

SCRUTINY REVIEW – WASTE COLLECTION, RECYCLING & DISPOSAL

MINUTES OF THE MEETING HELD ON 12 NOVEMBER 2007

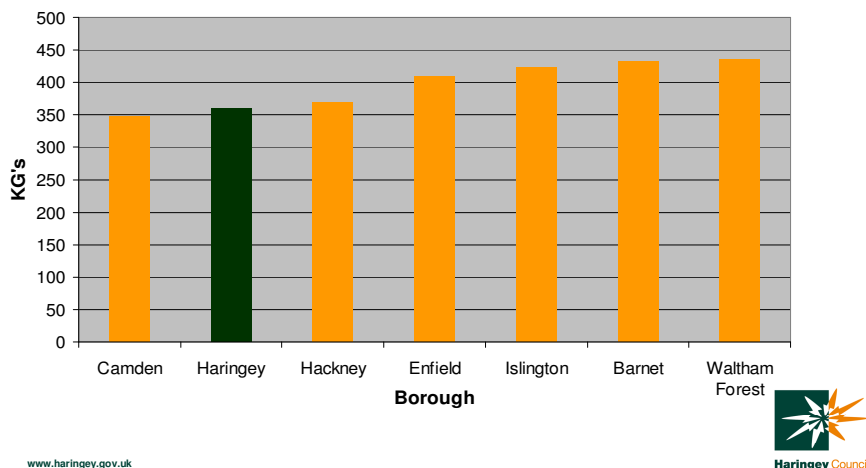
Members Councillors *Jones (Chair), *Hare, Rainger and *Patel

1. **APOLOGIES FOR ABSENCE** (Agenda Item 1): An apology for lateness was received from Councillor Haley.
2. **URGENT BUSINESS** (Agenda Item 2): None submitted.
3. **DECLARATION OF INTEREST** (Agenda Item 3): None notified.
4. **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 update 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)

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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.

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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**

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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**

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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**

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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.