

Haringey Council

Agenda item:

OVERVIEW AND SCRUTINY COMMITTEE

28 APRIL 2008

Report Title: Waste Recycling, Collection and Disposal	
Forward Plan reference number (if applicable):	
Report of: The Chair of the Scrutiny Review Panel – Councillor Emma Jones	
Wards(s) affected: All	Report for:
1. Purpose To report to the Committee the outcome of scrutiny review into Waste, Recycling, Collection and Disposal and to seek the Committee's endorsement of the recommendations of the Review which will be reported to Cabinet.	
1. Recommendations That the Committee consider and agree the recommendations of the Review, as outlined in the attached report	
Report Authorised by: Councillor Emma Jones	
Contact Officer: Sharon Miller	
2. Director of Finance Comments The recommendations arising from the Scrutiny Review of waste collection, recycling and disposal will be mainly addressed as part of the process to specify and award a new integrated waste management contract from December 2008. Work on this has already commenced. The new contract will need to be awarded within the approved budget provision for these services and should seek to improve performance and value	

for money compared to the current contract.

3. Head of Legal Services Comments

The Council, as a waste collection authority, has the power under Section 46 of the Environmental Protection Act 1990 to make recycling compulsory. Full legal comments will be considered as part of the Cabinet's response.

3.1 Local Government (Access to Information) Act 1985

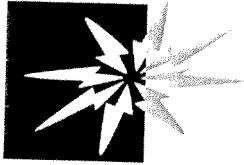
The background papers relating to this report are:

Minutes of the meetings of the Scrutiny Review into Waste Recycling Collection and Disposal

Mayor's Municipal Waste Management Strategy

North London Joint Waste Strategy

4. **Strategic Implications** - Full implications will be sought to recommendations agreed by the Cabinet in the Cabinet's Response to the recommendations Financial Implications
5. **Legal Implications**
Financial and Legal Comments are included in the report. Full legal and financial comments will be sought to recommendations agreed by the Cabinet in the Cabinet's Response to the recommendations
6. **Equalities Implications** - Full equalities comments will be sought to recommendations agreed by the Cabinet in the Cabinet's Response to the recommendations
7. **Consultation** – N/A
8. **Background**
Please refer to the Scrutiny Review report (attached).
9. **Conclusion**
Please refer to the Scrutiny Review report (attached).
10. **Use of Appendices / Tables / Photographs**
Please refer to the Scrutiny Review report (attached).

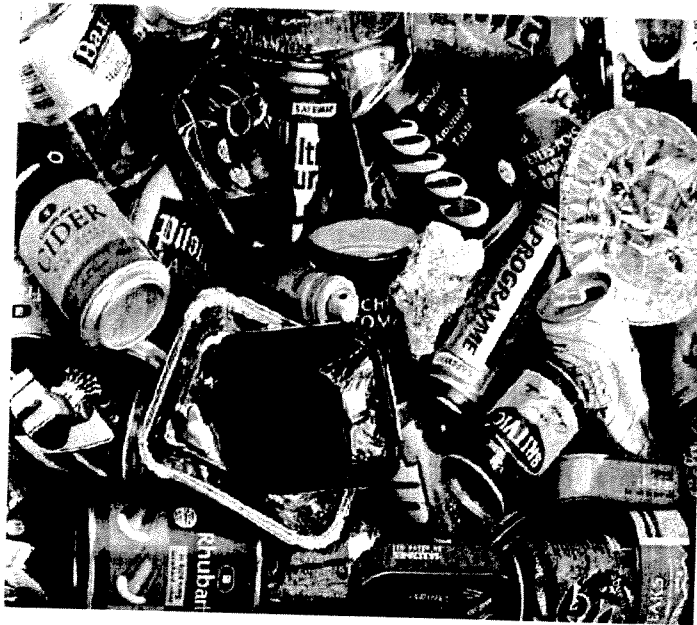


Haringey Council

OVERVIEW AND SCRUTINY

SCRUTINY REVIEW OF

WASTE, RECYCLING, COLLECTION AND DISPOSAL



April 2008



INVESTOR IN PEOPLE



2005-2006
Getting Closer to Communities

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SCRUTINY REVIEW INTO WASTE, RECYCLING, COLLECTION AND DISPOSAL

1.0 CHAIR'S INTRODUCTION

- 1.1 Waste and recycling is, uniquely, the only Council service in Haringey that is used by every single resident, and is the service with the greatest possibilities for positive environmental impact through promotion of lifestyle change. These facts, along with the fact that we are bound by legislation to meet ever-increasing recycling targets, mean that the waste and recycling service is one which is vitally important to get right.
- 1.2 Haringey has already shown a commitment to environmental issues with the Greenest Borough Strategy, Better Haringey, the aim of being 'Cleaner, Greener, Safer', and the signing of the Nottingham Declaration. The recycling service has improved dramatically in the last few years, with nearly all properties having access to a doorstep or near entry recycling collection, and an increase in the range of materials that are collected, resulting in the Council having exceeded its recycling target every year. However, there is still a long way to go, with Haringey sending around three-quarters of its household waste to landfill or incineration, and only a very small part of its business community participating in recycling at all.
- 1.3 Research for this review has been very comprehensive, and has included presentations from a variety of stakeholders and other informative parties, visits to other authorities and recycling sites, members accompanying a recycling team on their rounds, and consultation with residents and businesses. Members taking part in the review were unanimous in their support for all of the recommendations, all of which we believe will improve the waste and recycling service currently provided by Haringey, improve residents' satisfaction of the service, increase recycling rates, and provide better value for money.
- 1.4 Finally, I would like to say a thank you for the great passion and commitment that has been shown by everyone involved in this review. It is often very difficult to feel any sense of optimism about environmental issues - the threat of climate change and the general destruction of our planet frequently saddens, even terrifies, me. But I have found the desire for change that so many have expressed through this review to be very positive and uplifting. I would particularly like to thank Sophie Maqsood from London Community Recycling Network, Sharon Miller from Overview and Scrutiny, Michael McNicholas and others from the Waste Management Service, Janette Gedge (Haringey's Consultation Manager), the representatives from the different stakeholders and other local authorities who gave up their time to support us, and of course to the many residents and businesses in Haringey who told us what they think, and who persistently press the Council to improve its recycling service – long may they continue.



Cllr Emma Jones
Chair

2.0 BACKGROUND

2.1 Climate change is the greatest environmental challenge facing the world today. Across the globe there will be intense heat waves, drought, more flooding and an increasing amount of other extreme weather. For the UK this means hotter, drier summers, milder wetter winters, higher sea levels and an increased risk to coastal areas mean more increased immigration to the UK due to environmental refugees arriving here from around the world. Action is needed now to adapt to climate change and to minimise the impact by contributing less to the causes.

2.2 The message for policy makers and practitioners is unequivocal¹ Recycling is good for the environment, uses less energy, than creating products from raw materials, reduces raw material extraction, and combats climate change by minimising the amount of greenhouse gas that is emitted from landfill. It has a vital role to play as waste and resource strategies are reviewed to meet the challenges posed by European Directives, as well as in moving the UK towards sustainable patterns of consumption and production and in combating climate change.

2.3 This report will not focus on global issues but will consider how the Council is responding to the challenge. It is not the intention of the Panel to cover all the issues comprehensively.

2.4 Waste Management and disposal is a high profile issue that affects every citizen in the country. Local authorities are in a unique position to influence people's behaviour towards waste reduction and recycling. The role of informing the public, raising awareness in the community and helping to change behaviour is a crucial one therefore local authorities must make changes to the way that waste is managed. The government has produced a number of policy and regulatory changes at both national and local level that require waste to be handled in a more sustainable manner. These changes require local authorities to play a wider role in the management of waste than just the collection and disposal. The key drivers for local authorities are:

- The introduction of statutory performance standards which set the levels of household waste recycling and composting that must be achieved.
- European and national legislation that requires the amount of waste disposed at landfill sites to be significantly reduced and alternative disposal routes developed.

2.5 Haringey's Response to Legislation

2.6 Haringey's responses to legislative changes must be carried out in conjunction with taking steps to reduce the amount of waste that is produced. The development of a Municipal Waste Management Strategy for Haringey provides a framework in which new collection, treatment and disposal infrastructure can be developed.

2.7 Local Councils must work with their communities to provide convenient collection and recycling services for their residents, and local businesses, plan and invest in new infrastructure to divert waste from landfill.

¹ The Waste Resources Action Programme [May 2006]

2.8 The development of Haringey's strategy is influenced by a number of key national policies as well as local priorities and objectives. The strategy covers the period from 2006-2020. The key national and local policies shaping waste management in Haringey aim to:

- Provide a high quality, convenient recycling service which is easy to use and meets the needs of residents.
- Ensure that all homes in the borough have a kerbside, doorstep or near-entry collection of recyclables from their home. All homes will be able to recycle the same range of materials so that the service provided across the borough is consistent and equitable.
- Promote waste and recycling services and to educate residents about their waste responsibilities. Education through schools will continue to be an important link to the community by fostering the enthusiasm of young people who learn to recycle and with schools so that children can take the message home.
- Lead by example by increasing the amount of waste which is recycled, and to increase 'green purchasing' such as procuring recycled paper and other products. This helps to 'close the loop' and generate demand and market for recycled materials.
- Promote waste reduction.

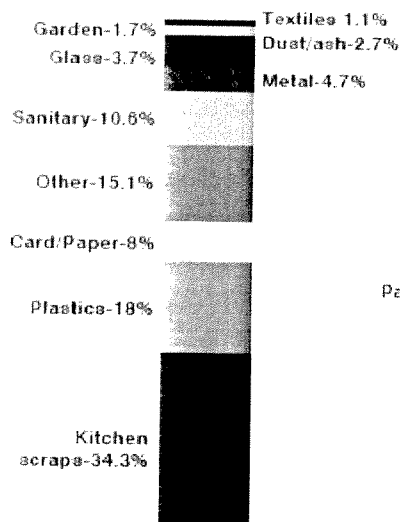
2.9 The National Context

2.10 Waste collection functions are highly visible front line services; being one of the few services that every resident of the borough receives automatically, and remains high in the public priorities both locally and nationally. Last November the Prime Minister announced that the UK would continue to be at the forefront of the fight against climate change. Over half the UK population now consider themselves committed recyclers; recycling rates have increased to 31%.

2.11 The UK produces about 330 million tonnes of waste a year, a quarter of which is from homes and businesses. The government is looking at a series of measures to reduce waste, including charging people who do not recycle their rubbish and, in parts of the country, controversially, weekly bin collections have been reduced to fortnightly.

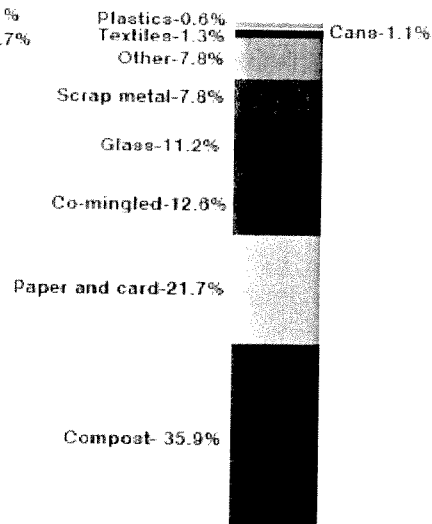
2.12 Councils in England have been told to increase recycling rates to 50% by 2020 that is nearly double the current rate. An Open University survey suggests kerbside collection in England of recycle items like glass and paper has already contributed to increased recycling rates.

WHAT'S IN YOUR BIN?



SOURCE: Open University 2006

WHAT'S IN YOUR RECYCLING BIN?



SOURCE: Defra 2005/6

- 2.13 The survey also shows more kerbside collections of garden waste have been introduced - with about a third of households in 2006 setting out compostable waste for collection, up from 26.6% in 2005.
- 2.14 Fortnightly bin collections, now being introduced in many areas, have also seen recycling rates rise. Department for Environment, Food & Rural Affairs [Defra] figures for 2006 put North Kesteven district council in the East Midlands top of the municipal waste recycling league with a rate of 47.4%.
- 2.15 The waste services are guided by an increasing legislative and policy framework, designed to support the emphasis towards waste minimisation reuse and increasing the recycling and recovery levels.
- 2.16 Some of the key legislative drivers for change are:
- 2.17 **EU Landfill Directives 1999**
- 2.18 The EU landfill Directive requires that by 2010 the amount of biodegradable municipal waste going to landfill must be reduced to 75% of the total produced in 1995. By 2013, the amount must be reduced to 50% and by 2020 to 45%. The amount of biodegradable waste going to landfill will be controlled by a tradable allowance system.

2.19 Waste & Emissions Trading Act 2003

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

2.20 Waste Strategy 2007

2.21 Waste Strategy places a greater focus on waste prevention through a new target to reduce the amount of household waste not re-used recycled or composted. The government has established through its Waste Strategy 2007 a series of national targets.

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

2.22 The government's key objectives are to:

- Separate waste growth (in all sectors) from economic growth and put more emphasis on waste prevention and re-use.
- Meet and exceed from landfill of non-municipal waste and secure better integration of treatment for municipal and non municipal waste;
- Secure the investment in infrastructure needed to divert waste from landfill and for the management of hazardous waste and
- Get the most environment benefit from that investment, through increased recycling of resources and recovery of energy from residual waste using a mix of technologies.

2.23 Mayor of London Municipal Waste Management Strategy

2.24 The Mayor has indicated that London will aim to exceed the recycling and composting Best Value Standards of waste authorities set by the Government. The Mayor therefore promotes a 50% target for recycling and composting of municipal waste by 2010 and 60% by 2015.

2.25 Legislative Requirements

2.26 Recycling performance is subject to statutory targets. In 2005/06 Haringey's statutory target was to recycle 18% of household' waste, which was exceeded with audited performance of 18.23% recycling for the year as a whole. In 2006/2007 Haringey's statutory recycling target was 20% percent of household waste, which was again exceeded with a performance of 25.6% for the year,

2.27 Waste Electrical and Electronic Equipment (WEEE) Directive

- 2.28 European legislation have a profound effect on how electrical waste is treated and prevent electrical items from being sent to landfill as these items must be recycled. This affects all electrical household goods. Complying with Europe's WEEE Directive (2003), the regulations make producers pay producer compliance schemes to arrange for collection of WEEE from designated collection facilities [DCFs] and for collected items to be recycled at approved authorised treatment facilities (AATFs), there is a household WEEE collection target of 4kg of equipment per head per year.
- 2.29 The main disposable methods currently employed are landfilling, recycling, composting and energy from waste plants. The government's aim is to create incentives that reflect the waste hierarchy and create opportunities for the reduction, reuse and recycling and recovery of energy from waste.
- 2.30 Despite the hierarchy, the majority of UK waste is still being disposed of through landfill. However, the Government will shortly be setting new national targets for the reduction of commercial and industrial waste going to landfill.
- 2.31 Whilst it is difficult to monitor reduction and reuse schemes, councils and waste management companies do collect figures indicating how much of collected waste is intended for recycling (or recovery) and how much for final disposal through landfill.
- ## **2.32 Local and regional governance - The Waste Strategy 2007**
- 2.33 Waste Strategy 2007 directs local authorities to commission or provide convenient recycling services for their residents and commercial customers and provide advice and information on how to reduce waste. They will also have to work with their communities to plan and invest in new collection and reprocessing facilities. It also means putting more emphasis on waste prevention and re-use and it means motivating individuals and businesses to appreciate the environmental and economic benefits of waste reduction.
- ## **2.34 London Borough of Haringey target**
- 2.35 Haringey's current year household recycling target is 25% rising to a stretch Local Area Agreement target of 32% by 209. The Council has approved significant additional investment in the current financial plans to enable this target to be achieved.
- 2.36 The Council's current Integrated Waste Management and Transport Contract is due to expire in December 2009 and this will offer an opportunity for reviewing the service delivery model with a view to improving performance and value for money. The Waste Management Service will begin the process of creating a new integrated contract early in 2006.

2.37 Aims & Objectives of the Review:

2.38 The Scrutiny Review was commissioned by the Overview and Scrutiny Committee as part of its 2007/8 work programme. The Committee agreed the following terms of reference:

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

2.39 The Scrutiny Panel met on 7 occasions between September 2007 and February 2008 to consider evidence relating to this investigation. A detailed record of the topics discussed at Panel meetings, including agenda, minutes and reports is available from the Scrutiny web page which can be accessed via the Council's website at www.haringey.gov.uk.

2.40 A summary of the method of investigation is outlined below:

- Detailed officer presentations, supplemented by oral evidence.
- Evidence from stakeholders
- Focus Group
- Residents and business questionnaire
- A visit to local recycling sites [Weston Road and Hornsey]
- Visit to London Borough of Barnet
- Visit to London Borough of Waltham Forest.
- A presentation from the London Borough of Hackney
- Desk top research.

2.41 External Advice and support was commissioned from Sophie Maqsood Projects Manager, London Community Recycling Network.

2.42 The report has been compiled on the basis of evidence gathered as above and from other background information.

2.43 Panel Membership

2.44 The following members formed the Review Panel:

Councillor Emma Jones (Chair),
Councillor Bob Hare,
Councillor Jayanti Patel
Councillor Sheila Rainger

3.0 RECOMMENDATIONS

Recommendation one: The Council should integrate collection and disposal of waste, recycling and composting, street cleansing, graffiti removal, call centres, businesses and also transportation for the above. However, the reuse service should not be included. The Contract should include:

- Targets for the improvement of recycling rates and improvement of resident satisfaction, with potential penalties to the contractor if targets are not met and financial incentives for meeting targets.
- Designed as such that area based working is the norm, as opposed to the traditional round structures.
- The street cleansing part of the contract should be tailored to meet the individual needs of each street, i.e. some roads may need more frequent cleans than others in order to meet high standards.
- The contract should include a timetable in which resource allocation for refuse collection should reduce as less waste is created, while resource allocation for recycling rises.
- The contract should be flexible enough to cope with potential future changes, such as low carbon output for vehicles, and implementation of a source-separated recycling service.
- The street cleaning part of the contract should include a requirement to separate waste and recycling.
- The Council should consider the possibility of developing the recycling service to become source-separated in the future, in order to improve the quality of recyclables, and should take this into account when purchasing new collection trucks.

Street recycling

Recommendation Two: The Council should consider the potential financial benefits of making an in-house bid for the new integrated contract, as well as the flexibility that this would allow.

Recommendation three: The Council should consider a policy of Compulsory Recycling in Haringey for all households which have a doorstep service provided to them, in order to ensure that the current service is being used, to raise recycling rates, and to demonstrate that the Council takes environmental issues seriously,

Recommendation four: The Council should carry out a simple borough-wide consultation on compulsory recycling; using a question such as "Should it be compulsory to recycle in Haringey, if your household has a doorstep recycling service?" The consultation should be widely promoted through the use of banners, advertisements in publications, a press strategy and in other ways, with the possibility for residents to contribute by text message, email, on the Council website, by phone and in writing. The

emphasis should be on persuasion and education with arguments for and against compulsory recycling. The Council should ensure that local stakeholders are included in any consultation.

Recommendation five: The Council should put into practice the result of the above consultation. If the answer is 'yes', the Council should ensure that good preparation takes place prior to implementation, including a full communication and education strategy to include primarily visual aids, and a letter to all households, a press strategy, visits to area assemblies and community centres/organisations [particularly those representing harder to reach ethnic minority groups] a hotline for residents and door-knocking in areas where it is deemed appropriate. The Council should also make resource preparation in terms of sufficient extra green boxes and composting bins.

Recommendations six: If the answer to the consultation is 'no' the Council should nevertheless use the impetus of the consultation as a way to focus on recycling as an issue, and make use of all the strategies listed above to improve communication with residents.

- Waste Management Services should work with community organisations, particularly those representing ethnic minority groups, to educate them about recycling. Including supporting organisations to access funding streams to identify and bid for funds.
- Waste Management Services should consider community composting in Haringey's parks and allotments.

Recommendation seven: The Council should ensure that Health and Safety is included in the contract, including the need for recycling operatives to wear gloves and protective glasses, and possibly also breathing masks.

Recommendation eight The Waste Management Service should carry out local consultations in areas with high recycling rates about different collection methodologies such as fortnightly waste and recycling collections with a weekly composting collection.

Recommendation nine: Waste Management should explore new technologies for collection methodologies, containers, fortnightly collection and composting.

Recommendation ten: The Council should carry out further trials of recycling from flats including food waste.

Recommendation eleven: The Council should extend its range of kerbside recycling materials, such as providing battery boxes [as done in Camden]. Also the free white goods collection service should be better promoted.

Recommendation twelve: Waste Management Services should work with Sheltered Housing organisations and the Aids and Adaptations Team to find out which properties require support in the collection of their recyclables.

Recommendation thirteen: The Council should include information on recycling as part of a greater 'welcome pack' for new residents to the borough. The Council should work with Registered Social Landlords, promoting tenants' participation in recycling as a sign of good landlordism.

Recommendation fourteen: The Council should consider community green waste composting schemes in Haringey's parks and allotment sites.

Recommendation fifteen: The Council should specify a requirement for separated waste and recycling collection at all festivals and events, as a condition of the license.

Recommendation sixteen: The Council should look at the conclusions of the Welsh Review into commingled and source-separated collections, in terms of value for money, overall environmental impact, employment considerations and the quality of the recycling. If the conclusions were to lead the Council to consider the possibility of developing the recycling service to become source-separated in the future, this should be taken into account when purchasing new collection trucks.

Recommendation seventeen: The Council should work with community organisations, particularly those representing ethnic minority groups, to educate them about recycling. The Council should support community organisations who wish to carry out their own recycling schemes in securing funds, such as from the North London Waste Authority scheme, and should investigate how the voluntary sector could have its costs covered for taking out the recycling messages to different community festivals.

Recommendation eighteen: The Council should provide information and opportunities and consider incentives, for businesses to recycle including:

- Considering the possibility of integrating recycling for commercial premises with the residential properties above them.
- Providing a free recycling service to charities, faith groups, community centres and places of worship, including allowing them to bring goods to the Reuse and Recycling Centres.
- As a requirement of events licensing including financial inducement for sweeping staff
- Promoting companies who recycle on the Council's website, such as by listing green businesses' and providing information to residents on where to get things repaired in Haringey [thereby promoting local businesses and supporting residents in minimising waste]. This could be an interactive page where people can make recommendations about business services they have used.
- Providing businesses with frequent information about recycling and composting, including the in-house service. Information could include active encouragement such as seminars and personal visits.

Encouraging local businesses such as Restore to work with young people not in education, employment or training by training them to repair/restore broken white goods such as washing machines

- Consider incentives for businesses to recycle such as Croydon's ENVIBE scheme, possibly combining with other local authorities.

Recommendation nineteen: The Council should set a strong example to business about recycling by:

- Ensuring that by 210 all Council buildings [especially libraries, customer service centres and other front line services] and events have prominent recycling and composting bins that collect the full range of materials [as collected by the household commingled service].
- Working with staff to ensure that waste is minimised, such as by paper free working, double-sided photocopying, and bringing a mug to work [the Council should consider charging for plastic cups].

Recommendation twenty: The Council should promote reuse including by:

- Promoting schemes such as Restore which support those on low incomes to own electrical equipment due to second-hand purchase and maintenance.
- Considering holding 'Bring and Take Days' in which residents are encouraged to bring items that they no longer want and exchange them for items that they do want. This could be part of the annual Green Fair, and could also occur in schools, particularly with children's clothing and toys.
- Improving signage directing residents to the Reuse and Recycling Centres, reminding them of all the materials that can be reused and recycled at them.
- Ensuring that signage and tidiness should be improved at the Reuse and Recycling Centres. [Signage should include visual information about recycling destinations], and the centres should be more accessible for pedestrians.
- Looking at the possibility of collecting a greater range of materials at the Reuse and Recycling Centres, such as paint and CDs.
- Ensuring that waste minimisation is a key theme in all Council literature about waste and recycling, including supporting a reduction in plastic bag use and other green incentives and providing guidance as to how to become a waste-conscious shopper.
- Providing households with 'No Junk Mail' stickers for their letterboxes.
- Considering running an annual 'Waste Prevention Week' possibly to coincide with the annual Green Fair.
- Considering working with retailers to become recognised 'Waste Prevention Stores' [such as used in other authorities] which discourage plastic bag use in particular. These stores should be promoted on the Council website.
- promoting schemes such as the Real Nappy scheme more widely emphasising their cost and health benefits as well as the environmental benefits.
- Considering the possibility of recycling paint being used by the Council's Housing Service.

Education and recycling in schools

Recommendation twenty-one: All schools should participate in activities which raise awareness of all environmental issues, including recycling.

- All schools should designate a senior member of staff to be their Environment Champion, who will take a lead in the school with regards to environmental education and the school's own recycling, and should receive training in this role provided by the Council.
- Pupil representative bodies should be encouraged to become involved in promoting recycling throughout the school.
- The service provided by the Education Recycling Service should be extended, to ensure that the facility is being used all of the time (including by adults and families during school holidays), and more outreach should be provided by the service into schools.
- All schools should have a full recycling and composting service by 2010, to complement the education about recycling that the children are receiving.
- National incentives such as Eco-Schools, the London Schools Environment Award and the Sustainable Schools Strategy should be encouraged in Haringey's schools and supported through the training of key teaching staff.

Recommendation twenty-two: The Cabinet Member for Environment and Conservation should present a report to the Overview & Scrutiny Committee about the destinations of the different materials recycled the environmental benefits they provide, and whether or not this represents high quality recycling.

4.0 HARINGEY'S CHALLENGES

4.1 Haringey Integrated Waste Management & Transport Contract

4.2 Haringey requires more complex contractual arrangements for disposal of waste in the future as the current Integrated Waste Management and Transport Contract is due to expire in December 2008. This offers an opportunity for reviewing the delivery model with a view to improving performance and value for money. The Waste Management Service began the process of creating a new integrated contract early in 2006.

4.3 As waste is increasingly treated as a resource, a much wider range of actions by a larger range of players is required but these actions need to be coordinated. Local government and regional bodies have a vital role in providing advice and services to businesses and householders and developing partnership working to their job.

4.4 Haringey's Community Strategy 2003-2007 is the overarching plan for the borough to improve the quality of life for people living, working, learning, visiting and investing in Haringey.

4.5 The Council's Strategic Plan for 2007 – 2017 outlines priorities for meeting the Council's vision of achieving excellence and is committed to:

- Making Haringey one of London's greenest boroughs.
- Creating a Better Haringey, cleaner, greener and safer.

4.6 Whilst setting targets is commendable, it is not enough - leadership and responsibility is needed in all areas in which the Council operates. Continued commitment from Government, local residents and the private sector is needed if the Council is going to meet targets set out in the Waste Strategy. Investment is also a key component.

4.7 Greater commitment is also needed from the public. The Government has announced that the Climate Change Bill will provide power for local authorities to pilot incentives for household waste minimisation and recycling.

4.8 Key organisations playing an essential role in helping to deliver the aims of Haringey’s Recycling Strategy are:

North London Waste Authority	The waste disposal authority for Haringey. The NLWA has a contract with North London Waste Limited until 2015.
Homes for Haringey	Housing in Haringey is managed through an Arms Length Management Organisation called Homes for Haringey (HfH). HfH manages 21,000 households the majority of which are based on estates where kerbside ‘green box’ services are unsuitable.
Registered Social Landlords	Approximately 5,000 homes in Haringey are privately managed. Provision of recycling services for these homes, predominately in blocks of flats, requires the co-operation and support of residents and management agencies.
Schools	83 of Haringey’s 87 primary schools participate in a recycling service. [A recycling collection of at least one material to 95% of Haringey’s primary, secondary and special schools].
Restore	A registered charity which recycles and reuses domestic furniture and appliances for the benefit of people in need. The Council works in partnership with Restore to supply them with fridges and other white goods that can be reconditioned for reuse.

4.9 **Communications**

4.10 Haringey has one of the most diverse communities in the country, with over 190 different languages spoken. This brings specific challenges to ensuring that its communications with residents are effective especially for those people for whom English is not their first language.

4.11 **Waste Management Services in Haringey- The Current Provision:**

4.12 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

4.13 The Council provide the following waste collection services for residents through the Integrated Waste Management and Transport Contract, the current service providers is Haringey Accord – now owned by Enterprise.

- Sacks
- Wheelie bins
- Bulk refuse containers
- Supported by a dedicated all Centre for waste and recycling issues.

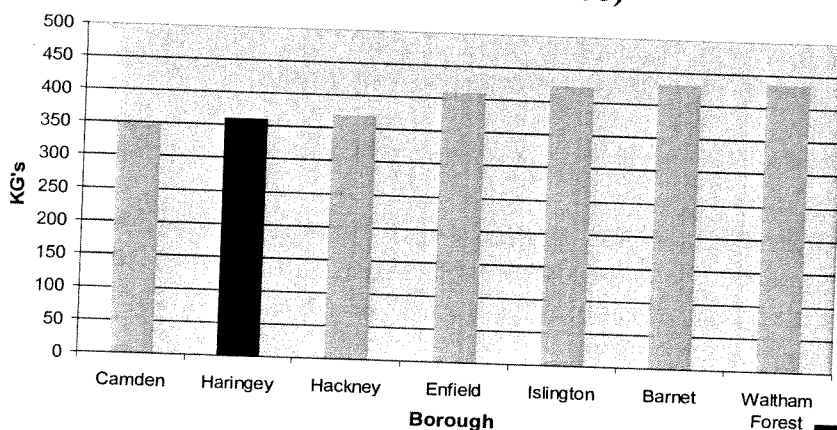
4.14 Recycling Services

4.15 Recycling collection services in Haringey are currently provided through different collection methodologies in different parts of the borough which are capable of capturing different ranges of materials. Recycling is provided by in-house services and a dedicated call centre through the Integrated Waste Management and Transport Contract together with maintenance of recycling vehicles. These include:

- Kerbside green box doorstep service: either
 - separated dry recyclables. Plus green waste separately, or
 - commingled dry recyclables plus organic waste separately.
- Kerbside collection services plays a central role in the overall recycling collection service as it makes the most significant contribution towards the recycling rates in Haringey.
- Homes for Haringey estates pilot collection scheme, either
 - blue bag scheme,
 - doorstep collection or
 - near entry scheme, banks close to communal entrances for 6,000 Homes for Haringey households in blocks of flats.
- On-street banks, plus banks in schools and at Council Buildings – On street banks network of separate, limited ranged material banks placed at strategic locations around the borough to service households, usually flats that cannot have a kerbside collection.
- Residents can recycle a wide range of materials at the Council's two Reuse and recycling Centres in Tottenham and Hornsey.
- White Goods collection, to meet WEEE requirements – this is a free collection service.
- Supported by dedicated Call Centre.

4.16 The chart below shows how Haringey compares with neighbouring authorities in terms of household waste collection.

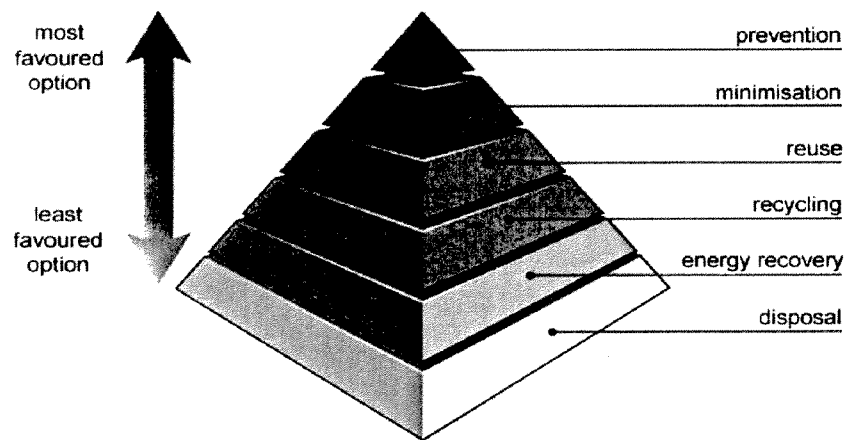
**Household waste collection (kilograms per head)
(BVPI 2005-2006)**



4.17 The Hierarchy of Waste

4.18 The Government's position on landfill has resulted in the development of a waste hierarchy that is used when analysing waste management options, with those at the top of the list more desirable than those towards the bottom. A descending hierarchy of approaches has been identified to address the issues surrounding the sustainable management of waste in the future.

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



2

Waste hierarchy

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

4.20 Municipal Waste

4.21 Municipal waste is waste from households, or waste that because of its nature is similar to waste from households. This includes waste from schools and other local authority activities such as street cleansing, as well as other commercial and industrial waste collected by the authorities.

4.22 This report highlights each one of the aims of the review to ensure that the investigation covers the Panel's objectives in its entirety.

5.0 DESIGN AND SPECIFICATION OF THE NEW CONTRACT

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

- 5.1 Recycling collection services in Haringey are currently provided through different collection methodologies in different parts of the borough which are capable of capturing different ranges of materials. The majority of the kerbside collection services provided have come on stream over the last three years and have been funded through a combination of grant and mainstream funding.
- 5.2 The Panel is aware that the waste problem gets bigger year by year. Waste created by the community can be seen in the dustbins and litter dumped on the streets. Some of the increase in waste is due to changes in lifestyle such as greater single occupation and houses of multiple occupation, and increased reliance on convenience food which leads to more packaging. Haringey residents expect high quality waste services and view refuse collection as one of the most important services provided by the Council. Waste Management costs are increasing and as more waste is collected for recycling those costs are also rising.
- 5.3 The challenge is not just about how Haringey plans to deal with waste in the future. It is also about how it intends to involve and reach out to all parts of the community, including the commercial sector and to make everyone aware of their responsibility in tackling waste and waste reduction.
- 5.4 The Panel acknowledges that Haringey, like most local authorities, will require more complex contractual arrangements for disposal of waste in the future and in light of the above, the Review Panel aimed to examine the specification, the range, the provision and the collection methodologies, including benchmarking with other authorities to consider best practice, and to ensure that the new contract is fit for purpose and provides value for money. For this purpose the Waste Management Service was asked to provide evidence to the Panel about the Council's strategy for waste collection, recycling and disposal. The evidence provided covered the following:
- The current contract, service levels, targets and penalties.
 - Reasons for reviewing the current contract
 - Possibilities for the future
- 5.5 The Panel learned that recycling collection services will need to be developed in order to achieve equitable services for all residents providing the opportunity to recycle the full range of materials as conveniently as possible. This service is one of the most high-profile and strategically important services provided by the Council. The introduction of statutory recycling targets, Landfill Allowance Trading Scheme and the planned tendering of a new waste management contract make it necessary for the Council to adopt a strategy for developing recycling collection services in Haringey.

- 5.6 Waste Management Services have given detailed consideration to the options for future service provision in terms of contract packaging. This includes some of the following:
- Small single service contracts for refuse collection, recycling collection and street cleaning etc.
 - Larger multi-service contracts that group services according to perceived need, similar to the 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 overall for the municipal waste produced in the borough.
- 5.7 In 2005/6 Haringey's statutory target was to recycle 18% of household waste. This was exceeded with audited performance of 20% recycling for the year. In 2006/07 Haringey's statutory target was to recycle 20% of household waste. This was again exceeded with a performance of 25.6% [Feb 07] for the year. These targets rise to a stretch Local Area Agreement target of 35% by 2009. The Panel was pleased to learn that the Council has approved significant additional investment in the current financial plans to enable this target to be achieved.
- 5.8 The Panel learned that the recycling strategy sets out a vision for recycling in Haringey in the period until 2010 and identifies the aims and objectives for delivery.
- 5.9 One of the aims of the review is to consider strategies to manage and provide refuse and recycling collection services to deliver ambitious waste minimisation and recycling targets. The service is likely to incorporate; household refuse collection, domestic bin services, special refuse collection, door to door recycling for both households and flats, servicing of public bring sites and recycling bring sites at schools and cleansing of bring sites.
- 5.10 Household recycling collection in Haringey is currently provided by Accord [now owned by Enterprise] and falls into two main categories:
- 5.11 **[A] Current Contract - Collection of household waste.**
- 5.12 At the time of the scrutiny review, Waste Management Services provided the panel with the following information about the services currently provided:
- Collection of Household residual waste (inc garden waste) from individual or groups of dwellings in dustbins, sacks, wheelie bins or bulk containers
 - Frequency of collection specified by the Council
 - Wheelie bins required to be collected from within curtilage and returned afterwards
 - Containerised side waste must be collected
 - Contractor required to replace damaged refuse containers before next scheduled collection day
 - Contractor required to remove spillage
 - Assisted collection service included

Comparisons for 2005/06

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

Source: www.capitalwastefacts.com

NORTH LONDON WASTE

5.13 The chart showed how Haringey compared with North London Waste Authority [NLWA] partners in 2005/2005.

5.14 [B] Current Contract – other waste

- Collection of Household residual waste from education establishments and Council buildings
- Refuse container maintenance and cleaning (inc HfH)
- Collection of bulky items, individual residents
- Collection of bulky items, groups of dwellings
- Collection of household waste from skips
- Emptying waste from abandoned vehicles
- End to end trade waste collection service
- Special/industrial waste collection service
- Clinical waste collection service

5.15 Reasons for contract review

5.16 The introduction of statutory recycling targets, the Landfill Allowance Trading Scheme and the planned tendering of a new waste management contract to commence December 2009 make it necessary for the Council to adopt a strategy for developing recycling collection services in Haringey. This strategy must provide a vision for recycling in the borough and identify the aims, objectives and actions that will deliver the vision between now and 2020.

5.17 The Council has been able to meet past statutory recycling targets by rolling out new services with significant levels of funding provided by successful bids to various funding bodies and through mainstream funding. Two of the most important issues that now need to be addressed are the standardisation of collection services to collect the full range of recyclables and the provision of easy to use and convenient services to all households. This can be achieved by expanding doorstep and near-entry collections to all households in blocks of flats, including Homes for Haringey estates, and by developing the kerbside collection service to capture the full range of recyclable materials.

- 5.18 A major consideration for the new contract will be whether Haringey should move towards fortnightly collection of residual waste. Authorities that have introduced fortnightly residual waste collections have reported that savings have been achieved from doing so. Based on the information available the estimated level of savings could be in the region of £1 million per annum. Waste Management Service believes that this and the possible inclusion of recycling collection services would need to be considered as part of the scope for a new Integrated Waste Management Contract.
- 6.19 The Panel also learned that some of the reasons for reviewing the current contract include:
- New, amended & deleted BVPIs, for example BVPI 199d flytipping, BVPI 199a cleanliness & BV 88 missed collections
 - The need to reflect more closely what stakeholders, [particularly residents want from the service provider]
 - Scoping, what's in & what's out, integrated services
 - Focus on outcomes rather than inputs
 - Control over the street scene
 - New legislation e.g., WEEE directive
 - Remedies and defaults
 - Financial management of contract
- 5.20 **The Views of the Current Contractor**
- 5.21 The Review Panel invited representatives from Enterprise [formerly Accord] to give evidence. Members considered the evidence and asked questions on the substance of their contract with the Council. In their submission, Enterprise representatives outlined the range of services for which they are currently contracted to provide, these include household waste collection, special collections street cleansing and fleet management. Recycling was not included in the contract.
- 5.22 The Panel sought the views of the contractor about how performance of waste collection could be improved. They were provided with the following details of proposed service improvements:
- **Block working:** - moving away from the traditional rounds structure; more area based working and joined up service delivery.
 - **Work Stream Integration:** – combined refuse and recycling collections, integrated street cleansing.
 - **Tailored Service:** – Cleansing frequency matched to local requirements and an acknowledgement of the need for flexibility in service delivery [no one size fits all].
 - **Introduction of Information and Communications Technology:** This would enable work manager system and real time tracking and task management.
 - **Community Engagement:** developing education and communication strategies and enforcement.

- **Waste minimisation:** containerisation and side waste. It is common practice for authorities to provide a specified receptacle [e.g. a wheeled bin] to householders and to refuse to collect any surplus waste left outside the bin – this is commonly referred to as side waste.

5.23 The Benefits of an Integrated contract – the contractor’s views

5.24 Enterprise considered the benefits of an integrated contract to include a one stop shop approach which would enable continuous service responsibilities with a single point of contact for stakeholders. Integrated resource planning with transferable resources between services with flexibility to embrace changing service demands. Reduced vehicle movements would impact positively on the environment and improved efficiency with shared management and supervision and better service co-ordination.

5.25 North London Waste Authority - The Joint Waste Strategy

5.26 To gather more information The Policy and Development Manager at The North London Waste Authority [NLWA] was invited to a meeting to discuss the role NLWA plays in the strategic management of waste in North London. The panel learned that North London Waste Authority is a local authority in its own right and is currently preparing a new Joint Waste Strategy that will cover the period until 2020. This strategy will be used to facilitate the procurement of new Waste Management Services to increase recycling and recovery and divert more waste from Landfill.

5.27 Haringey Council is working in partnership with six other North London boroughs [Camden, Barnet, Enfield, Waltham Forest Islington and Hackney] to deal with the waste challenge. The authorities share a contract with the North London Waste Authority. The partner authorities have produced the North London Joint Waste Strategy, which sets out how municipal waste will be managed. This was formally adopted by Haringey’s Full Council in November 2004 and will provide the policy basis for how the Council will deal with its waste until 2020.

5.28 The main function of North London Waste Authority includes:

- The duty to dispose of household and commercial waste collected by the seven constituent borough councils.
- The duty to arrange for the transport and disposal of civic amenity wastes [re-use and recycling centers]
- The duty to arrange for the disposal of abandoned vehicles collected by the constituent borough councils.

Quantity of waste by borough

2006/07 figures	Household waste for disposal	Recycling	Composting
Barnet	113,394	24,822	16,451
Camden	79,192	15,665	4,289
Enfield	96,935	19,891	11,483
Hackney	83,025	11,234	4,346
Haringey	88,645	12,954	3,594
Islington	70,454	14,873	3,630
W. Forest	75,892	16,336	1,115

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

NORTH LONDON WASTE

- 5.29 In terms of the quantity of waste disposal, the chart above shows that Haringey was not the best nor the worse, performing at 18.23% against 26.4% by Barnet and 15.21% by Hackney.
- 5.30 The Panel also asked whether NLWA was able to comment on Haringey's Integrated Waste Management & Transport Contract in terms of content and specification. NLWA felt that Members needed to consider the following issues:
- How NLJWS targets and new national targets would be best achieved,
 - Constituent borough councils would be best placed to determine collection systems.
 - Incentives
 - Food waste collections
 - Restrictions on collection volumes
 - Bigger and better reuse and recycling centres
 - Commercial waste recycling.
- 5.31 Examining the provision and the collection methodologies - including benchmarking with other authorities.
- 5.32 In July 2006 the Council Executive approved the recommendation to bring the Recycling Collection in House. The service came in-house in September 2005. The central drivers behind the decision to bring the service in-house were that this would provide the Council with a better understanding of the cost of delivering the service and it would provide the greatest degree of flexibility to deliver the recycling services capable of meeting strategic aims; government targets and residents requirements. The provision of different collection methodologies through an in-house service has provided the Council with the opportunity to assess how each of these compares in a number of important ways.

5.33 Most³ households now have kerbside recycling collections of recycling and the number of different materials accepted is increasing. Kerbside collection services plays a central role in the overall recycling collection service as it makes the most significant contribution towards the recycling rates in Haringey. These materials can either be separated at the roadside [source separated] into different compartments into the collection vehicle or collected together and sorted afterwards.

5.34 Improving Contract Design

5.35 To further support the investigation desk top research examined the general benefits to be gained from integration of systems. ⁴Suitable contract design is important if local authorities and others are to benefit from keen pricing and economies of scale. Whilst contracts for some individual facilities may need to be large to take advantage of economies of scale associated with those processes.

5.36 Officers outlined what they consider to be some of the benefits of integration these include the opportunity to change the emphasis from disposal to recycling including the operational and logistical benefits, the incorporation of targets and incentives aimed at meeting recycling and LATs targets as well as resident's satisfaction targets, targets aimed at meeting CO2 reductions and the requirements of the imminent Climate Change Bill when this becomes law. Targets and incentives within an integrated contract could allow the service provider to contribute to increased recycling, e.g. recycling waste collected as fly-tipping 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.

5.37 Value for Money – issues for consideration

5.38 An Integrated contract would allow the service provider to switch resources to cope with changes in volumes of waste and recycling over a period of time. The service provider would control the management of transport fleet and operatives on a daily basis which would minimise the need for spare vehicles and agency staff. This would also allow for economies of scale to be recognised both in terms of the service provider function and the client function.

5.39 The panel believe that integration would lead to the following additional benefits:

- An improved level of service
- Lower costs
- More efficient service for residents
- A reduction in administration
- Improved communication
- Improved staff savings
- Better supervision and motivation
- An incentive for the contractor to increase recycling rates.

³ Recycling collections – source separated or commingled? Friends of the Earth Briefing September 2007

⁴ Waste Strategy 2007 – Improving contract design.

5.40 Does the contractor believe that the current service deliver value for money? In response to the investigation Enterprise stated that:

- Haringey currently enjoys a very cost effective service.
- Financial rewards are very low. Areas for improvement included:
- The creation of a carefully tailored service specification.
- The introduction of an integrated service using industry best practice.
- Smarter working through the use of ICT.
- Benchmarking of service delivery performance.
- The introduction of a single tier workforce
- Ongoing partnership working.

Recommendations

Recommendation one: The Council should integrate collection and disposal of waste, recycling and composting, street cleansing, graffiti removal, call centres, businesses and also transportation for the above. However, the reuse service should not be included. The Contract should include:

- Targets for the improvement of recycling rates and improvement of resident satisfaction, with potential penalties to the contractor if targets are not met and financial incentives for meeting targets.
- Designed as such that area based working is the norm, as opposed to the traditional round structures.
- The street cleansing part of the contract should be tailored to meet the individual needs of each street, i.e. some roads may need more frequent cleans than others in order to meet high standards.
- The contract should include a timetable in which resource allocation for refuse collection should reduce as less waste is created, while resource allocation for recycling rises.
- The contract should be flexible enough to cope with potential future changes, such as low carbon output for vehicles, and implementation of a source-separated recycling service.
- The street cleaning part of the contract should include a requirement to separate waste and recycling.
- The Council should consider the possibility of developing the recycling service to become source-separated in the future, in order to improve the quality of recyclables, and should take this into account when purchasing new collection trucks.

Street recycling

Recommendation Two: The Council should consider the potential financial benefits of making an in-house bid for the new integrated contract, as well as the flexibility that this would allow.

6.0 NEW AND TRANSFERRABLE INITIATIVES

Terms of reference: *To explore new and transferable initiatives including the approach, cost and consultation/communication used by other authorities which are not currently used by Haringey and which may help to inform the delivery of services to meet local needs.*

- 6.1 Given the fact that Enterprise also provides a similar service to other authorities, the panel wanted to know whether they knew of any transferable initiatives used by other authorities that could be adopted by Haringey to improve recycling rates, Enterprise's submission included:

Recycling Initiatives

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

Enterprise

maintaining the infrastructure of

- 6.2 As part of the scrutiny investigation the panel visited the London Borough of Barnet and Waltham Forest and received a presentation from the London Borough of Hackney. All these boroughs have introduced compulsory recycling. [Appendix 2].

6.3 London Borough of Barnet - Compulsory Recycling

- 6.4 Barnet became the first local authority in the UK to introduce a compulsory recycling scheme in 2004 to include paper, cans and glass. The scheme originally ran across 25,000 households but it expanded borough-wide to all kerbside properties in March 2006. Barnet council's recycling rate has doubled to 28.97 percent since 2002/03 and to date no resident has had to be prosecuted for not recycling. The scheme is monitored by recycling officers who walk ahead of the recycling collection trucks.

6.5 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.

6.6 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.

6.7 ECT Contract

Barnet's contract with ECT includes the provision of the kerbside dry recycling service from houses, flats and schools, and brings banks. However Barnet Council has an in house collection for green and Kitchen waste and for refuse collection.

6.8 **London Borough of Waltham Forest**

6.9 From 10 September 2007, residents in kerbside properties in Waltham Forest were 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.

6.10 Support was given to residents to ensure they understood the scheme and to help them to recycle. If they continually failed to recycle, they could be fined up to £1,000. Fines would only be used as a last resort for persistent non-recyclers and to date has not been used.

6.11 After a very successful trial in the South Chingford and Woodford Green areas, which substantially increased recycling rates, the scheme was 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. The comparisons for 2005/06 amongst NLWA partners below shows how the recycling rate increased when Compulsory Recycling was introduced.

Comparisons for 2005/06

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

Source: www.capitalwastefacts.com

NORTH LONDON WASTE AUTHORITY

6.12 Residents' participation in the scheme is monitored by recycling officers whose role is to walk ahead of designated recycling collection trucks for a series of weeks and note down any households who have not put out any recycling even only one or two items counts as participating. Residents who are not recycling are provided with an information leaflet, and are given an opportunity to explain their reasons for not recycling, such as use of the recycling centre. Residents who continually fail to recycle over several weeks then receive a visit from the recycling officers and given warnings about legislation which could lead to prosecution. The emphasis however is always on education, highlighted by the fact that the Compulsory Recycling scheme had already been running for six months before the recycling

officers even took up their roles, as all resource was initially allocated to publicity and information. It is believed that every household should have been monitored by the recycling officers over the course of the year.

6.13 London Borough of Hackney - Compulsory Recycling

6.14 The Recycling Manager, Hackney Council, gave a presentation to the Panel on Hackney Council's Compulsory Recycling policy. Hackney has a population size similar to Haringey with 210,000 residents, over half of which are from black and ethnic minority groups. Unemployment stands at 16% which is high when compared to the national average; the borough is transient with 19% having lived in the borough for less than 5 years. The borough also has a high proportion of estate based households and only 37% of properties have gardens which demonstrate the lack of storage space for homes.

6.15 In a bid to encourage sustainable waste disposal, Hackney Council has made recycling compulsory and developed a communication strategy to inform residents and the change.

6.16 Compulsory recycling comes to Hackney.

6.17 From 27 February it became compulsory for many residents kerbside properties in some wards in Hackney to separate their waste for recycling. In the affected wards residents are required to use their green box to recycle glass, tins and paper.

6.18 Residents have been warned they could be fined up to £1,000 if they do not make use of their green recycling boxes. Hackney Council has stressed that the methods are being used simply to encourage people to recycle, and that legal action will only be used as a last resort. The emphasis is on education and to date no resident has had to be prosecuted for not recycling.

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

6.20 A case for Compulsory Recycling for Haringey

6.21 A key consideration as to whether to introduce a compulsory recycling scheme is the likelihood of boosting and sustaining recycling levels as a result. Evidence suggests that recycling increases where there is a compulsory scheme. A boost in recycling tonnages was recorded in Barnet when compulsory recycling was introduced, and levels have remained consistently higher than other boroughs. Waltham Forest and Hackney have both also seen a dramatic increase in their recycling rates.

6.22 Recycling is not currently compulsory in Haringey but would be possible due to the wide extent of a full commingled recycling collection to kerbside properties in the borough, which will include every kerbside property in the near future.

6.23 The scheme has been introduced in a number of other boroughs. These have focused on kerbside collections, thereby excluding flats and housing estates, and have also excluded organic material collections.

- 6.24 It is clear that refuse collection needs to change, firstly to limit the environmental impact of resources ending up in landfill, impact that includes over use of resources, pollution and carbon emissions. Also to avoid the increased cost of paying tax and finds set by the European Union to underpin targets for diversion of waste from land fill.
- 6.25 Compulsory recycling would provide a greater opportunity for public engagement in recycling, and on wider environmental issues. Residents would see a greater need to pay attention to communications from the Council, and communications would need to increase and improve.
- 6.26 Compulsory recycling would highlight the Council's commitment to environmental issues, which in turn would improve resident's perception of the Council and increase residents' satisfaction. The scheme would demonstrate that the Council can provide strong leadership on big issues that affect every resident.
- 6.27 Compulsory recycling is likely to provide greater value for money than the current situation in which every kerbside property has recycling resource spent on them whether or not they use the service. Compulsory recycling would ensure that resource is being spent more wisely, as every kerbside household would be recycling.

6.28 What residents said

- 6.29 In a questionnaire to residents the panel asked about the extent of awareness of the waste management and recycling issues. The responses gave some useful information. 89% say they are aware that much rubbish has traditionally been sent to landfill sites. Only 7% commented that this was 'news to them'. Seventy-seven percent also say they are aware that EU regulations require councils to reduce waste disposal in landfill by 40% by the year 2009.

		Count	Col %
\$Q3a	Much of today's rubbish and waste goes to landfill sites or is burnt in incinerators. Both of these give off greenhouse gases which damage the environment - Already knew about	51	89%
	Would like further information	3	5%
	News to me	4	7%
	Councils are required by EU law to reduce waste disposal by 40% by the year 2010 - Already knew about	44	77%
	Would like further information	6	11%
	News to me	8	14%
	Councils will be fined heavily if they carry on sending lots of waste to landfill sites - Already knew about	30	53%
	Would like further information	6	11%
	News to me	21	37%
	Disposal of waste by landfill is costly and damaging to the environment - Already knew about	43	75%
	Would like further information	4	7%
	News to me	8	14%
	Total	57	100%

- 6.30 There is rather less awareness that councils will be fined heavily if they fail to meet such targets.

6.31 Consultation/Communication

- 6.32 The importance of waste awareness and education has been identified as one element in recycling which plays a major role within the Council's corporate priority Making Haringey one of London's greenest boroughs. Haringey has a current recycling rate of 25.6% [figures for March 2007]. However, it must deliver extra tonnage in order to achieve the recycling target of 35% by 2010, whilst also developing a LATS avoidance strategy. [The landfill allowances dictate the amount of biodegradable municipal waste that can be disposed of to landfill. Failure to comply will result in fines of £150 per tonne].
- 6.33 Waste Management Service has undertaken a comprehensive waste awareness campaign which promoted the recycling and reuse message. The aim is to raise awareness, understanding and commitment to action for issues relating to waste management throughout the borough and to increase resident participation.
- 6.34 In terms of what the Council can learn from other authorities it must be acknowledged that the current campaign initiated by Waste Management Service is already very effective. However the strategies used by other authorities leading up to and post implementation of compulsory recycling are lessons from which Haringey could benefit. For example Hackney carried out a considerable amount of pre-campaign work as part of their compulsory recycling strategy, these included out-reach workers engaging with community groups, road shows, school events, door knocking and information sessions for elected members.

6.35 In a questionnaire to residents, the panel asked whether residents had any additional ideas about how best the Council could provide information the response was as follows:

- Posters and leaflets for community notice boards and libraries, council offices
- Work with defined groups such as elders, youth etc.
- Withdraw disposal service if people don't recycle - provided you give them the means to do so in the first place.
- Random checks on households such as Flats e.g. flats on Clyde Rd!
- Use poster ads in busy locations and have more and better communication direct to people (not Haringey People as that is just for PR).
- Alternate weekly collections would result in too much rubbish in street. There is a limit to number of bins people can put in a small front garden or other space.
- Face to face contact with council officers.
- Education in libraries youth groups and scouts/guides.
- Have regular slot in area assemblies. Ensure recycling/litter regulations are properly understood.
- Use public transport as advertising space.
- Train road sweepers to educate encourage firms to dismantle white goods for recycling.
- Would like info about what actually happens to the material I put out for recycling.
- Use local radio and the free press
- Information in community centres - more in your face education and info
- More detailed and specific information is needed about what can be recycled and how it should be prepared
- Have face-to-face contacts **with council staff**
- Don't just use Haringey People, as that is mostly a promotional tool and not a serious information source.

Recommendations

Recommendation three: The Council should consider a policy of Compulsory Recycling in Haringey for all households which have a doorstep service provided to them, in order to ensure that the current service is being used, to raise recycling rates, and to demonstrate that the Council takes environmental issues seriously,

Recommendation four: The Council should carry out a simple borough-wide consultation on compulsory recycling; using a question such as "Should it be compulsory to recycle in Haringey, if your household has a doorstep recycling service?" The consultation should be widely promoted through the use of banners, advertisements in publications, a press strategy and in other ways, with the possibility for residents to contribute by text message, email, on the Council website, by phone and in writing. The emphasis should be on persuasion and education with arguments for and against compulsory recycling. The Council should ensure that local stakeholders are included in any consultation.

Recommendation five: The Council should put into practice the result of the above consultation. If the answer is 'yes', the Council should ensure that good preparation takes place prior to implementation, including a full communication and education strategy to include primarily visual aids, and a letter to all households, a press strategy, visits to area assemblies and community centres/organisations [particularly those representing harder to reach ethnic minority groups] a hotline for residents and door-knocking in areas where it is deemed appropriate. The Council should also make resource preparation in terms of sufficient extra green boxes and composting bins.

Recommendations six: If the answer to the consultation is 'no' the Council should nevertheless use the impetus of the consultation as a way to focus on recycling as an issue, and make use of all the strategies listed above to improve communication with residents.

- Waste Management Services should work with community organisations, particularly those representing ethnic minority groups, to educate them about recycling. Including supporting organisations to access funding streams to identify and bid for funds.
- Waste Management Services should consider community composting in Haringey's parks and allotments.

7.0 MEETING THE OBJECTIVES OF INCREASING HOUSEHOLD RECYCLING

Terms of reference: To meet the objective of increasing the amount of household waste recycled and composted in Haringey to 35% by 2010, and to increase the amount of household waste recycled and composted in Haringey to 45% by 2015 of which 10% should be composted, taking account of any key issues arising relating to health and safety for the waste management and recycling service.

- 7.1 Haringey's Deputy Recycling Manager prepared a report for the Review Panel to consider the recycling rates in Haringey. The rates have been steadily increasing since the establishment of the service. In 2005/06 the statutory target of 18% was exceeded, as was the local target of 23% in 2006/06. The target for 2007/08 is 25%, rising to 35% in 2010/11 and 45% in 2015/15.
- 7.2 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.
- 7.3 Resident participation in the service is inconsistent across the borough. The last borough wide participation survey (Feb 2006) indicated 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 areas of the east.
- 7.4 Since September 2006, recycling services in Haringey have been run by the Council's in-house recycling service. Prior to this the service was delivered by a private contractor.
- 7.5 The following table illustrates communications/participation work that has been completed by Waste Management Service:

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	3,500	August 07
Recycling Team attendance at public events, such as Tottenham Carnival, Better Haringey Green Fair and FinFest	Residents attending events	-	June – September 07

- 7.6 In addition, a communications plan for Recycling Services is being drafted and looks to include work in the following areas:

- Waste minimisation campaign to reduce overall waste arisings;
- 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.

7.7 Education

The Council has been successfully running a recycling education programme in schools since 2005, with a member of the Recycling Team running assemblies and workshops. This programme is ongoing, with a dedicated member of the team now in post to focus on education and community involvement. 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.

- 7.8 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.

7.9 Communication

Leaflets are produced on the various collection services available. All of 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.

- 7.10 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.
- 7.11 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.
- 7.12 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.
- 7.13 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.
- 7.14 The Council's magazine Haringey People regularly includes features, updates and advertisements and on recycling.

- 7.15 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.
- 7.16 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.
- 7.17 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.
- 7.18 Incentives and Penalties**
- The Council participated in the Household Incentives Pilot Scheme run by DEFRA in 2005/05. 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.
- 7.19 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.
- 7.20 Compulsory recycling with penalties for failure to recycle has been introduced by authorities across the country. The evidence suggests that though controversial such schemes have increased and sustained recycling rates, particularly when coupled with effective communications and education strategies.

7.21 What residents said:

7.22 Residents comments on what they think Haringey Council can do to encourage recycling efforts [Appendix one].

- "Give us eco feedback on best/average household achievement rates in recycling etc. There should be community composts in local parks; and awards for most creative re-use/repairs
- What about discouraging so much re-usable material from being put into builders' skips? It's bad if all this goes to landfill.
- Include more plastics in recycling and have much clearer information about exactly what materials are included in schemes.
- Enable wider range of plastics recycling. Discourage plastic carrier bags. Provide energy saving advice and more doorstep recycling
- Improve bulk collections and collections in problem areas like Beaconsfield Rd and Clyde Rd in N15. Education in itself will not be enough in some areas
- Increase business rates for businesses that make little or no effort. More recycling banks (incl plastic banks) are needed. Include school premises as locations for recycling bins
- Now, apart from food and garden waste, you collect everything in one go. Why not have 140L green and brown bins - maybe have orange sacks for aluminum
- Fine residents and businesses who ignore recycling - implementing this would, admittedly, be difficult.
- Pressurize companies to reduce packaging - introduce charges for plastic bags - more recycling points in supermarket car parks (compulsory)
- Have a uniform service instead of current patchwork recycling and routine collections. My street doesn't have food waste collection - the next street does. There is far too much litter in street and fly tipping
- Reduce waste at source. Develop fun presentations for schools, youth centers, sheltered housing
- Collect more materials - encourage use of bio degradable starch-based bags for all uses and think about collection of textiles/clothes
- Recycle more materials and campaign against excess supermarket and manufacturers' packaging
- Take tougher action against dumping rubbish. Bold warning signs about fly tipping and dumping rubbish - more in community languages
- Need plastics recycling and refunds on drinks cans and bottles - more public events.
- Returnable deposits on drinks cans and bottles - more public events to encourage
- Make sure that residents are informed about these issues but use a separate booklet and NOT via Haringey People which smacks too much of council self promotion
- Have more collection of plastic waste. Encourage businesses and shops to use less wasteful products and packaging. Have more eye-catching posters in public places, ban plastic bags
- Require supermarkets and other retailers to provide facilities for returning stiff plastic containers for fruit and meat. Have more recycling services of people in flats and apartments. Try to encourage residents rather than pushing for fines and penalties
- Don't use Haringey People to inform residents as it is seen too much as a vehicle for spin
- Collect textiles house to house. You should campaign against excess packaging. You also need much better communications and information on these issues".

7.23 Health & Safety

- 7.24 During an observation exercise, Members followed a waste collection round in Harringay ward and noted that operatives did not wear protective eye equipment and indeed an operative has sustained an injury whilst on duty.
- 7.25 The panel sought the views of the Health and Safety Executive [HSE] regarding the health and safety element of the new Integrated Transport contract.
- 7.26 The Panel were informed that the HSE has an interest in ensuring that health and safety is embedded in the procurement procedures of high profile employers/commissioners like the London Borough of Haringey. It also allows the London Borough of Haringey to comply with its statutory duties under section 2 and 3 of the Health and Safety at Work etc act 1974 and its related regulations
- 7.27 The idea is that the London Borough of Haringey's contractor tendering and procurement process/procedures should require health and safety standards within it. In this way good health and safety standards are propagated to many contractors. The London Borough of Haringey can also be reassured that their health and safety liability is greatly reduced.
- 7.28 The main principles of this are
- The London Borough of Haringey requires general H&S standards to qualify contractors for the tendering process. This is likely to be contractor's health and safety policy and stated health and safety resource i.e. the standard of health and safety expertise in the company.
 - The London Borough of Haringey requires specific H&S expertise standards by contractors to qualify for tendering for waste industry contracts .This is likely to be adequate risk assessment production, effective policies and procedures for work at height, operating machinery, manual handling, workplace transport/traffic safety, vehicle safety, safe working (sheeting, tipping, and containers, reversing), training of operatives and supervision. This list is not comprehensive.
 - Monitoring, review and feedback of the health and safety performance of successful tender contractors by London Borough of Haringey throughout the contract term. The purpose is an acceptable standard of health and safety performance on completion of the contract qualifies the contractor for another tender round. This requires a level of health and safety expertise and competence in London Borough of Haringey.
 - Commitment and knowledge by tender contractors and London Borough of Haringey to best practice and guidance (both statutory and non-statutory) in the industry. For waste management this may be from bodies like the Waste Industry Safety and Health Forum (WISH) and the Chartered Institute of Waste Management.

7.29 Commingled vs Separated - Evidence from Research

- 7.30 It has been found that separating materials at the kerbside results in less contamination of recyclables than mixed or co-mingled systems. Cleaner materials are more valuable to reprocessors and a higher proportion of these can be recycled.
- Participation rates increase when collections are convenient. Reliable and separate from residual waste collection.
 - The most effective way of achieving a high participation rate is to have the recyclate collected *on the same day of the week as the residual waste*, even if residual waste is collection one week and the recyclate on alternate weeks.
 - Providing an easy storage box or other receptacles for collecting the recyclate obtain higher yields than those that do not.
 - The greater the number of materials collected the more likely householders are to participate. For example the addition of plastics to a collection scheme can produce significant increases in participation and capture levels across all materials.
- 7.31 As part of the investigation, the panel considered ⁵The Welsh Assembly summary report: "Survey of Funding of Municipal Waste Management Kerbside Collection in Wales". [Appendix 3] It shows that sorting waste at kerbside outperforms Commingled collection in value for money terms as well as achieving higher quality of materials. It was also noted that a number of London authorities are undertaking a review of the carbon impact of commingled vs. source separated collections.
- 7.31 The following are general points about commingled vs. source separated, however, it is difficult to generalise about the carbon impacts of the collection methods as it depends on the distance to MRF/depot and street density etc:
- 7.33 **Separated** - the material in people's rubbish bins after they 'do the right thing' through reducing, re-using, recycling, home composting and/or garden waste collections
- Increased revenue from sale of materials from higher quality materials.
 - Global carbon impact – recycling into like for like materials within the UK or Europe as higher quality can be collected rather than low quality which can not be reprocessed in UK and gets sent abroad to China etc.
 - Additional materials such as batteries, textiles, etc can easily be added to the range collected.
 - More immediate feedback - to householders by leaving material which can't be accepted for recycling with a note, while still taking those materials which can be accepted. In the commingle bin residents may put non-recyclable items in their bin but it won't get noticed until the MRF.

⁵ Survey of Funding of Municipal Waste Management Kerbside Collection in Wales
Final Report August 2007

- Public relations - people have greater confidence that source separated waste will be recycled efficiently as they can see it happening. The collection van is a highly visible advert for recycling.
- More vehicles on road – leading to greater congestion within borough.

7.34 **Commingled:** This describes kerbside collection schemes where all the dry recyclable materials from a household are collected mixed, typically in a single compartment vehicle and delivered to a Materials Recovery Facility for sorting.

- Greater choice of collection container e.g. sack or wheelie bin which can lead to a reduction of street litter
- Fewer collection vehicles on the road
- Wastage rates are much higher, typically 12 – 15% for English MRFs, compared with less than 1% for source separated collections
- Contamination restricts materials which can be commingled – in particular, glass and textiles are mutually exclusive, and paper is contaminated if collected with glass. However, new MRF technology may become available in the future.
- The trend in recycle markets is likely to be towards requiring higher quality (so the Far East markets for commingled waste may not always be there)

7.35 Assisting residents with collections

7.36 The Disability Discrimination Act 1995 requires service providers to ensure that disabled people do not find it impossible or unreasonably difficult to use their service and the service provider should have made reasonable adjustments in relation to this requirement. The aim is to enable householders to take part in managing their waste in a more sustainable manner, and this opportunity should be available to disabled people as well.

7.37 The Review Panel held a focus group at Broadwater Farm Community Centre and consulted with Muswell Hill and Highgate Pensioners Group. In addition, a questionnaire was distributed to local residents asking them their views.

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

7.39 Table 1 shows a higher proportion of respondents were over the age of 65

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

7.40 What residents said:

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

Recommendations

Recommendation seven: The Council should ensure that Health and Safety is included in the contract, including the need for recycling operatives to wear gloves and protective glasses, and possibly also breathing masks.

Recommendation eight: The Waste Management Service should carry out local consultations in areas with high recycling rates about different collection methodologies such as fortnightly waste and recycling collections with a weekly composting collection.

Recommendation nine: Waste Management should explore new technologies for collection methodologies, containers, fortnightly collection and composting.

Recommendation ten: The Council should carry out further trials of recycling from flats including food waste.

Recommendation eleven: The Council should extend its range of kerbside recycling materials, such as providing battery boxes [as done in Camden]. Also the free white goods collection service should be better promoted.

Recommendation twelve: Waste Management Services should work with Sheltered Housing organisations and the Aids and Adaptations Team to find out which properties require support in the collection of their recyclables.

Recommendation thirteen: The Council should include information on recycling as part of a greater 'welcome pack' for new residents to the borough. The Council should work with Registered Social Landlords, promoting tenants' participation in recycling as a sign of good landlordism.

Recommendation fourteen: The Council should consider community green waste composting schemes in Haringey's parks and allotment sites.

Recommendation fifteen: The Council should specify a requirement for separated waste and recycling collection at all festivals and events, as a condition of the license.

Recommendation sixteen: The Council should look at the conclusions of the Welsh Review into commingled and source-separated collections, in terms of value for money, overall environmental impact, employment considerations and the quality of the recycling. If the conclusions were to lead the Council to consider the possibility of developing the recycling service to become source-separated in the future, this should be taken into account when purchasing new collection trucks.

Recommendation seventeen: The Council should work with community organisations, particularly those representing ethnic minority groups, to educate them about recycling. The Council should support community organisations who wish to carry out their own recycling schemes in securing funds, such as from the North London Waste Authority scheme, and should investigate how the voluntary sector could have its costs covered for taking out the recycling messages to different community festivals.

8.0 INCREASING BUSINESS PARTICIPATION IN RECYCLING

Terms of reference: To investigate the possibilities for increasing business participation in recycling, including through working in partnership and contractual arrangements with local businesses.

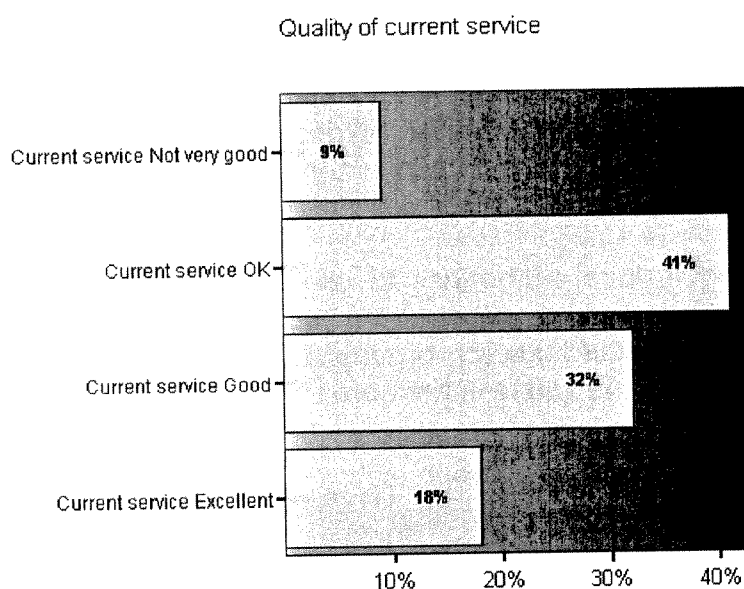
- 8.1 The Waste Strategy 2007 ⁶acknowledges that small and medium-sized enterprises [SMEs] often face particular difficulties in recycling their waste [including lack of awareness, limited support and advice and lack of affordable services]. Such organisations would benefit from support to help them respond cost effectively to the landfill tax escalator and other drivers to move away from landfill and make the most of the opportunities for increased resource efficiency.
- 8.2 It is acknowledged that the Council is not responsible for the collection and disposal of business waste however the Council need to consider the impact of public perception in terms of how business waste is managed.
- 8.3 Supporting local businesses with better management of their waste is part of the local community leadership economic development. It can also help to prevent fly-tipping and help maintain the local street scene. Working with businesses may also provide opportunities for cost savings through more integrated management of different streams with economies of scale from joint facilities and services.
- 8.4 The government is encouraging local authorities to use their role as community leaders in partnership with businesses, other local, sub-regional and regional public sector organisations and third sector organisations to achieve a more integrated approach to resources and waste in their area.

Local authorities – business waste and resources.

- Lead the way in stimulating markets for recycled products through their procurement decisions.
- Encourage economic regeneration through work with local businesses and Regional Development Agencies to take advantage of the opportunities for reprocessing of waste into resources.
- Manage their own business to reduce waste and increase re-use, recycling and recovery and promote awareness by businesses of their duty to ensure that their waste is managed by legitimate waste management contractors.
- Facilitate engagement with business on advice on how to increase resource efficiency and realise the economic opportunities of re-use, recycling and energy recovery.
- Facilitate the procurement of recycling collection services for businesses and the provision of adequate trade waste sites.
- Engage their communities in local debate about the options for change and what individuals and community organisations can do.
- Encourage the provision of recycling collection facilities in homes, shopping centres, workplace and schools – using planning and other powers where appropriate.

⁶ Waste Strategy for England 2007

- 8.5 The Review investigation carried out its own small scale consultation. The results are based on a questionnaire distributed to local businesses in the Wood Green, Hornsey and Tottenham area of Haringey in November/December 2006. Businesses also had the option of completing the questionnaire online, and 75% of the 22 respondents choose to do so.
- 8.6 This brief synopsis is designed to accompany the analysis of views of residents and is also in the nature of a 'scoping report'; which gives a general 'flavour' of views amongst local businesses.
- 8.7 In terms of policy and strategy, the report identifies issues and activities which are likely to prove popular with residents and businesses; as well as those which attract less favourable responses.



- 8.8 Question 2 asks respondents if they know what recycling services are provided in their area; and whether they use the available services. Q2 also asks whether respondents would use the services if they were available.

Paper recycling

		Count	%
Paper recycling - provided	No response	15	68%
	Yes	7	32%
Paper recycling - currently use	No response	19	86%
	Yes	3	14%
Paper recycling - WOULD use	No response	16	73%
	Yes	6	27%

- 8.9 Twenty-two businesses took the time to respond to the survey. Fifteen of these (68%) did not tick the box to indicate they knew if paper recycling is provided in their locality. Seven (32%) say it is provided; and 3 (14%) say that they use the paper recycling service.

8.10 Collection of food waste may well be perceived as a specialist facility for businesses such as restaurants and take-aways; in which case the lack of readiness to make use of such a service is understandable. It is encouraging that 3 businesses already use a food waste collection service, and that 4 more would use the service if it was available (and if they were aware of it).

8.11 Food waste

		Count	%
Q2b Food waste collection - provided	No response	20	91%
	Yes	2	9%
Food waste collection - currently use	No response	19	86%
	Yes	3	14%
Food waste collection - WOULD use	No response	18	82%
	Yes	4	18%

8.12 ENVIBE in Croydon

8.13 Businesses in Croydon who want to make positive improvements to their environmental performance can receive support and recognition through ENVIBE.

8.14 ENVIBE gives hands on support and rewards environmental business excellence. A network of specialist organisations provides impartial advice and services and gives businesses the opportunity to achieve a bronze, silver then gold award to reward their efforts.

8.15 ENVIBE is predominantly financed by government funding so most of what is on offer is free. Plus, the more that a business gets involved the more it will benefit from cost savings, good publicity, staff motivation and legislative compliance.

8.16 Working with young people

8.17 The proportion of 16-18 year olds not in education, employment or training [NEET] has remained broadly level over the last decade. The government has agreed challenging targets to reduce the proportion of NEET 16-18 year-olds by 2 percent between 2004-2010. One way in which the Council can help this client group in Haringey is by encouraging local recycling companies such as Restore to support them by training them to repair/restore broken white goods such as washing machines.

Recommendations:

Recommendation eighteen: The Council should provide information and opportunities and consider incentives, for businesses to recycle including:

- Considering the possibility of integrating recycling for commercial premises with the residential properties above them.
- Providing a free recycling service to charities, faith groups, community centres and places of worship, including allowing them to bring goods to the Reuse and Recycling Centres.
- As a requirement of events licensing including financial inducement for sweeping staff

- Promoting companies who recycle on the Council's website, such as by listing green businesses' and providing information to residents on where to get things repaired in Haringey [thereby promoting local businesses and supporting residents in minimising waste]. This could be an interactive page where people can make recommendations about business services they have used.
- Providing businesses with frequent information about recycling and composting, including the in-house service. Information could include active encouragement such as seminars and personal visits.
- Encouraging local businesses such as Restore to work with young people not in education, employment or training by training them to repair/restore broken white goods such as washing machines.
- Consider incentives for businesses to recycle such as Croydon's ENVIBE scheme, possibly combining with other local authorities.

Recommendation nineteen: The Council should set a strong example to business about recycling by:

- Ensuring that by 2010 all Council buildings [especially libraries, customer service centres and other front line services] and events have prominent recycling and composting bins that collect the full range of materials [as collected by the household commingled service].
- Working with staff to ensure that waste is minimised, such as by paper free working, double-sided photocopying, and bringing a mug to work [the Council should consider charging for plastic cups].

9.0 RAISING AWARENESS AND ADVISING RESIDENTS

Terms of reference: *To consider communication methods aimed at raising awareness and providing advice to residents on waste minimisation and recycling, and to ensure education about the environment is taking place for our young people.*

9.1 It has already been acknowledged that the Waste Management Service is fully engaged with residents through various communication methods aimed at raising awareness and providing advice to residents on waste minimisations and recycling. However the review investigation carried out its own mini consultation with local residents through questionnaire and focus group to gauge the level of knowledge and understanding of local residents about recycling and waste minimisation generally.

9.2 Bring and Take Days

Some Councils have used community 'bring and take' days as a means of encouraging local participation in the ethos of recycling both as communication and engagement tool to demonstrate the benefits of recycling. The local charity Forest Recycling Project are one of the first organisations to run Give and Take days and they are experienced in delivering these events for several Local Authorities.

9.3 A small scale consultation, based on a questionnaire distributed at public meetings in the Borough in October/November 2006. Designed to provide a 'flavour' of ideas and issues on waste management and recycling.

9.4 In addition to the consultation with residents; local businesses in the Wood Green area have had the chance to contribute with a choice of online, or hard copy questionnaires. A separate business report is in preparation.

9.5 A total of 60 residents responded to the consultation. Table 1 gives summary details of age and ethnic origin.

Table 1

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

Table 2

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

Recommendations:

Recommendation twenty: The Council should promote reuse including by:

- Promoting schemes such as Restore which support those on low incomes to own electrical equipment due to second-hand purchase and maintenance.
- Considering holding 'Bring and Take Days' in which residents are encouraged to bring items that they no longer want and exchange them for items that they do want. This could be part of the annual Green Fair, and could also occur in schools, particularly with children's clothing and toys.
- Improving signage directing residents to the Reuse and Recycling Centres, reminding them of all the materials that can be reused and recycled at them.
- Ensuring that signage and tidiness should be improved at the Reuse and Recycling Centres. [Signage should include visual information about recycling destinations], and the centres should be more accessible for pedestrians.
- Looking at the possibility of collecting a greater range of materials at the Reuse and Recycling Centres, such as paint and CDs.
- Ensuring that waste minimisation is a key theme in all Council literature about waste and recycling, including supporting a reduction in plastic bag use and other green incentives and providing guidance as to how to become a waste-conscious shopper.
- Providing households with 'No Junk Mail' stickers for their letterboxes.
- Considering running an annual 'Waste Prevention Week' possibly to coincide with the annual Green Fair.
- Considering working with retailers to become recognised 'Waste Prevention Stores' [such as used in other authorities] which discourage plastic bag use in particular. These stores should be promoted on the Council website.
- promoting schemes such as the Real Nappy scheme more widely emphasising their cost and health benefits as well as the environmental benefits.
- Considering the possibility of recycling paint being used by the Council's Housing Service.

Education and recycling in schools

Recommendation twenty-one: All schools should participate in activities which raise awareness of all environmental issues, including recycling.

- All schools should designate a senior member of staff to be their Environment Champion, who will take a lead in the school with regards to environmental education and the school's own recycling, and should receive training in this role provided by the Council.
- Pupil representative bodies should be encouraged to become involved in promoting recycling throughout the school.
- The service provided by the Education Recycling Service should be extended, to ensure that the facility is being used all of the time (including by adults and families during school holidays), and more outreach should be provided by the service into schools.
- All schools should have a full recycling and composting service by 2010, to complement the education about recycling that the children are receiving.
- National incentives such as Eco-Schools, the London Schools Environment Award and the Sustainable Schools Strategy should be encouraged in Haringey's schools and supported through the training of key teaching staff.

10.0 IMPROVING RESIDENTS SATISFACTION

Terms of reference: *To consider ways in which to improve resident satisfaction of Haringey's waste, recycling and composting services, including by talking to residents and other authorities.*

10.1 There are many good reasons why we should reduce, reuse and recycle household waste rather than throwing it out:

- **Environmental Reasons and financial reasons** For every tonne of waste landfilled the council has to pay a landfill tax [this is in addition to the actual cost of landfill]. At present landfill tax is £32 per tonne and is due to rise by £8 per tonne per annum up to a level of £48 per tonne – a significant increase in the cost of landfilling waste.
- **Financial Penalties** Local authorities are considering financial penalties to improve participation in recycling services. Using financial penalties individual will face costs for non participation in a scheme, or additional costs for waste generation. For example charging schemes such as for green waste or bulky waste collections, or compulsory participation such as fines for non-recyclers.

10.2 The Panel considered the report from Waste Management Services which outlined the strategies in place for increasing recycling in Haringey by encouraging greater resident participation. Recycling rates in Haringey have been steadily increasing since the establishment of the service. Figures show that the Council have exceeded both the targets set for 2005/06 and 2006/06. Resident participation in the service was inconsistent across the borough as indicated in the last borough wide participation survey (Feb 2006). This 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.

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

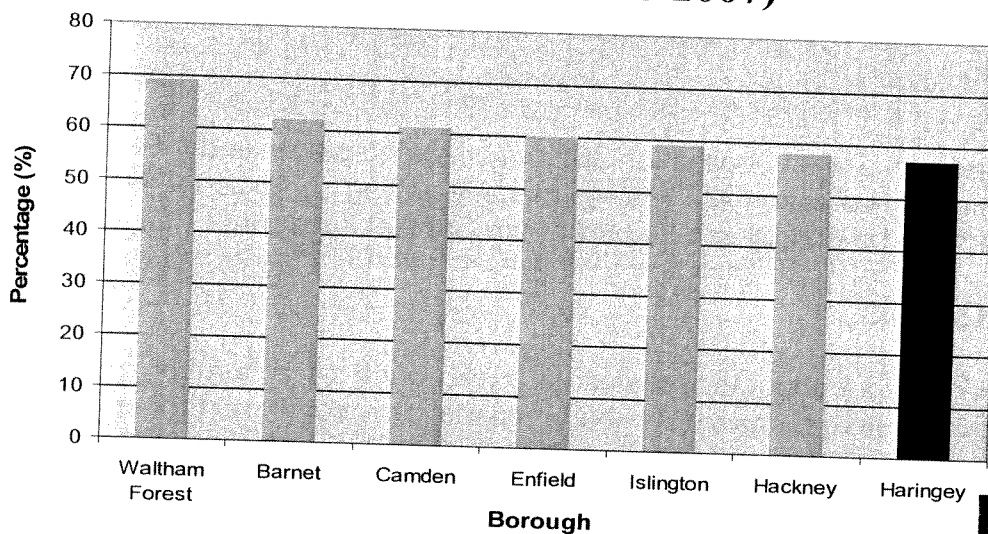
Item/activity	Target audience	Quantity	Date
Mixed Recycling Service leaflet	Properties being added to the service, as well as those already receiving it	43,000	April 07
Sorted Recycling Service leaflet	All properties on service	30,000	April 07
Green garden waste leaflet/ collection day calendar	All properties 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

10.4 Communication Plan

10.5 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.

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



www.haringey.gov.uk



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

10.7 The review panel believed that with the implementation of all of the recommendations above, residents' satisfaction would improve dramatically.

Recommendation

Recycling destinations, environmental benefit and quality

Recommendation twenty-two: The Cabinet Member for Environment and Conservation should present a report to the Overview & Scrutiny Committee about the destinations of the different materials recycled the environmental benefits they provide, and whether or not this represents high quality recycling.

11.0 FINANCIAL COMMENTS

11.1 The recommendations arising from the Scrutiny Review of waste collection, recycling and disposal will be mainly addressed as part of the process to specify and award a new integrated waste management contract from December 2008. Work on this has already commenced. The new contract will need to be awarded within the approved budget provision for these services and should seek to improve performance and value for money compared to the current contract.

12.0 LEGAL COMMENTS

12.1 The Council, as a waste collection authority, has the power under Section 46 of the Environmental Protection Act 1990 to make recycling compulsory. Full legal comments will be considered as part of the Cabinet's response.

13.0 CONCLUSIONS

13.1 The review was conducted against a background of a number of government' policy and regulatory changes at both national and local level that require waste to be handled in a more sustainable manner.

13.2 Climate change is the greatest environmental challenge facing the world today. Action is needed now to adapt to climate change and to minimise the impact by contributing less to the causes. The Council is responding to the challenges and the Panel is pleased to note that Haringey has achieved over and above its recycling targets over the past few years which is an indication that residents are behind the Council's recycling initiatives. However recycling collection services will need to be developed to achieve equal services for all residents giving them the opportunity to recycle the full range of materials to achieve higher rates of recycling. Additionally, the Council will need to focus on how services will be developed to fit effectively into the new integrated waste management contract, ensuring that the efficiencies to be gained from rising levels of recycling and falling levels of waste are recognised and savings returned to the Council.

13.3 The Review highlighted a number of areas for consideration by the Council and also recommends that The Cabinet Member for Environment and Conservation present a report to the Overview & Scrutiny Committee in due course on the implementation of the recommendations contained in this report.