycled (e.g. furniture items); approximately 40 tonnes of waste has been dealt with in this way;

- A lockable external metal container for the storage of electrical, wood and other materials for recycling;
- Mattresses are also collected and recycled through private arrangement.

4.19 A number of issues were raised from the observations of the panel and in the panel's discussion with the estate manager:

- Access to communal bins is via key fob which limits fly tipping;
- Bins are monitored by CCTV and those residents found to be contravening systems are issued with a warning letter;
- The RHP operates a resident engagement day at which participation in recycling is promoted.

Ferry Lane, N17 (Tottenham Hale)

4.20 Although the panel were unable to visit the Ferry Lane estate as planned due to time limitations, it was possible however, to speak to the Estate Manager who provided a summary of some of the waste and recycling issues on this estate. Key issues identified included:

- Apertures for some recycling bins were not large enough to deposit recycling collection bags (resulting in side recycling waste, contamination and loss of amenity);
- Fly tipping is an ongoing problem for the estate;
- The collection of bulky items could be more responsive and timely.

Evidence gathering session

4.21 A dedicated evidence gathering session held for other local authorities and specialist waste and recycling agencies helped the panel develop comparative policy assessments and good practice. A brief overview of the key evidence submitted from participating organisation is provided below.

Waste Watch

4.22 Waste Watch (part of Keep Britain Tidy) supports a project called Our Common Place (OCP) which aims to bring sustainable and environmental change in the communities in which it works (mainly flatted developments and estates). This approach acknowledges that environmental issues may not be a priority for some communities, but that environmental awareness and behaviours can be fostered through a community development approach. The principles of the approach of OCP are:

- It is not a single issue approach – deliver integrated community solutions;
- Responds to the needs of local communities;
- Aims to encourage communities to co-produce, to work together and help meet community needs;
- Taps in to strengths of local communities;
- Invokes a spirit of shared space;
- Aims to build social capital in local communities.

4.23 Over a 9 month period, 21 estate based communities were engaged by Waste Watch across 7 different boroughs delivering 73 different initiatives (through a resident engagement officer). A variety of initiatives were created within this programme which sought to maximise the existing strengths and resources of local communities and build the confidence and skills of local communities to act (capacity building). Substantive community engagement was undertaken at the outset to help understand local issues

of concern and the priorities and resources available for action which was translated into a plan of work.

- 4.24 The panel noted that in every estate where it was possible to measure recycling performance, improvements were noted as a result of the OCP approach and initiatives. Across the project as a whole (all estates):
- Recycle bins went from being (on average) 60% full to 76% full;
 - There was a reduction in contamination from 37% to 32% across all sites;
 - Given the approach adopted, positive outcomes were also obtained in areas other than recycling: increased opportunities for communities to connect with each other, be active, take notice, learn and to give (5 elements of well being).
- 4.25 The panel noted that a flats engagement officer could be employed via Waste Watch on a 12 month basis to work across 5 estates (at 1 day per week for each estate) at an approximate cost of £50k per annum (a full breakdown of projected costs is contained in Appendix A –option 1).
- 4.26 The panel agreed that if Waste Watch was commissioned to operate OCP in Haringey this could offer an effective way to engage with flats/ estate residents and help to improve recycling rates as well as delivering other community benefits (e.g. well being or ASB). In addition, given the range of these other positive impacts that the OCP model could deliver (e.g. well being, community development and ASB) the cost of supporting such an initiative could be shared among a wider pool of contributing agencies (e.g. Single Front Line, Homes for Haringey, ASB, Registered Housing Providers Housing providers).

Other London Boroughs

- 4.27 Two other London boroughs attended to give evidence to the panel about work that they had undertaken to improve recycling from flatted developments in their area. A summary of the key evidence presented from this session is presented below.

Recycling inventory

- 4.28 The panel noted verbal evidence from other local authorities and written evidence from WRAP, that as a precursor to developing schemes to improve recycling from flatted developments, it was of paramount importance to develop an inventory of local waste and recycling infrastructure. This process was vital to develop a local database from which recycling schemes could be planned and developed to suit local needs.

Chute conversions

- 4.29 The panel noted evidence from WRAP which suggested that the presence of waste chutes had a significant impact on recycling bring back schemes in flatted developments. This demonstrated that less recycling (kg per household) was collected from those developments with chutes (for residual waste) than those without (inferring that recycling materials are placed in residual waste chutes).
- 4.30 The panel also noted evidence from other local authorities which suggested that chute conversion represented the most cost-effective intervention to increase waste and recycling from flatted developments. It was reported that this was a relatively cheap option to boost recycling as all that was required was the repainting and signing of chutes. In one borough, the conversion of all twin residual chute developments to

cater for both residual waste and dry recycling helped to increase recycling by 257 tonnes.

- 4.31 The panel also noted that Waste Watch (Our Common Place) had delivered a chute conversion project at a flat development in which there was only one waste chute. Waste Watch had worked with the local tenants group to convert the chute from residual waste to recycling use.

Reusable bags

- 4.32 The panel noted that both of those authorities present operated a reusable bag scheme (small orange plastic sacks) to underpin recycling bring schemes in flatted developments. Bags were bulk purchased with other local authorities to reduce costs (from £1.05 to £0.68 per bag) and were distributed to residents with accompanying literature.

- 4.33 The panel noted evidence from other authorities which indicated that the provision of bags for recycling was a significant contributor to recycling performance. It was estimated that where bags were provided this boosted recycling performance by approximately 10% at such developments. In one local authority, the introduction of a reusable bag scheme was noted to increase recycling from flats in the order of 292 tonnes per annum.

Supplementary Planning Guidance

- 4.34 It was noted from one local authority that Supplementary Planning Guidance (SPG) was used to support the development of appropriate and adequate recycling facilities in new developments. As a result of the waste service liaising with planning, a new SPG was developed to ensure that new developments met certain standards for waste and recycling infrastructure.

Food waste collection

- 4.35 The panel also discussed plans to introduce food waste recycling from flatted developments and estates in Haringey. It was noted that £680k had been awarded through DCLG to support this initiative and work had commenced to develop an appropriate scheme. The scheme would cover all 25,000 flats (covering private, ALMO and RSLs). Caddies and liners would be provided to households together with supporting engagement and communication (all flatted developments would be visited). It was estimated that this scheme would divert 300 tonnes from landfill. It was expected that the new food waste scheme would be piloted in a small number of areas before being assessed and rolled-out across the borough.

- 4.36 It was anticipated that the introduction of a new food waste collection system would also reinvigorate dry recycling collections from flatted developments. It was expected that additional information to reinforce dry recycling would be 'piggy backed' on to communications and engagement processes developed for the food waste scheme. It was also hoped that the introduction of a new food waste scheme would help to reduce contamination of other collections.

- 4.37 The panel discussed food recycling schemes from flats in operation at other Local Authorities. From these discussions it was noted that the supply of bags for caddies

was crucial to household participation and the volume of food waste recycled: where supply was not unlimited or was not supplied beyond an introductory period, both participation and volume declined.

5. Further policy options to increase recycling

- 5.1 The panel sought to assess some of the further policy options available to the Council that could help to increase recycling in the borough. The panel invited representatives from a number of local authorities together with the Greater London Authority to give evidence on enforcement and incentive schemes in operation in their area. The following is summary of the key evidence received by the panel.

Enforcement Schemes

- 5.2 The panel noted evidence from one contributing authority which had recently established an enforcement scheme to support its waste and recycling service. The panel noted that after initial public consultation (for which there was broad public support) an enforcement scheme was introduced in January 2013. The key components of this scheme included (the full model is depicted in Appendix B):
- Notification and engagement processes to encourage participation in recycling;
 - The operation of a yellow and red letter warning system for non-compliance;
 - Warning system backed up by administering Fixed Penalty Notices (as a last resort).
- 5.3 As well as providing a tool to tackle persistent non-recyclers and a mechanism to improve local recycling rates, it was expected that compulsory recycling would also be of financial benefit to the authority. It was estimated the introduction of the compulsory recycling scheme would help to divert 10% of the current landfill total to recycling, which could produce an annual saving of £200,000.
- 5.4 The panel noted however that the enforcement approach has not been applied borough wide at present, but was being targeted in those areas where it was known to be a low participation rate for recycling. It was also noted that this enforcement model has only recently been introduced and that no Fixed Penalty Notices had yet been applied within the scheme. The panel indicated that it would be useful to receive an update from the authority once the scheme was fully embedded and in operation borough wide.
- 5.5 Another local authority gave evidence to the panel on compulsory recycling and stated that it had introduced this for kerbside collections in 2011. This system was also supported by a yellow (warning) and red card (penalty) system which was planned to promote compliance. It was noted however, that the scheme was only in operation for a matter of weeks before this was halted as this attracted considerable adverse press and public comment.

Incentive schemes (individual and community)

- 5.6 The panel noted that one London authority was working with Recyclebank, a privately operated scheme that offers incentives for recycling. Within this scheme, local residents can earn points for recycling which can then be transferred to vouchers that can be redeemed at local shops and businesses. In this authority, the scheme had been restricted to those households with shared recycling containers, but if it was assessed to be successful, it was anticipated that it would be rolled out to all properties.

- 5.7 Another authority giving evidence to the panel outlined its community incentive recycling scheme. The authority introduced an £80k community recycling incentive scheme in which £20k was awarded to the electoral ward with the highest recycling rate and £20k awarded to the three wards with the most improved recycling rate (over a defined period). This panel noted that this scheme rewarded communities not individuals, and assessments were based on the local participation rate taken from a sample of streets in each ward.
- 5.8 The panel found it difficult to assess the impact of this community incentive scheme because although there was a significant increase in the volume of recycling collected (approximately 370 tonnes), there was a marginal decline in recycling participation rate in some areas. This would suggest that this scheme further incentivised those households which were already recycling.
- 5.9 The panel noted that behaviour change is fundamental to any incentive scheme and that such schemes must aim to encourage a response from individual motivators (such as environmental concern, saving money, community enhancement). Thus there is a need to fully understand the likely motivating factors of individual communities in which incentive schemes are to be applied.

Education

- 5.10 The panel also noted the good education work that had been undertaken by Single Front Line and Veolia to promote recycling in local schools. This included presentations at 51 school assemblies, 39 education sessions at the Education Centre at Hornsey (Reuse and Recovery) and other interventions (theatre in education, workshops).
- 5.11 The panel noted that primary schools were, on the whole, more engaged and active in local recycling education schemes. As a consequence, there would be a concerted effort to target and engage secondary schools in local waste and recycling education programmes in 2013/14. The panel indicated that it would like to support this work and would liaise with Single Front Line to identify how practicably and beneficially scrutiny could be involved.

6. Recommendations

- 6.1 On the evidence received, the panel have formed the following recommendations:

Recycling from Flats:

- 1) The panel recommended that the Council conduct an audit of flatted developments (Homes for Haringey, Registered Housing Providers and Private Developments) across the borough to develop an inventory of waste and recycling infrastructure (and to collate any existing problems with waste collection i.e. whether there are sufficient and appropriate bins and if side waste occurs). The subsequent database should be used to plan and support initiatives to improve waste management or increase recycling at flatted developments.
- 2) Further to the audit detailed above, the panel recommended that flatted developments with twin chutes should on a trial basis be converted for dual use (for both waste and recycling). Evidence from this trial should determine further expansion of this scheme.

- 3) The panel recommended that further work should be undertaken to assess the viability of developing a pilot Our Common Place approach (through Waste Watch) to increase recycling on local estates (flatted developments).³ This work should help to identify:
- Cost benefit analysis of this approach;
 - Additional partners and funding sources;
 - Possible pilot project sites.
- 4) The panel recommended the introduction of recycling bags within existing bring-back schemes (at flatted developments) should be further investigated with careful consideration being given to:
- The use of reusable bags;
 - The policy of locking bins;
 - Ongoing costs if non-reusable bags are used as an alternative;
 - The use of transparent bags (to assist if dry recycling is contaminated).
- 5) The panel recommended that the Council ensure that there is adequate provision for waste management in planning guidance for flatted developments (both new and converted).
- 6) The panel recommended that there is a continuous supply of caddy bags for food waste as part of the roll-out of the planned food waste collection system for flatted developments.
- 7) To improve communication between on site concierge and waste collection crews (e.g. for access issues), the panel recommended that the contact details of Concierge services (or Estate Managers) should be placed on Veolia Collection Round Sheets.

General

- 8) The panel recommended that additional information is provided within waste and recycling communications with local residents in respect of:
- Updates of what and where materials can be recycled locally;
 - The cost of sending waste to landfill (landfill tax and gate tax) and relative cheaper cost of recycling;
 - The main causes of recycling contamination (food waste and clothing materials) and the additional costs involved;
 - The opportunity cost of sending waste to landfill (libraries, parks and other community facilities).
- 8) It is recommended that, further to the work already undertaken by Haringey Council and Veolia, the Environment and Housing Scrutiny Panel undertake:
- additional work with local schools to identify what barriers exist to recycling;
 - identify examples of best practice which can be shared locally;
 - identify how schools can be incentivised to recycle more.

³ See Appendix A.

(This should include benchmarking local provision and undertaken in consultation with Single Front Line, Veolia and Children and Young People Service to ensure no duplication or overlap of work.)

- 9) That the good education work to promote recycling in schools that is already underway is more widely publicised, in particular among local Councillors and community groups.
- 10) To further enable the speedy reporting of dumped rubbish, Veolia should consider the establishment of online reporting mechanisms, using social media such as Twitter.

Appendix A – Funding options for Our Common Place (Waste Watch)

Options for Local Authority bodies interested in Our Common Place

Presented below are four options for local authority bodies interested in the Our Common Place approach. Our Common Place is, by design, flexible and can be delivered alongside other Waste Watch / Keep Britain Tidy community engagement, education and communications services or in conjunction with local authority run services. We are very happy to discuss each option in more detail with you and keen to develop a proposal based on one or more of the models to suit your specific needs.

Presented along with the four options are indicative costs. Under all models we encourage the Local Authority to seek funding from more than one department or budget, for example: Waste and Recycling, Housing and StreetScene. This is encouraged as the approach has been shown to create positive change across a range of issues – e.g. Recycling, Local Environmental Quality, Community Cohesion and Wellbeing. **Waste Authorities** and **Housing ALMOs** may also be interested in funding a project in partnership with a range of relevant Local Authority departments.

1. **Delivery of Our Common Place approach by Keep Britain Tidy on behalf of Local Authority or Waste Authority:** A Local Authority or Waste Authority contracts Keep Britain Tidy to deliver the Our Common Place approach. Under this arrangement an OCP officer(s) is trained and employed by Keep Britain Tidy and delivers the project under the line management of an OCP team leader. Extra supervision is provided by Waste Watch evidence and policy team and appropriate members of staff from within the Local Authority. The OCP officer would have a desk at an appropriate LA office, but would be an employee of Keep Britain Tidy.

Under this model multiple OCP officers could be managed by the OCP team leader. OCP officers would work with up to seven communities for a 12-36 month period.

Under this model, OCP officers could combine OCP work with delivery of other community engagement activities such as:

- Love Food Hate Waste cookery demonstrations / Feed the 1000 events;
- Big Tidy Up litter picks;
- Give and Take days / Swap shops;
- WEEE awareness campaigns / events;
- Zero Waste Challenges.

Indicative costs:

Presented below is a breakdown of costs associated with delivering the Our Common Place project with one full time on the ground Our Common Place officer for a period of 12 months, excluding VAT:

Description	Cost
Our Common Place Officer 1 FT (including overheads, employers National Insurance and pension)	£33,504
Our Common Place Team Leader 0.3 FTE (including overheads, employers National Insurance and pension)	£12,155

Community Engagement Manager 0.05 FTE (including overheads, employers National Insurance and pension)	£2119
Inception training, Induction and Set up	£2200
Project Direct Costs (community resources, staff travel, subsistence)	£2500
Publicity and Events	£2000
Total	£54,478

2. **Delivery of Our Common Place approach by Local Authority community engagement officer with expert support from Keep Britain Tidy:** A Local Authority contracts Keep Britain Tidy to provide 1 day a week of expert supervision from an Our Common Place team leader for a Community Engagement officer delivering the OCP approach. Under this model the Community Engagement officer would be employed and line managed by the Local Authority. The format of the supervision would be negotiated on setting up depending on what is needed. It is likely to involve at least the following:

- One week intensive training on Our Common Place approach (see option 3);
- Recruitment support (if necessary);
- Intensive one to one training and on the ground support during project initiation (see option 3 below);
- Monthly face to face supervision meetings;
- Access to daily support by phone and email as required;
- Training in Monitoring and Evaluation techniques and report writing including provision of appropriate resources;
- Free access to appropriate internal Keep Britain Tidy training days.

Similar to option 1, community engagement officers could combine OCP work with delivery of other activities.

Indicative costs:

Presented below is a breakdown of costs associated with the Our Common Place Team Leader delivering expert training and support for a council employed community engagement officer for a period of 12 months, excluding VAT:

Description	Cost
Our Common Place Team Leader 0.2 FTE (including overheads, employers National Insurance and pension)	£7592
Community Engagement Manager 0.05 FTE (including overheads, employers National Insurance and pension)	£1176

1 week intensive training, project initiation and set up	£2200
Staff travel and accommodation	£1630
Total	£12,598

3. **One week intensive training course delivered by Our Common Place team leader:** Keep Britain Tidy's Our Common Place team leader leads a five day intensive training and start up course for **up to ten** local authority staff (community engagement officers and relevant line managers as required). The course would cover:

- Theoretical underpinnings of the approach;
- Training in community engagement methodologies;
- Training in monitoring and evaluation techniques;
- On the ground support for project delivery.

This one week training course would be followed up with **monthly catch-up's by teleconference** and **one further full day training/refresher session** with community engagement officers.

Under this model, the Our Common Place team leader would work cross-department with community engagement officers to increase efficiency in the delivery of core messages and consistency of approach. Depending on the model of service provision, it may be necessary to integrate community engagement officers from other local service providers and housing ALMO's.

N.B. The one week intensive training and start up course forms part of options 1 and 2 at no extra cost.

Indicative costs:

Presented below is a breakdown of costs associated with the Our Common Place Team Leader delivering expert training and monthly teleconference support for community engagement officers for a period of 12 months, excluding VAT:

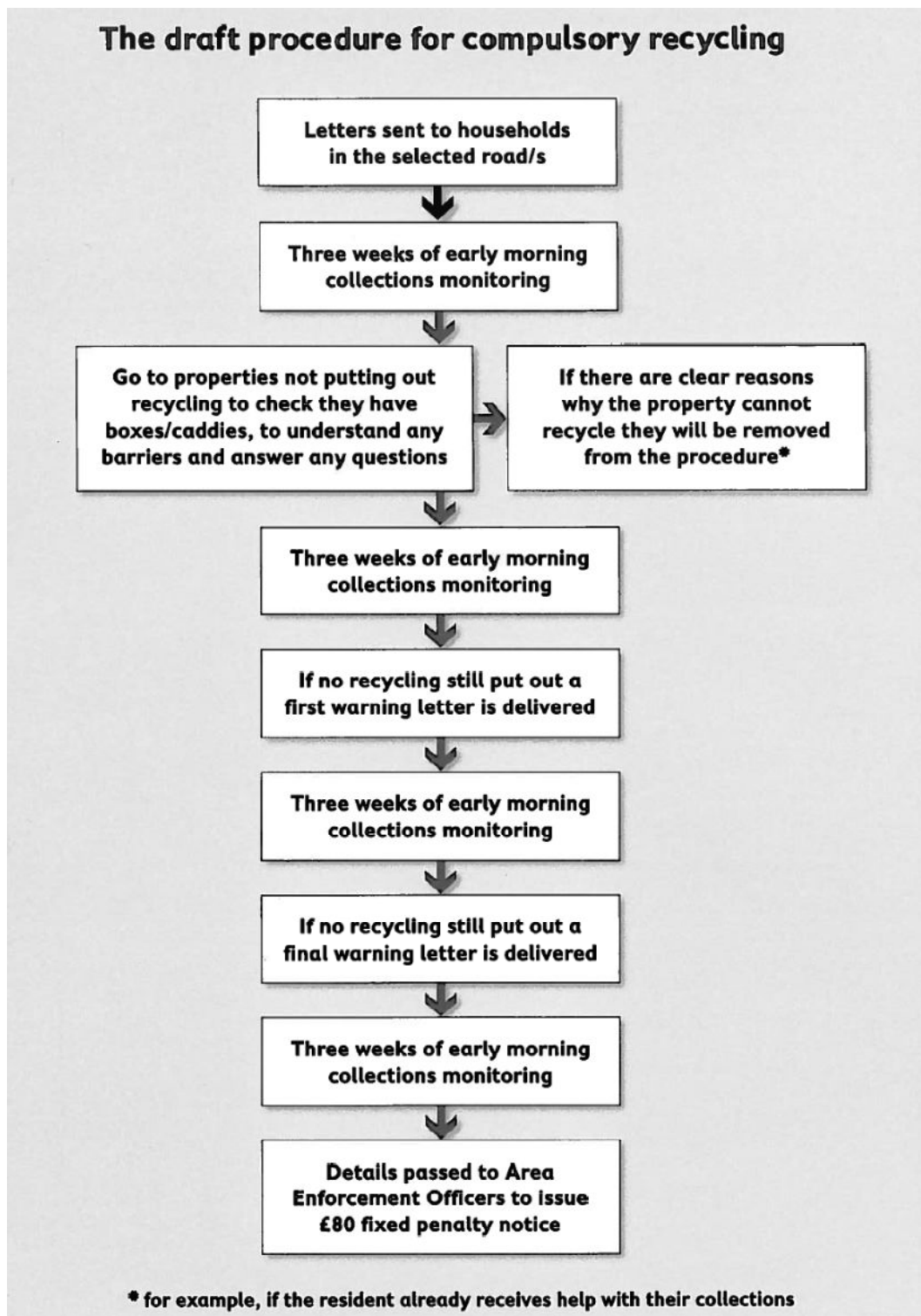
Description	Cost
Our Common Place Team Leader 0.05 FTE (including overheads, employers National Insurance and pension)	£2026
1 week intensive training course	£2200
One day refresher training course	£600
Staff travel and accommodation	£800

Total	£5,626
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4. **One day intensive training course delivered by Our Common Place team leader:** Keep Britain Tidy's Our Common Place team leader leads a one day intensive training course for up to four local authority officers and relevant line managers. The course would introduce the theoretical underpinnings of the approach and training on essential methodology.

Cost: £500 + travel expenses.

Appendix B – Example of a waste and recycling enforcement model from another London Borough.



Endnote references:

ⁱ DEFRA: <http://www.defra.gov.uk/environment/waste/>

ⁱⁱ *ibid*

ⁱⁱⁱ Waste not, want not: A review of why recycling rates vary across London.
Environment Committee, Greater London Assembly (October 2011)

^{iv} DEFRA: <http://www.defra.gov.uk/statistics/environment/waste/wrfg19-munwaste/>

^v DEFRA: <http://www.defra.gov.uk/statistics/environment/waste/wrfg19-munwaste/>

^{vi} DEFRA: <http://www.defra.gov.uk/statistics/environment/waste/wrfg12-methodmun/>

^{vii} DEFRA: <http://www.defra.gov.uk/statistics/environment/waste/wrfg16-recycrates/>

^{viii} DEFRA: <http://www.defra.gov.uk/statistics/environment/waste/wrfg16-recycrates/>

^{ix} *ibid*

^x Waste Strategy for England, DEFRA, 2007 (Cm7086)

^{xi} Government Review of Waste Policy in England, DEFRA, 2011

^{xii} London's wasted resource: the Mayors Municipal Waste Management Strategy,
2011