

Meeting:	Cabinet
Date:	4 October 2006
Subject:	Review of Waste Management
Responsible Officer:	Executive Director – Urban Living – Andrew Trehern
Contact Officer:	Interim Head of Public Realm Services – Jerry Hickman Waste Management Policy Officer – Andrew Baker
Portfolio Holder:	Urban Living – Public Realm – Eileen Kinnear
Key Decision:	Yes
Status:	Part 1

## Executive Summary

### Reason for report

In 2002/3 the council recycled 9.4% of its waste. Over the last four years our recycling rate has increased by approx. 50% a year. Last year (2005/6) we achieved a recycling and composting rate of 26.7%. This represented an increase of 7.92% over the year (the largest increase in London). 26.7% represents the ninth highest recycling rate in London. Our statutory target was 25.2%.

By 2010 the council will need to increase this to 40% as part of the joint waste strategy within WLWA and to comply with the Mayor of London's and the national waste strategy. To date, this year, we have reached 30%.

Following a report in June 2006, Cabinet recommended the implementation of change in the waste management service, commencing on 3 July 2006. The frequency of collection of the Brown Bin and the Waste Bin were changed to encourage residents to increase the amount of waste they separate for recycling via the Green Box scheme and Brown Bin schemes.

A principal reason for the change was to increase the amount of biodegradable waste being diverted from landfill and help ensure that the council reduces its potential liabilities under the Landfill Allowance Trading Scheme – and possible fines from the EU if the UK fails to meet its targets.

This report reviews the planning and implementation of the scheme, identifies problem areas and suggests areas for further improvement/refinement. Options for the future development of the service are also discussed.

Implementation of the scheme has been difficult within the timescale adopted in June. However the change does mean that Harrow is more likely to meet the 40% target in 2009/10

### **Drivers for change: -**

- Recycling target of 40% set by joint waste strategy and expected changes to national and London strategies
- EU Landfill Directive and LATS, resulting in potential for significant increase in waste disposal costs
- National Audit Office report on Landfill indicating that the UK is facing significant fines for failing to meet Landfill Directive targets

**Progress: -**

- Compulsory recycling has produced significant increase in the amount of waste collected by the Green Box scheme
- The change in collection arrangements has concentrated the mind of, and driven a change in behaviour by, our customers
- Approx.25,000 additional Green Boxes have been distributed
- Approx.2,000 home composters have been distributed
- The change and the accompanying publicity campaign was very effective at raising awareness
- Changes to the Public Realm Services group's management structure, introduced at the end of July, were highly successful in meeting the challenges presented by the change and in resolving the problems that were being experienced.
- Development Control Committee is now aware of the issues and pro-actively asks questions about waste/recycling facilities

**Issues: -**

- The adopted timescale meant that we were trying to resolve a number of different problems simultaneously. I.e.
  - Reorganisation of collection rounds,
  - Requests for Green Boxes and
  - Requests for general information
- The tight timescale meant that:-
  - Some people were unaware of the changes
  - People were not given sufficient time to obtain Green Boxes.
- The number of contacts by the public, in a limited timeframe,
  - Placed a severe strain on the Access Harrow call centre
  - Had a major impact on the entire council telephone system
  - Diverted senior officers' and Members' resource
- Management capacity in the Public Realm Services group was initially significantly stretched by the changes. Particular problems were:
  - Inadequate data, information and IT systems
  - Loss of crews' local knowledge when new rounds were reorganised
  - Diversion of management time from other issues/projects (e.g. implementation of budgetary savings programme) and the day-to-day running of the service.
- Launching at the height of summer, in a prolonged heat-wave resulted in
  - A significant increase in the volume of plastic bottles and drinks cans
  - Exacerbated a number of the problems of non-collection.
- The use of the word compulsory and the threat of fines was antagonistic
- The above problems and the adverse media coverage in the local press, has had an adverse effect on the council's reputation

The detailed reports considers these aspects and proposes a number of options for improvement and the longer term development of the service.

## Recommendations

Ref No.	Details	Para. No in main report
	<b>Waste Bin/Brown Bin</b>	
1	Confirm frequency of collection as being weekly Brown Bin, and alternate week Waste Bin	3.9.1
2	Further consideration of restriction on the number of Waste Bins – subject to compulsory recycling and a waste audit. Second, and subsequent bins to be subject to a one-off charge of £80 SACKS	2.11.3
3	Retain weekly collection of Brown Bin over the winter period	2.16
	<b>Green Box</b>	
4	Decide to stop collecting WEEE and textiles on Green Box vehicles.	3.6
5	Seek charity partner to collect textiles from households	3.6
6	Agree with MRF operator for acceptance of co-mingled Green Box waste	3.9.2
7	Operational trial co-mingled collection of dry recyclables from November on two Green Box rounds (out of 12) – i.e. in 11,000 households	3.9.2
8	If successful, convert remaining ten rounds to co-mingled collection in Dec 2006/ Jan 2007	3.9.2
9	Operational trial Blue (wheeled) bins in Feb/March 2007 in one round (11,000 households)	3.9.2
10	Roll out Blue Bin across Borough April to November 2007, subject to provision of capital funding	3.9.2
	<b>Other Issues</b>	
11	Adopt revised Service Aims (Section 2.1)	2.1
12	Rfid tags. Confirm policy to supply all new bins with tags. CHECK PRICE	3.8
13	Council to send letter to DCLG/ DEFRA/ Mayor for London on production of packaging by supermarkets etc.	2.1
14	Future publicity material to be cleared by the Portfolio holder	2.7
15	Change details of real nappy grant payment	2.11.5
16	Delete proposed post of Nappy Officer	2.11.5

## Key Learning points

1. The council should not launch several big initiatives (such as Access Harrow, SAP and the waste project) at the same time
2. Where initiatives with big public impacts are proposed, Access Harrow should be part of the project team
3. As a result of the transfer of resources to BTP, Access Harrow's costs for future projects should be incorporated into future reports to Cabinet.
4. Our business planning process must ensure that the risks, of increased public contact, associated with this type of change are properly identified and quantified.

**List of agreed policies for waste management service (Incorporating recommendations from previous and current reports.)**

**Current Basic Service – provided free of charge to all households (except flats)**

Container	Number	Frequency	Waste
Brown Bin – 240 litre	1*	Weekly	Garden waste, food waste and plain cardboard
Green Box – 55 litres	No limit	Alternate week	Paper, glass, cans and plastic bottles
Waste Bin (green or grey wheelie bin) – 240 litres	1*	Alternate week	Residual waste. NO garden waste, paper, glass, cans or plastic bottles

**Optional Extras**

	Charge	Frequency	Comments
Additional Waste Bin (disposable nappies)	£20 a quarter	Alternate week	Hire charge for bin
Clinical waste bin	Free	Weekly	As requested by patient's clinic/hospital

**Revised Basic Service – provided free of charge to all households (except flats)**

Container	Number	Frequency	Waste
Brown Bin – 240 litre	1*	Weekly	Garden waste and food waste Optional - plain cardboard
Blue Bin – 240 litres (Some Green Boxes will remain)	1	Alternate week	Paper, cardboard, glass, cans, cartons and plastic bottles – including tops
Waste Bin (green or grey wheelie bin) – 240 litres	1*	Alternate week	Residual waste. NO garden waste, paper, glass, cans or plastic bottles

Textiles to be collected by charity organisation. Small WEEE to go in Waste Bin.

\*Restriction on number of bins is not retrospective. Position will be reviewed once Blue Bin roll-out completed.

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## Detailed Report

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## Section 1: Summary

### Reason for Report

#### Waste Management

In 2002/3 the council recycled 9.4% of its waste. Over the last four years our recycling rate has increased by approx. 50% a year. Last year (2005/6) we achieved a recycling and composting rate of 26.7%. This represented an increase of 7.92% over the year (the largest increase in London). 26.7% represents the ninth highest recycling rate in London. Our statutory target was 25.2%.

By 2010 the council will need to increase this to 40% as part of the joint waste strategy within WLWA and to comply with the Mayor of London's and the national waste strategy. To date, this year, we have reached 30%.

Following a report in June 2006, Cabinet recommended the implementation of change in the waste management service, commencing on 3 July 2006. The frequency of collection of the

Brown Bin and the Waste Bin were changed to encourage residents to increase the amount of waste they separate for recycling via the Green Box scheme and Brown Bin schemes.

A principal reason for the change was to increase the amount of biodegradable waste being diverted from landfill and help ensure that the council reduces its potential liabilities under the Landfill Allowance Trading Scheme – and possible fines from the EU if the UK fails to meet its targets.

This report reviews the planning and implementation of the scheme, identifies problem areas and suggests areas for further improvement/refinement. Options for the future development of the service are also discussed.

Implementation of the scheme has been difficult within the timescale adopted in June. However the change does mean that Harrow is more likely to meet the 40% target in 2009/10.

## **Benefits**

### **Waste Management**

The council will increase its recycling rate in line with the proposals in the WLWA joint waste strategy, achieve its statutory target for 2005/6 and reduce its future liabilities under the Landfill Allowance Trading Scheme.

## **Cost of Proposals**

The additional cost of running the existing scheme has been contained within the existing budget, this is the recommended Option A.

Options for the future development of the waste service are provided in the report. Option 3.2 has been recommended, the revenue impact is a net saving of £70k. Capital costs of procuring the Blue Bins would be £1m.

## **Risks**

Failure to meet the Landfill Directive targets, for the diversion of biodegradable waste from landfill, would expose the council to significant financial liabilities under the Landfill Allowance Trading Scheme and the prospect of fines if the UK does not meet the EU targets.

## **Implications if recommendations rejected**

The risks identified above would be more likely to occur.

## **Section 2: Background**

### **2.1 National and Regional context**

The council has a statutory duty to collect household waste, which was established under the Public Health Act 1936. The Environmental Protection Act 1990 gave councils the powers to specify how waste is to be contained and collected.

The government's national waste strategy was adopted in 2000. It envisaged the following targets for municipal waste (i.e. household and commercial waste collected by local authorities): -

	% waste recovered	Of which % recycled
2010	40	30
2015	66	33

A review of the strategy has been undertaken over the last 12 months and the following higher targets are expected to be adopted by the government:

	% waste recovered	Of which % recycled
2010	50	40
2015	66	45

If the government follows the same path as it has done over the past four years, it is likely to reflect these targets in revised statutory BVPIs. These targets will apply to all councils.

The guidance for LAA agreements have recently been revised and clearly show that the 40% recycling target and avoiding the land-filling of biodegradable waste are priority issues for the next round (and for refreshed agreements from previous rounds)

### **Mayor of London**

The Mayor of London has a statutory duty to produce a Municipal Waste Management Strategy. This has to be in conformity with the national strategy. Targets in the Mayor's strategy must not be lower than the national strategy.

The Mayor has consistently supported the need for higher recycling targets. He is currently reviewing his strategy with a view to adopting it once the government has adopted a revised national strategy. It is therefore very likely that the Mayor will also adopt a 40% target for 2010.

### **Review of Mayors Powers**

The Department for Local Government and Communities recently published a review of the Mayor's powers across a range of areas. In his submission to the review body the Mayor sought a number of changes with respect to waste management in London. The most significant of these was the establishment of a single waste disposal authority to cover the whole of London. The review has decided that the existing pattern of waste collection authorities and waste disposal authorities will remain unchanged.

However the following changes are proposed: -

- Waste authorities' strategies and plans will be required to be in general conformity with the Mayor's Strategy. This will strengthen the Mayor's position as currently waste authorities only have to have regard to the Mayor's Strategy.
- The Mayor will establish a Waste Forum. The forum will be responsible for the distribution of London's Waste Performance and Efficiency grants from April 2008. Across London the Forum will administer a Fund of £25m per year. The council currently receives approx. £450k per year direct from the government (half revenue and half capital). This will be diverted to the Waste Forum.  
Note: This will have a direct financial impact on Harrow as we will no longer receive this grant as a right. It is expected that London waste authorities will have to bid for the funding. (See section 2.14). Future budgets will need to be set on the assumption that no funding will be received
- The Mayor is also being given greater responsibilities over waste planning in the capital.

These changes will probably make it easier for the Mayor to ensure that his Strategy is delivered and will remove a degree of independence from Boroughs.

## **West London Waste Authority – joint strategy**

Cabinet approval for the joint strategy is sought in a separate Agenda Item. The Strategy sets out a number of aims. In the short term these are broadly in line with the service developments on waste management, set out to Cabinet in April 2005. E.g.:

- Complete the roll-out of the Brown Bin scheme
- Introduce the recycling of plastic bottles
- Introduce a scheme for recycling from flats
- Increase participation in the Green Box scheme
- Change the collection frequency of the Brown Bin and the Waste Bin.

In agreeing the joint Strategy with the GLA, WLWA undertook to encourage its constituent authorities to collect recyclable waste (i.e. paper, glass, cans etc.) on a weekly basis. This is a requirement set out in the Mayor's Municipal Waste Strategy. Harrow has, to date, argued that the system it uses (fortnightly collections) is a cost effective method of collection. The cost of such a change would be substantial and is discussed in more detail in Section 4.

The joint strategy sets a medium term target of recycling/composting 40% of waste by 2010 and 50% by 2020. (See section 2.7). Achieving these higher levels will require further changes to the council's waste collection systems but, at this stage, it is too early to say precisely what these will be. The joint strategy will allow for future discussion within WLWA and the six authorities to monitor progress before making final decisions. The higher levels proposed in the joint strategy are expected to be broadly consistent with any revised statutory targets under the national waste strategy.

Of the four statutory joint waste disposal authorities in London, WLWA has the best record in terms of the amount of waste diverted by recycling and composting. (24.59%). The other three WDAs are further advanced in terms of dealing with or changing their waste treatment methods after recycling and composting.

The adoption of the joint strategy will mean that WLWA can procure the alternative facilities required. The constituent authorities have indicated that a high priority must be the provision of additional composting facilities and Material Recycling Facilities, which all of them have identified as a high priority. An important consideration will be the location of facilities so that collection authorities can optimise their collection/transport costs.

## **Service aims**

The council's waste management service objectives and collection arrangements were agreed by Cabinet, in April 2005, following the completion of the kitchen waste trial (from October 2004 to March 2005\*. The following changes are suggested (changes shown in **bold** : -

- To achieve a recycling target **of 40% by 2009/10**
- To reduce the amount of biodegradable waste going to landfill. (Thereby reducing liabilities in relation to the Landfill Allowance Trading Scheme - LATS)
- To improve public satisfaction in the service being delivered
- To deliver an easy to understand, high quality and reliable service to residents
- To deliver a cost-effective, **VFM**, service in partnership with the workforce.
- To ensure the Health and Safety of the workforce
- To work in partnership with the West London Waste Authority.

\*The recommendation schedule from the April 2005 report is attached as Appendix B.



### **Other London Boroughs.**

In 2002/3 the council recycled 9.4% of its waste. Over the last four years our recycling rate has increased by approx. 50% a year. Last year (2005/6) we achieved a recycling and composting rate of 26.7%. (Our statutory target was 25.2%. ) This represented an increase of 7.92% over the year (the largest increase in London). However we were the ninth highest borough in London. Bexley was the highest recycler in London with 37.7%. No other London Borough exceeded 30%.

Harrow was the fourth London borough to adopt compulsory recycling.

Harrow is the first council in London to change to alternate week collections of residual waste. The results of this change are being monitored by a number of authorities that are considering following the same path. Two boroughs have already requested to undertake visits once the changes have settled down.

The WLWA joint strategy envisages all the boroughs in the WLWA area changing to alternate week collections for residual waste.

To demonstrate best practice Harrow will need to achieve a 40% recycling and composting rate for 2009/10 in line with the WLWA joint waste management strategy and anticipated changes in the national Waste Strategy and the Mayor of London's municipal waste management strategy.

## **2.2 Landfill Directive**

The EU Landfill Directive has set member states the following targets for reducing the amount of biodegradable municipal waste being sent to landfill

	% diversion
2010	35
2013	50
2020	75

This reduction is expressed in absolute terms compared to the amount of biodegradable waste deposited in the base year – 1995. Historically municipal waste has grown in the UK by 3% per year. These targets therefore represent a substantial reduction in absolute terms.

One of the primary aims of reducing the landfilling of biodegradable waste is to reduce the production of methane in landfill sites. Methane is a powerful greenhouse gas – approx. 30 times more powerful than carbon dioxide.

### **Landfill Allowance Trading Scheme (LATS)**

The LATS scheme commenced in April 2005. The government has published landfill allowances for each disposal authority. WLWA's allocation in 2005/6 was 505,370 tonnes. The allocation for 2009/10, the first target year, is 329,450. This represents a reduction of 175,920 tonnes. The potential cost of purchasing landfill credits in 2009/10 is up to £26.388m. This would have a significant financial impact on the constituent authorities. Harrow's share of this cost is difficult to determine precisely but could be approx. £4m per year

### **National Audit Office**

The National Audit Office published a review “Reducing the reliance on landfill in England” on 26 July 2006. It concluded that there was a significant risk that England will not meet the targets set by the Landfill directive, and that a failure to do so could result in the UK incurring fines for non-compliance. It is difficult to determine the extent of any fine at this stage but the Prime Ministers Strategy Unit has suggested that the UK could be fined up to £180m per year. The government has indicated that these fines will be passed on to local authorities who do not meet their targets. This would be in addition to any costs incurred under LATS.

WLWA is the third largest waste disposal authority in England. The NAO looked in detail at the 25 largest WDAs and concluded that: -

- Only 6 were likely to meet their targets;
- 14 have scope to considerably increase recycling and composting rates, but still face a challenging timetable to achieve the required reductions in landfill; and
- 5 are very unlikely to achieve the target.

WLWA is in the second category.

The NAO also concluded that to meet EU targets, approx. 40% of household waste should be recycled by 2010 – and that this is likely to be difficult to achieve. This compares with levels of 41% in Germany and 60% in Austria in 2001.

Harrow and WLWA continue to face a potentially large financial liability as a result of the Landfill Directive and LATS. Reducing the landfilling of biodegradable waste remains an important objective. In 2010 this could total £4m LATS payments plus a share of the EU fine, if the UK fails to meet the targets.

LATS payments and fines would, have a significant impact on the council’s budget, requiring either significant service cuts or significant increases in council tax . Increases could be in the order of £250 plus - for a Band D property. The possibility of increases in council tax being capped is also of significant concern.

### **2.3 Best Value Reviews**

Best Value/BVPIs. Waste management BVPIs form an important part of a council’s performance under Best Value. The Government has set statutory indicators for BV 82 a) and b). The progress of council’s in achieving these targets is closely monitored by DEFRA

In recent years the council’s waste management service has been inspected twice by the Audit Commission. In September 2004, as a service in its own right and in Jan 2006 as part of an inspection of the Public Realm. On each occasion the inspectors have looked closely at recycling performance and plans for the future.

CPA. The results of Best Value inspections, and the recycling and composting rates achieved, have an important influence of the assessment of Harrow’s environmental services within CPA.

The latest round of Local Area agreements makes clear that the government is placing a high priority on local authorities attaining a 40% recycling/composting rate and diverting bio-degradable waste from landfill.

## 2.4 The kitchen waste trial

The council carried out a trial of the revised collection arrangements between October 2004 and March 2005. Three groups of 11,000 households were involved: -

	Brown Bin	Waste Bin	Brown Bin materials
Group 1	Weekly	Fortnightly	Garden waste, Food waste and cardboard
Group 2	Fortnightly	Weekly	Garden waste, Food waste and cardboard
Group 3 (Control)	Fortnightly	Weekly	Garden waste

At the end of the trial a survey of groups 1 and 2 was carried out. It showed that both the options produced an overall improvement in satisfaction with the service compared to the opinions expressed in BVPI 90(b). However satisfaction levels in Round 2 (unchanged frequency) were significantly higher.

### **% very satisfied or satisfied**

Round 2	89
Round 1	71
BVPI 2003/4	68

The trial clearly demonstrated

- that adding kitchen waste and cardboard to the waste stream increased the amount of organic waste diverted from landfill.
- Diversion of waste was greatest in areas where residual waste was collected on alternate weeks. However there were issues in these areas with excess waste and abuse towards collection staff.
- The potential savings in future disposal costs, of adopting alternate week collections for residual waste, mean that this should be adopted as the council's medium to long-term policy.
- Public support for the trial was better in both trial areas than the general position in last year's BV survey. However support was significantly stronger in areas where the waste bin was collected weekly.
- The council needs to ensure that the public understand and support the changes to the waste management system that are required to increase the amount of waste that is recycled, reduce the amount of biodegradable waste being sent to landfill and control future increase in costs associated with the Landfill Directive and LATS.
- Significant factors in reducing the volume of residual waste were to increase participation in the Green Box Scheme and to introduce a scheme for the collection of plastic bottles.

These results were reported to Cabinet in April 2005. (Appendix C).

Although the trial showed that the (then) existing pattern of collection (weekly Waste Bin, fortnightly Brown Bin) was the more popular option, Cabinet decided that the change of frequency was desirable in order to maximise diversion of waste from landfill and minimise future liabilities under LATS. Recommendation 4 (See appendix B) stated:

- Confirm that it is the council's medium term aim to change the frequency of collection of the Brown Bin (to weekly) and the green wheelie bin (alternate weeks). The changeover would need to be dependent on the successful completion of items 7 to 12, coupled with the extensive publicity and re-education campaign (item 6). The change to be introduced in the autumn of 2006 or early 2007, subject to confirmation by Cabinet..

## 2.6 Planning Arrangements for July 2006

### Timetable

Since 1988 the Council has introduced a number of changes to the waste management service:

- Introduction of wheeled bins
- Blue Bags (for paper)
- Green box
- Brown Bin
- Plastic bottle recycling (October 2005 to April 2006)

These had all been phased in over a minimum period of six months. This has enabled customer queries to be dealt with in manageable portions.

The changes introduced on 3 July were also originally scheduled to be phased in: -

Establish new Waste Bin rounds and separate out flats to enable weekly collections to continue.	July 2006
Summer publicity campaign	Jul/August 2006
Change frequency – phase 1	Sept/Oct 2006
Change frequency – phase 2	Nov/Dec 2006
Change frequency – phase 3	Jan/Feb 2007

Why was the timetable changed?

It was suggested in March 2006 that consideration should be given to changing the timetable for the changes by bringing them forward to early summer. This would allow the change to be established before the hot weather and avoid problems with smells/ flies that had occurred in 2005.

Over the past year a number of public comments had also been received to the effect that: -

- The frequency of collection of the Waste Bin is too high
- Collection of food waste on a fortnightly basis is too infrequent over the summer period
- The change of frequency should occur as soon as possible (i.e. before the summer) to avoid any problems with odours and/or insects.

After some consideration officers concluded that this was possible albeit with a very tight timescale. The first Cabinet meeting after the local elections was on 8 June. This left a very tight window for publicity and implementation. This timetable was set out in the report to Cabinet on 8<sup>th</sup> June. In hindsight this conclusion was wrong. The timescale did not give enough time for publicity etc and a significant section of the public was unprepared for the change.

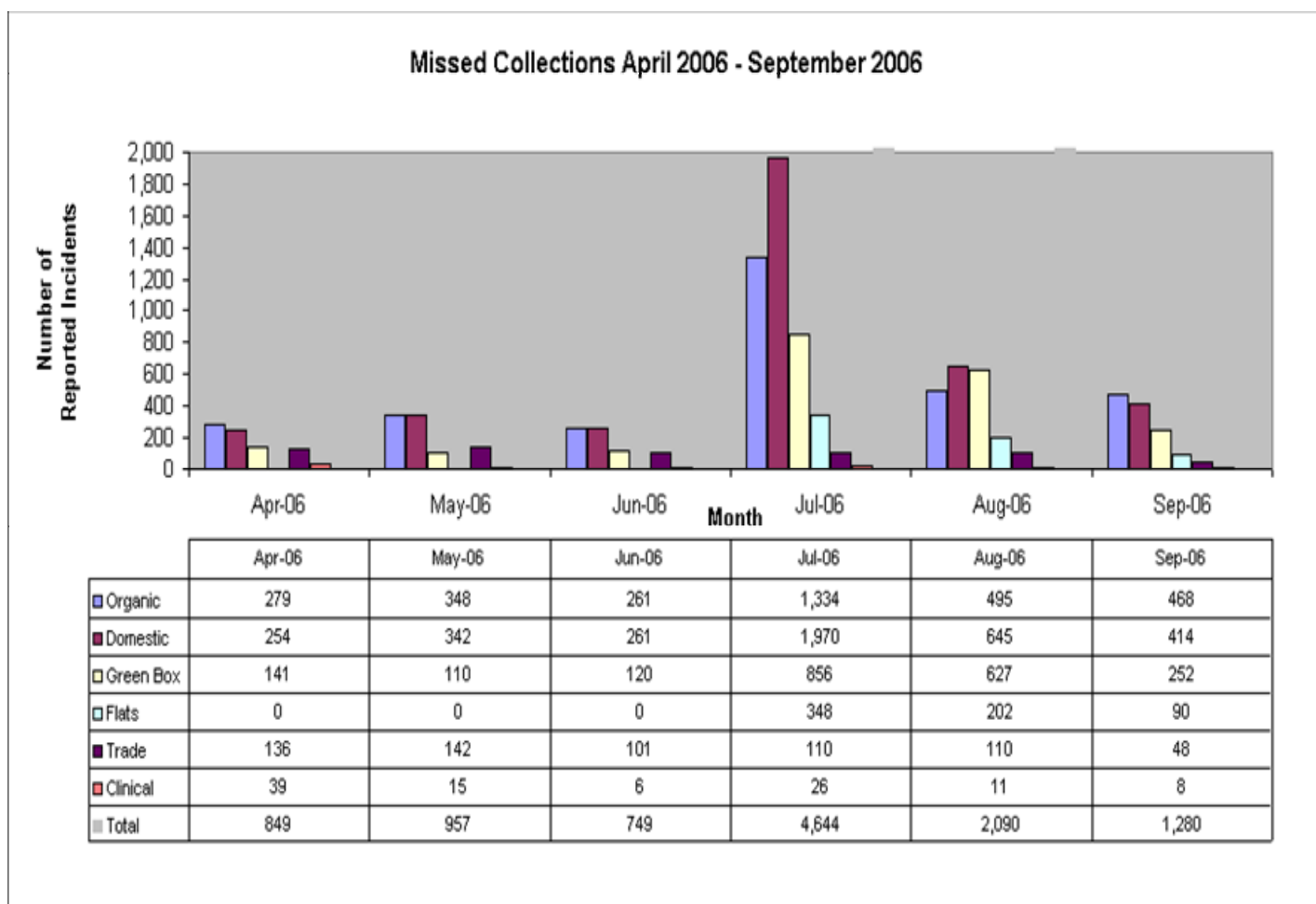
Planning workshops were held early in 2006 for each of the major projects: flats recycling; reorganising the rounds and changing the frequency. The workshops were attended by managers, staff and union representatives to explore potential issues and tasks.

## 2.5 Collection Rounds Reorganisation

The change required that flats were put on to separate collection rounds – in order that collections of residual waste would continue on a weekly basis. This change also affected a small number of trade collections that household waste crews had been doing. This reorganisation was a major challenge as it required the identification of all the different flats, traders etc. on each round. The driver/team leaders were asked to identify these locations and a database was developed.

It should be noted that the waste management service does not have a computerised database of every property in the borough that can be used for route planning. The MVM customer service database came on stream in March 2005. It lists every property but this is not in a usable format for planning refuse collections rounds. Round planning still involves a paper-based exercise with intelligence being supplied by the existing collectors. Of particular importance is the current system's reliance on Driver/Team Leader's local knowledge. One of the problems with the reorganisation is that much of this knowledge was not transferred to the new collection crews.

Bringing the changes forward meant that reports of missed collections from flats were mixed in with queries about compulsory recycling, request for Green Boxes etc. This made dealing with the change to the collection rounds more difficult and led to some of the repeat problems of missed collections that were reported.



A key lesson from this is that we did not properly identify or quantify the risks associated with this change. In future we will need to ensure that our business planning process identifies and quantifies this type of risk.

In hindsight, it was an error to telescope these changes into a concentrated period. All the customer contacts have been generated in a short space of time rather than spread over an extended period. The size of the workload has meant that we did not have the resource to deal with each issue thoroughly. The problems we have had with the change to flats and Waste Bin rounds would have been resolved quicker if they had been handled in isolation.

## **2.6 Flats Recycling**

The introduction of compulsory recycling did not affect flats. However some of the advertising did prompt some residents, who live in flats, to obtain Green Boxes. These were subsequently not collected as they were not on the scheme. As these have come to light the issues have been resolved by taking the Boxes back and explaining the correct position to the residents concerned.

To date we have provided recycling facilities to approx 1500 properties, that are not serviced by the Green Box scheme. This year we had planned to continue the expansion vigorously, by bringing in a second collection vehicle, with the aim of reaching 5000 of these properties (just over 25% of the total).

Adverts for the scheme were run in the Harrow People for four consecutive months for people to express an interest in receiving the service. 220 contacts have been made, of which 80 have been visited and assessed. Further work was suspended from mid-June as the change in frequency took up available resource. Assessment work has restarted now that the spike in workload has been dealt with.

However, in order to contain the overall budget, implementation of the second round has been deferred until the new year.

## **2.7 Publicity campaign**

One of the recommendations adopted in April 2005 was that the council carry out a sustained eighteen month publicity/education campaign to raise the issues with the public and prepare them for the change.

The council appointed TaylorSyms to conduct this campaign

The report to Cabinet on 8 June set out an intensive publicity campaign, to implement the changes, that was to start on 19<sup>th</sup> June - two weeks before the scheme went live.

The recommendations adopted by Cabinet in June 2006 are attached as Appendix A

The June 2006 report set out the proposed publicity campaign for the change in frequency. See Appendix G. The campaign was completed with the exception of the door-knocking campaign in August. The publicity campaign was very successful in that people were generally very aware that there was a change taking place.

The exposure we had on BBC London on 3 July was extensive and was probably one of the important factors behind the extent of public awareness. The downside of this was that people in flats, who were not involved in the scheme, became aware of the change and added to the number of calls to Access Harrow.

In addition to publicity and media work, officers from Public Realm services attended the Roxeth Show and the Under One Sky events to explain the issues to the public.

Public Realm Services staff also attended the official launch event of Access Harrow in Harrow Town Centre on 15 July. This was a very successful event with contact being made with approx. 1000 residents. Of these contacts only a handful of negative comments were made.

In response to concerns that the information was too complicated we undertook additional publicity in the local press in July and August, culminating in the wrap-around section in the Harrow Times. This was designed with the active involvement of Members. It is proposed that future publicity will go through the same process.

People's habits have undergone a significant change in a short period of time. There remains work to do on the 5-15% who are still experiencing some problems.

However, it was an error to assume that people were familiar with the proposed changes, were already complying and that the change was therefore relatively straightforward. This has proved not to be the case. A summer publicity campaign would have prepared the ground better.

If collection rounds reorganisation had been resolved first and a summer publicity campaign had followed, the change of frequency and the introduction of compulsory recycling would have been easier.

The advantage of a "Big Bang" in implementing this type of change is that an extensive publicity campaign can be undertaken, which will make people take notice of the issue. A phased approach would have made such a widespread publicity campaign more difficult but would have made dealing with the issues more manageable.

## **2.8 Continuing publicity / Recycling Officers**

The council currently employs three Community Recycling Officers who carry out a range of duties, including: -

- working with schools and young people;
- working with local community groups and residents associations;
- promotional work in association with national and regional campaigns
- visiting residents who are experiencing problems
- assessing flats and businesses for recycling services
- attending shows and summer fairs to promote the council's policies

Work with schools is particularly important as it helps to develop the cultural change in future generations that is required. In addition to the routine work of visiting schools and given talks and presentations, the recycling officers also promote the following:

- LSEA London Schools Environmental Award. This is a London-wide scheme that invites entries from all schools in London. Two prizes are awarded to schools in each borough (£2000 and £1000) for the best projects.
- Curriculum. We have developed a curriculum-based programme, in partnership with People First and Global Action Plan, to help teachers deliver the recycling message as part of the schools curriculum. This will be launched later on this Autumn

The extensive publicity campaign of the past fifteen months will need to continue to ensure that these service changes are embedded and the anticipated changes are also properly launched.

Areas requiring further development include:

- Tenants – particularly where turnover is high
- Residents moving into the borough

The 50% recycling target, set out in the joint waste strategy. For 2020 implies that 50% of waste will be dealt with by harrow and 50% by WLWA. We will investigate whether this can be developed into a “50:50 by 2020” campaign.

## **2.9 Access Harrow**

The report in June did not consider in enough detail the effect of the proposed change on the Access Harrow call centre. The Access Harrow project and the waste project were both running to very tight timescales with virtually simultaneous launch dates. Managers on both projects were focussed on the delivery of their individual projects.

Whilst Public Realm Services and Access Harrow managers anticipated some increase in calls, the very substantial increase was not anticipated because of the extensive prior publicity and the fact that we were not introducing a totally new service, but were amending existing services. Once the scale of contacts became apparent, Access Harrow were able to quickly install additional call-centre capacity via the Capita call-centre in Coventry. This has been highly valuable in dealing with the sheer numbers of contacts and reducing waiting times for customers who want to contact the council. However as the nature of phone calls changed from enquiries about the change and the ordering of bins and boxes, to answering service delivery problems, it has been less effective. Managing these types of calls needs access to a more extensive database, which is subject to daily change. Coventry is less well equipped to deal with these more specific queries. As soon as has been practical, the facility at Coventry was closed and calls returned to Harrow.

Access Harrow has also employed a Senior Complaints Manager to deal with some of the more difficult phone calls from the public. He has been provided with a single contact point with an Operations Manager in Public Realm Services who can resolve these particular issues as a matter of priority.

The call centre at Coventry plus additional staff at Access Harrow has cost a total of £130k. Section 3.8 considers the financial position

The following lessons should be taken on board: -

- The council should not launch several big initiatives (such as Access Harrow, SAP and the waste project) at the same time
- Where initiatives with big public impacts are proposed, Access Harrow should be part of the project team
- As a result of the transfer of resources to BTP, Access Harrow’s costs for future projects should be incorporated into future reports to Cabinet.

## **2.10 Public Realm Services managerial capacity**

Public Realm Services is going through a period of rapid and significant change and this has affected adversely managerial capacity. Other council changes (such as BTP) have also taken up a considerable amount of management time. From April, the service has had to respond to a reduction in the public realm maintenance budget of £2m. It has started the process of integrating the waste and public realm maintenance management and operations, it has responded to the changes in the corporate Service Plan and



incorporated these into its own service plan. The work associated with planning this change, preparing major reports etc. has also been undertaken.

Project management of these changes was not adequate and should have been budgeted for – up front. A more rigorous approach to Risk assessment may have identified the potential scale of public contacts.

The level of customer contact involved with the change to the waste management service has been very significant. The decision to expand Access Harrow call centre using Coventry meant that the number of calls requiring action, temporarily overwhelmed Public Realm Service's managerial capacity. Initially this was a management team of six people.

Public Realm Services has responded by accelerating the integration of the public realm maintenance and waste management managerial teams. Integration has allowed the workload to be spread between the whole management team and allowed greater resource to be directed towards the implementation of this policy. E.g Green Box crews, bin deliveries and special collections have been undertaken by public realm maintenance managers, allowing waste management team to concentrate on collections from flats, the Brown Bin and the Waste Bin services.

## **2.11 Waste Bin**

**2.11.1 Alternate Week Collections (AWC):** AWC is the term for the collection of residual waste and recycled waste on alternate weeks. Approx 30% of English councils have adopted this system. This does include some urban areas (e.g. Exeter). All councils achieving high recycling rates (of between 40 and 50%) have adopted AWC. A number of these councils have achieved Beacon Status in the current year. The Harrow scheme differs from a strict interpretation of AWC in that we are continuing to provide weekly collections of organic waste – in the Brown Bin. This is in recognition that we are substantially suburban in character and have a different character to the majority of councils who have adopted a pure form of AWC.

The government's Waste Resources Action Programme (Wrap) has issued guidance to councils for the adoption of AWC and covers areas such as bin restrictions; smells; flies; publicity campaigns; plastic bottle recycling etc. The only advice, which we did not follow, in the recent launch, was on timing where they advise councils not to introduce these changes during the summer. However this advice is aimed at councils who are generally introducing a completely new scheme. In our case, many of the changes had already been introduced.

The government's Beacon council scheme has waste management as one of the themes in the current year. A number of councils have achieved beacon status operating systems:

- Alternate week collections for organic waste, recyclable waste and residual waste
- A limit of one bin for organic waste and residual waste
- Allowance of an additional bin for households of six and over
- No special allowance for disposable nappies.

**2.11.2** The change in collection frequency for the Waste Bin has been a significant one for many people. Surveys show that over 95 % of residents are able to contain their residual waste in the Waste Bin and do not present excess. Of those who are still experiencing

problems, some of their difficulties is due to the continued presence of recyclable waste. The restriction on the Waste Bin capacity means that the compulsory recycling policy is to a large extent self-policing. However it has to be recognised that the change

**2.11.3 Excess Waste:** The council's policy has been to not collect excess waste since the early 1990s. The policy was carried forward with the change of frequency. Coupled with the restriction of one Waste Bin per household it has undoubtedly been one of the factors in the increase in the volume of waste being collected by the Green Box. Surveys indicate that after the third cycle of the change less than 5% of households are presenting excess. This proportion is not dissimilar to the situation before the change. For a period, from 1 August the Waste Bin crews collected the additional waste. This was a temporary measure to ensure that residents who were struggling with the new system had a period of time to adapt.

One of the main reasons for adopting wheeled bins is that it reduces manual handling of waste and removes the risk (associated with sack collections) of stick injuries and cuts to hands and legs. Excess waste in sacks can attract the attention of scavengers resulting in split sacks and dirtier streets.

A number of residents have reported the theft of their Waste Bin since the restriction was introduced. Since 3 July we have issued 670 Waste Bins. This is approx. 50% higher than normal.

It is recommended that the council does not lift the restriction on the number of waste bins per household. Where households are experiencing difficulties with the new system, the first response should be to visit them and determine whether their recycling performance could be improved. Some Beacon councils allow an additional bin for residual waste where the household has had a waste audit of their residual waste. This policy needs to be kept under review pending the possible introduction of a third wheeled bin to replace the Green Box scheme.

It has been council policy, since the introduction of wheeled bins in 1988, to replace missing bins free of charge. It is recommended that only bins which have been destroyed by falling into the back of vehicles should be replaced FOC. In all other cases the standard charge should apply. Collection crews will be required to log these instances

One of the current difficulties in restricting the number of Waste Bins is that bins are not registered to a particular address and are not traceable. A programme to retrofit all existing bins with RfID chips would help address this. Once completed, it would allow us to trace stolen bins and automatically stop the bin-lift from operating if the registered address did not match the GPS location.

The restriction on the capacity of the Waste Bin, does mean that, occasionally, people may have more waste than they can dispose of in the Waste Bin. The following options are available to residents in these circumstances: -

- Hold excess until the next collection
- Take excess to the civic amenity site
- Arrange a special collection.

These options need to be more widely publicised to help people manage their waste effectively.

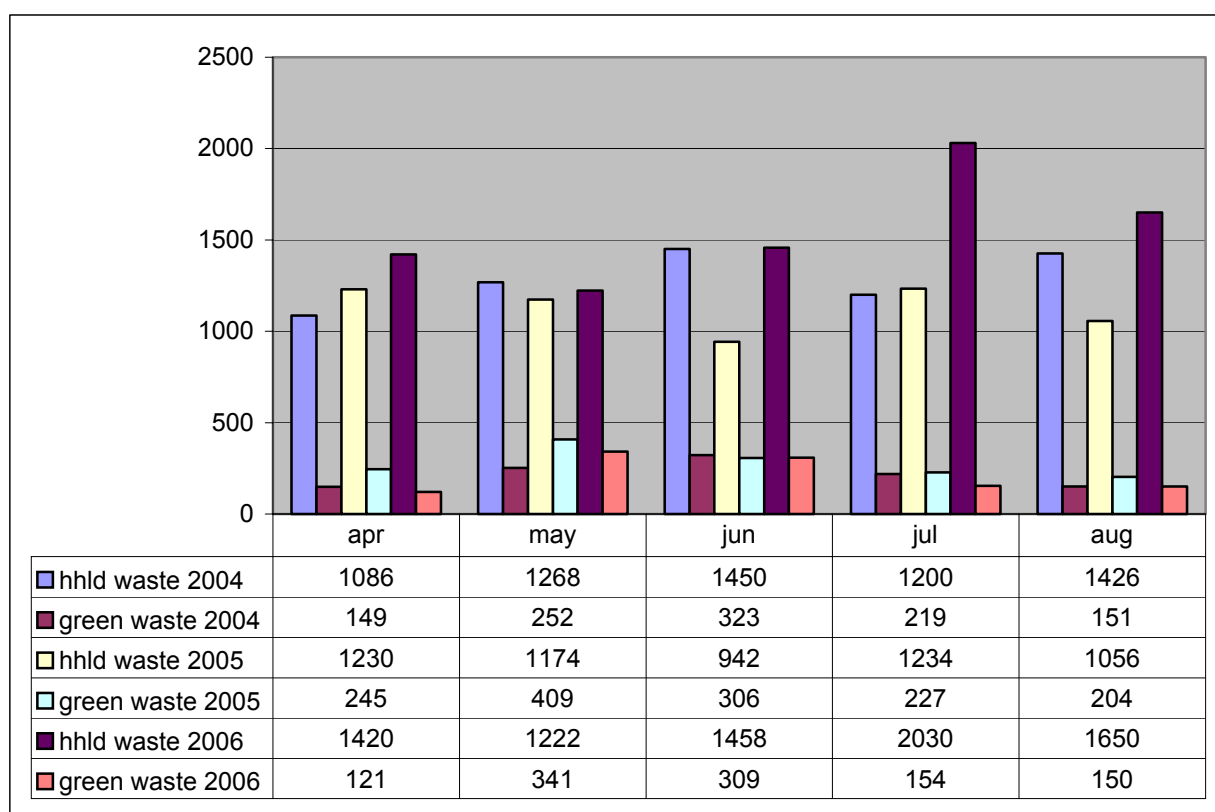
Further consideration, and consultation with the unions, with a view to crews collecting an occasional additional tied sack of excess waste, needs to be undertaken

It is proposed that over the Christmas period that Waste Bin crews will collect 2 additional refuse sacks from each household.

#### 2.11.4 Civic Amenity Site

The table below shows household waste and green waste delivered to the site over the past three years.

There was an increase in July, which may have been due to people taking excess waste during the initial phase of the change. However, August's figures look to be more consistent with levels in previous years. There is some anecdotal evidence (in terms of queue size and times) that more people have been depositing waste at the Civic Amenity site since the change.



The major impact on the Site has been the volume of waste being delivered by the Green Box fleet. See comments below. Section 2.13.1

**2.11.5 Nappies:** The council's policy is to collect disposable nappies in the Waste Bin, once a fortnight. Households may hire an additional Waste Bin for the period if they require additional storage capacity.

Since 3 July, 16 people have requested an additional Waste Bin.

This low take up is possibly an indication that the majority of people are coping with the change.

The council also offers a grant of up to £100 per child to people who want to use re-usable nappies. Since 3 July, 15 grants have been paid. Levels of grant paid have varied significantly.

It is recommended that the terms of the grant be altered to a payment of 50% of the expenditure up to a maximum of £80 for one child, £120 for twins and £160 for triplets. The maximum grant should also be reduced to reflect the age of the child: -

- 0 to 6 months                      100% of maximum
- 6 months to 18 months        75% of maximum
- Over 18 months                    40% of maximum

Cabinet approved the recruitment of a Nappy Officer in June based on the cost being covered by hire-payments for the additional Waste Bin. As take up has been so low, this post will not be proceeded with.

Some residents have experienced problems with the new arrangements and have complained of the smells associated with the storage of disposable nappies over a two-week period. Smells can generally be controlled by properly wrapping the nappies before disposal. The number of people who have requested an extra bin or changed to reusable nappies is relatively small. This may indicate that the majority of people are coping with the change.

The majority of people, who use disposable nappies, appear to be able to cope with the new frequency of collections without generating excess waste. The council's current policies of providing grants (to encourage the use of reusable nappies) and of allowing (via a hire payment) for provision of an additional Waste Bin should be continued.

### 2.11.6 Fly tipping

There have been indications that fly-tipping of waste has increased in some locations. Chapel Lane car park has been a prominent location as has the recycling site in College Avenue, Harrow Weald. There is also some indication that people living close to flats have dumped their waste in those bins – as they are aware that collections are made weekly.

The following table shows the number of fly-tips recorded on the MVM system since April.

There was an upsurge of large fly-tips in August. However the number of small fly-tips appears to have reduced

	Apr	May	June	July	August	Sept (21 <sup>st</sup> )
Small flytips	316	370	198	179	192	106
Large flytips	38	47	42	44	77	40

### **2.11.7 Access difficulties**

Access for collection vehicles in heavily parked streets continues to be an operational difficulty. A programme to improve ease of access for waste collection vehicles – via the painting of ghost capes and the introduction of parking restrictions is being undertaken.

### **2.11.8 Environmental Health – Comments by Interim Head of Community Safety**

The change in frequency also generated a very large number of calls to Environmental Health Officers in the Community Safety division, which at times overwhelmed their support services capacity. This was largely due to the difficulty in achieving a response through the Access Harrow and Public Realm first response teams due to the sheer volume of calls, but also in terms of making a direct complaint. In most instances no direct response was required and advice given although a significant additional response was required to those problems relating to commercial premises and fly tipped refuse. This has now negated and directly related calls are minimal.

The majority of the complaints have fallen into five main areas; public health concerns regarding the non collection of bins and bin capacity, smell from bins during the hot summer period, problems with flies and maggots and complaints regarding others peoples bins causing difficulties due the letter and problems of areas with no bin provision highlighted by the change in frequency and collection.

The introduction of the change resulted in a number of instances where waste went uncollected for a period of time. Flats have been particularly affected by this problem, especially where they had not been provided by adequate bin storage previously, as well as examples of sections of roads remaining uncollected, largely due to access difficulties exacerbated by collections not being allocated to a particular crew. Where this has occurred collections have been delayed and residents have experienced problems with flies, maggots and smells. These problems have now been essentially resolved.

The aim of collecting Brown Bins weekly was to ensure that kitchen waste was collected weekly throughout the summer months avoiding this type of problem. Some people have still experienced problems but this has essentially been due to kitchen waste not being wrapped properly and or the lid not being closed properly. For the majority of residents, weekly collections of Brown Bins have not been a problem.

Similarly collections of Green Box materials have not generated problems with pests or smells. Residents are advised to wash food cans and jars and rinse out bottles and this is generally sufficient to avoid problems.

Some residents have experienced problems with the Waste Bin and fortnightly collections. The most obvious category is disposable nappies but this can generally be controlled by properly wrapping the nappies before disposal. The number of people who have requested an extra bin or changed to reusable nappies is relatively small. This may indicate that the majority of people are coping with the change.

Some residents have indicated that they are experiencing these problems with the Waste Bin even where the Brown Bin is being used properly. This usually arises from food residues adhering to packaging. These problems can be avoided by removing residues, washing where required, and/or securely bagging the waste. Another important requirement is the need to ensure that the lid is closed.

Despite media coverage to the contrary there is no evidence that there has been an increase in the incidence of rodent infestations since the change and there has not been

any identifiable increase in demand for treatment. However, rats are opportunists and uncollected waste that is not contained in a wheeled bin will attract them. The uncollected waste referred to above will have attracted some scavenging by those already resident in the area, especially where the bin contents were spilt. This reinforces the need for proper control of the bins by residents and the need for positive action to reduce side waste.

## **2.12 Brown Bin**

**2.12.1** For people who were using the Brown Bin scheme before the change, the change in frequency appears to have had minimal impact. Indeed the increase in frequency of collection may have been welcomed because of the weekly removal of putrescible waste and the reduced need for excess garden waste to be taken to the CA site. However, it is clear that some new users were unclear as to what should go in the Brown Bin. The most frequent contaminant is plastic bags. A minority of bins are presented with plastic bottles, cans etc and some are simply full of un-segregated waste.

Crews identify approx. 5% of bins as being contaminated (i.e. they contain non-biodegradable waste).

### **2.12.2 Enforcement**

The only enforcement carried out, by the council, to date has operated on the Brown Bin with the refusal to collect contaminated Brown Bins. This generally affects about 5% of bins (i.e. 500-600 bins a day).

Residents who contact the council are offered three choices to resolve the issue:

- Remove the waste and await collection on the next scheduled day (next week) – at no additional cost
- Pay £20 to have the bin cleared.
- Take the waste to the civic amenity site (free of charge)

The majority of people opt for the first option.

During July, 20% of waste delivered to the composting site was too contaminated to process and had to be sent to landfill. Contamination rates vary from month to month from 5 to 20%. The rate in July is thus comparable with previous contamination rates.

In the first week of August, all Brown Bins were emptied as part of an amnesty to ensure that all customers had a fresh start for the scheme. The £20 charge was also suspended.

Contaminated bins are now left and the crews issue a card explaining the problem. If residents want the council to return and empty the bin the charge of £20 is payable.

A trial is being undertaken where on the first occasion crews put a YELLOW sticker on the bin. The bin is cleared FOC within 48 hours. On a subsequent occasion, a RED sticker is put on the bin. Residents are informed that the bin will be collected on the next scheduled day provided the incorrect items have been removed.

### **2.12.3 Wrapping food waste**

The council's advice, since the inclusion of food waste in the Brown Bin, has been to wrap cooked food (including meat and bones) in newspaper before putting it in the bin. The newspaper helps to absorb excess moisture and provides an insect barrier. The lid of the Brown Bin acts as a secondary barrier – provided the lid is properly closed.

From mid-July the council have sold bio-degradable bags at libraries and the civic centre to residents who prefer to use them.

There has been some comment that wrapping some types of food in either of these ways, is not appropriate. Foods with a high liquid or oil content – such as some Asian foods – have been specifically identified. At present we do not have enough information on this to determine whether this is a widespread or significant issue. We will be attending the Navratri celebrations at the Leisure Centre, on Sunday 24 September, to identify whether this is a significant problem.

Other councils advise residents to double-wrap difficult food wastes. These would appear to be a sensible approach where foods have a high liquid or oil content.

## **2.13 Green Box**

**2.13.1 Compulsory Recycling:** The key to moving to two-weekly collections of the Waste Bin has been the introduction of plastic bottle recycling in the Green Box. This was phased-in between September 2005 and March 2006. The government's Waste Resources Action Plan (Wrap) recommends that councils allow up to 33% increase in collection volume to accommodate un-compacted plastic bottles. In Harrow we allocated 3 extra vehicles (an increase of 50%). This year was the first period of hot weather we have had since the introduction of plastic bottle recycling. In retrospect, we did not have sufficient experience of the collection of plastic bottles in hot weather and did not have sufficient collection infrastructure in place.

Experience from other councils, who have introduced compulsory recycling is that the change results in a 17% increase in recycling. It was therefore envisaged that the 3 additional vehicles would provide sufficient capacity to deal with both the introduction of plastic bottles and compulsory recycling. This has not proved to be the case. The inclusion of plastic bottles led to a very significant increase in the volume of plastic bottles being collected. Plastic bottle tonnages increased by 200 to 300%. The increase was much larger than anticipated and has affected service delivery in the short term.

Harrow is the first council to apply compulsory recycling to plastic bottles whilst at the same time restricting the capacity of the Waste Bin. This, possibly combined with the World Cup and the heat-wave during July, has resulted in a significant increase in the amount of waste being collected. Overall tonnages in July increased by 23%. Plastic bottle and can tonnages increased by 250%. Textile tonnages have doubled. However it is the increase in volume - particularly of plastic bottles that has been the most difficult aspect of this change to manage.

As indicated above, it needs to be recognised that the launch of these changes coincided with the heat –wave in July with exceptional temperatures being recorded over a prolonged period. Not only did this have an impact on the number of plastic bottles and drinks cans to be collected but it also affected our collection crews who were working in very uncomfortable conditions over a full working day.

This increased workload of the Green Box crews and resulted in a situation where crews were unable to complete their allocated work. From 1 August, two additional vehicles have been provided to ensure collections are made on time. However we have experienced difficulties in obtaining drivers for these vehicle with the result that, initially, they could not always be sent out. Where collections have been delayed, we have utilised overtime working at the weekends to catch-up. There are now 12 rounds operating on the Green Box. In the current year this will cost an additional £150k. This has been possible as a result of staff support from within Public Realm Services. In the

long-term this is not sustainable. If 12 rounds continue into 2007/8 the cost will rise to £500k. See section 2.14 for financial implications.

There are significant manual handling implications of this increased workload, which the unions have identified as an issue. The additional vehicles have helped to alleviate this but there remains an underlying issue in respect of the use of Green Boxes and manual handling.

The increase in the number of Green Box vehicles and the very significant increase in the volume of waste being collected has meant that the number of Green Box lorry movements at the civic amenity site increased a maximum of eighteen a day to a minimum of 36 and as high as 50. This placed significant pressure on site staff and also affected turn-round times for the Green Box vehicles. Vehicle movements for the collection of the materials from the site have also increased. These problems have been resolved to some extent by changing management procedures but turn-round times for Green box crews remain unpredictable.

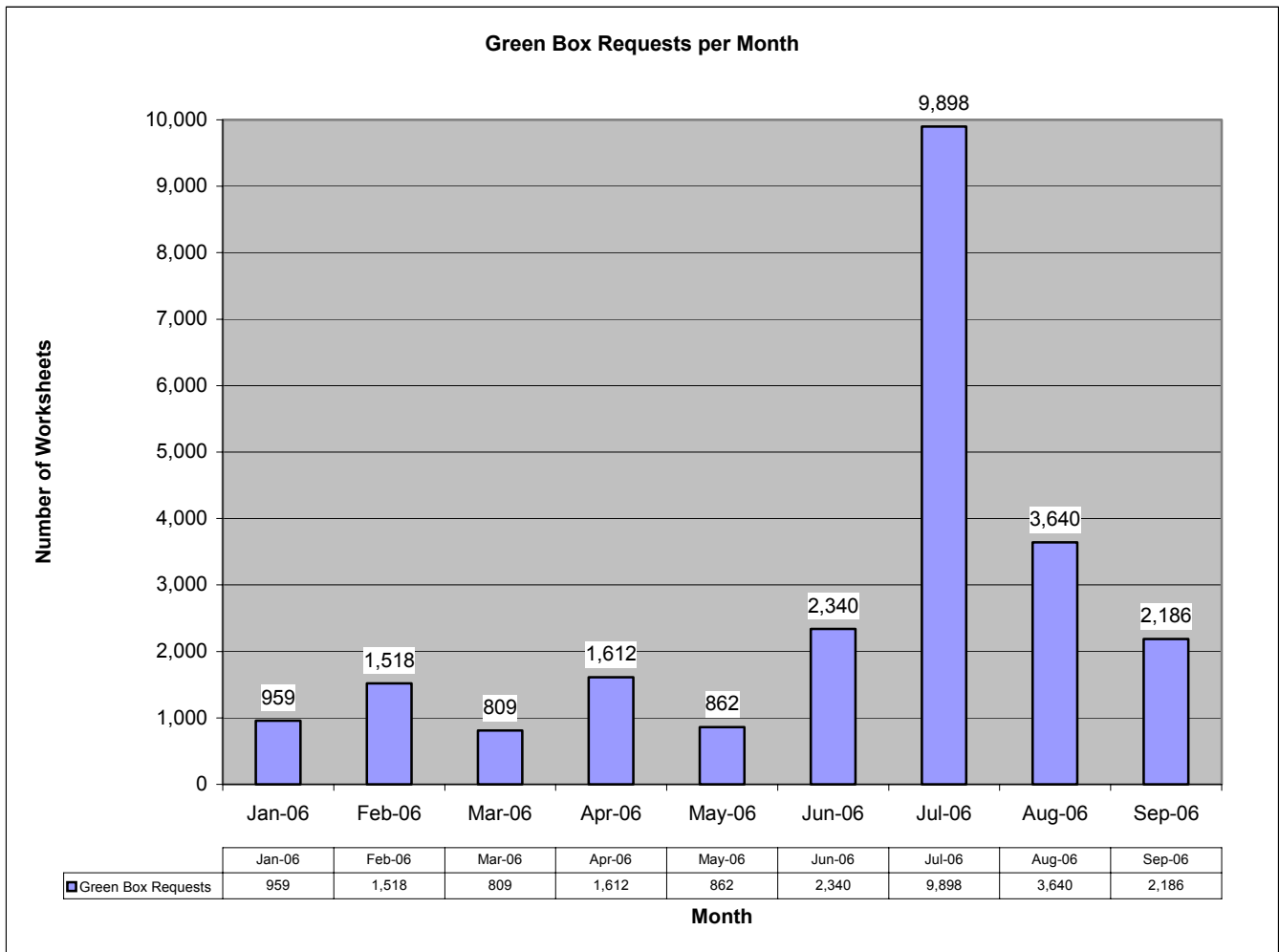
On a separate issue WLWA have, in the past, sent mixed waste from the civic amenity site to a dirty MRF for further sorting. This has generated about 300 tonnes a month of additional recycling – equivalent to an annual rate of 3.5%. This has only applied to Harrow. WLWA decided in May that the cost of this operation could no longer be supported. This has had the effect of reducing our base recycling rate by 3% this year. Thus the current rate of 30% represents an increase in recycling of approx. 6.3% compared to last year. We are seeking to have this provision reinstated and expanded to all civic amenity sites in the WLWA area – as part of the joint waste strategy.

In conclusion, the adoption of compulsory recycling has been highly effective in driving an increase in the amount of waste collected by the Green Box scheme but has been accompanied by significant operational issues for both the collection crews and the civic amenity site.

### **2.13.2 Green Box deliveries.**

The increase in materials has been accompanied by a strong demand for additional Green Boxes. We delivered 8000 boxes in July and, as of 10 August, we have received requests from customers for a further 9,000 boxes. We have 12,000 boxes on order with the first 3,000 being delivered on 10 August. By comparison, in 2005/6 we delivered a total of 10,000 boxes. New requests for boxes are continuing at about 100 a week. This level of demand was equivalent to delivering a new box to every third house, since 3 July.





To date, Green Boxes have, to date, been supplied FOC. It is intended to introduce a charge of £5 from April 2007.

The take-up of compost bins has also been very successful. In July and August we received requests for approx. 2000 composters. This is an important success for our waste minimisation efforts. Under the previous scheme we had delivered approx. 12650 composters in ten years. However take up in recent years had been low.

**2.13.3 Review of Green Box Scheme:** The report to Cabinet, in June 2006, included the following paragraph: -

“Green Box was first introduced in 1998. The service was phased in over a three-year period. The first four rounds were funded by central government and purchased outright. These vehicles have all been retired and replaced with vehicles on ad-hoc hire. The introduction of plastic bottle recycling has meant that three additional vehicles have been added to the fleet (on ad-hoc hire). Three other vehicles are provided by Fraikins under contract hire – and these are approaching the end of their life. Overall ad-hoc hire rates are more expensive that contract hire rates. We are therefore in the position where the entire fleet needs to be replaced , or soon will be.

The following issues need to be explored:

- Frequency of collection (weekly or fortnightly)
- Range of materials
- Green Box, plastic sack or wheeled bin

- Manual handling considerations ( a report by HSE on Manual handling in kerbside collections has just been published and its recommendations will need to be taken into account in this review)
- Need for a MRF (Materials Recycling Facility)
- Impacts/effects on Waste Bin collections
- WLWA joint waste strategy

It is recommended that a wide-ranging review be undertaken to address these issues with a final report back to Cabinet in September 2007. The review will need to include discussions with WLWA and potential private sector partners.”

The increased number of boxes in use is a factor in considering any manual handling implications. The events since 3 July have highlighted the problems with the Green Box system and accelerated the need for a review. It seems clear that, if we are to continue to collect plastic bottles, we will need to adopt a more efficient collection system and/or move to weekly collections.

**2.13.4 Weekly collections v. fortnightly :** As set out in the report on the joint waste strategy (elsewhere in the agenda), the Mayor for London’s view is that Londoners should receive a weekly collection of recyclable waste (i.e. paper, glass and cans) and he has reiterated that view in his comments on the joint waste strategy. Changing to weekly collections is a potentially expensive option. See options in Section 3.

One of the issues highlighted by the change has been the volume of waste to be stored. Fortnightly collections using the Green Box have undoubtedly increased the demand for boxes and they are visually intrusive on the street scene.

Weekly collections, using the Green Box, would halve customer’s storage problems and reduce demand for additional boxes. However it would require the provision of a larger Green Box fleet – possibly up to 18 vehicles (double the budgeted fleet). This could be reduced if the waste were to be co-mingled (i.e. not sorted) and sent to a Materials Recycling Facility (MRF).

A standard wheeled bin is 240 litres (approx five times larger than a Green Box). If we were to introduce to a third wheeled bin, we could probably maintain fortnightly collections. Wheeled bins mean that the material collected must be sorted in a MRF. Use of wheeled bins would mean that the number of vehicles could be reduced – probably to six vehicles.

**2.13.5 Range of materials:** One of the complaints about the existing collection schemes in Harrow and a number of authorities is that the rules for recycling are complicated. This reflects the lack of a recycling culture in the UK. On the continent and in top-performing councils, this recycling culture is better established and less contentious. Our publicity in this area has been extensive and has been criticised as being both too simplistic (i.e. not enough detail) and too complicated. It should be noted that the complexity of this issued was recognised in April 2005, when the Cabinet approved the appointment of a specialist public relations consultant, TaylorSyms, to run the publicity/education programme.

Recycling systems are inevitably more complicated that the systems that people have been used to. The simplest system. Only using one waste bin, is also the worst environmentally. To a large extent introducing recycling schemes is a continuous education process.

The materials we collect is determined by a range of factors: -

- Type of collection vehicle
- Markets for the collected material
- Availability of MRFs.

The existing Green Box scheme started out with the collection of paper, glass and cans. Over time we have added textiles, WEEE and plastic bottles. Quality control is relatively simple as the collectors reject incorrect materials. However the change in July did highlight three problems with the current system: -

- Excessive volume of un-compacted plastic bottles
- Limited storage space for textiles; and
- Limited space for WEEE

Collection of co-mingled recyclables and subsequent sorting at a MRF could mean some changes to the range of materials we collect, and some simplification of the rules. The range of materials to be collected would be determined by what a MRF processes.

Textiles or WEEE are not normally process at a MRF. If we wanted to continue to collect these we would need to set up a separate collection scheme – possibly based on delivering a bag for residents to set out a few days later.

A MRF would be able to process a wider range of paper and cardboard and (possibly) juice cartons. Bottle tops from plastic bottles would probably also be included.

**2.13 Box , plastic sack or third wheeled bin:** Plastic sacks are used in a number of boroughs to collect recyclable waste. They do represent an on-going cost in the provision of sacks. For 65,000 homes we would need to supply 3.34m bags a year. This has significant revenue implications. Bags would need to be collected weekly and also present serious manual handling implications. Their use is not recommended.

Box systems are used by a majority of councils that collect dry recyclable materials. They offer good quality control, small start-up costs and can be introduced where MRF capacity does not exist. The use of boxes involves a significant amount of manual handling in terms of lifting and carrying the box, and sorting of materials. For start-up schemes with a limited range of materials and relatively low participation rates they are a cost-effective solution. In terms of Harrow's scheme, we have probably developed to the position where a box system is no longer appropriate.

One of the complaints about the current scheme has been the adverse visual impact of a number of Green Boxes outside each house and the litter problem caused by paper and plastic bottles escaping from the box.

Provision of a third wheeled bin would eliminate the current manual handling concerns and provide additional storage capacity for residents and resolve concerns about visual impact and litter. A number of councils use a blue wheeled-bin for this purpose. A disadvantage of such a change would be that some areas of the borough would find three bins difficult to accommodate. We could continue to use boxes in these areas – possibly in conjunction with a slave bin. The use of a wheeled-bin requires a MRF for subsequent sorting of the materials.

The Capital cost of a change to wheeled bins would be approx. £1m. This could be part-funded by the Performance and Efficiency grant that we currently receive from the government. However most would need to be funded by internal council capital funding.

**2.13.7 Kerbside sorting v. Co-mingled:** Kerbside sorting into a box has the advantage that collected materials are of good quality and there is no need for MRF capacity.

The advantage of co-mingled collections is that waste can be compacted in the collection vehicle. The current vehicles are making 3, 4 or 5 trips to the civic amenity site per day. This reduces available working time. Compaction vehicles allow volume reduction and results in fewer trips to tip. However trips would be longer so there is a balance to be drawn.

A disadvantage of co-mingled collections is that we would have to pay a gate fee for the collected waste and we would lose the income we currently have - principally from paper.

Current budgeted income - £150,000

Gate fee (£30/tonne) - £300,000

#### **2.14 Bring sites**

The impact of compulsory recycling on our Bring- bank sites was significant in July when people were unsure of the new system and we were experiencing significant problems with the Green Box service. There were also some instances of fly-tipping at these locations. These problems have largely been resolved. There remains a requirement for all these sites to be equipped with litterbins and for these bins to be emptied regularly. These issues are currently being addressed.

If the change to the Green Box scheme are agreed there will also be some scope to revamp both the Bring bank and the flats recycling scheme to move to mixed collections. This would allow the number of bins to be reduced and simplify the collection vehicles required.

#### **2.15 Press coverage**

The press, both nationally and locally, have taken a considerable interest in waste and recycling issues in recent months. Much of the national coverage has been negative, focussing on other parts of the country, where local authorities have had difficulties with their recycling collections.

The Harrow Observer, with the assistance of the council's recycling team and communications team, ran its Green Bee campaign in every edition for a year. This was aimed at a number of waste and other environmental issues. This was very successful in raising consciousness.

The launch of the new collection arrangements in July and the difficulties experienced in some areas raised considerable interest in the local press, with the Observer giving greater prominence to problems being experienced by some residents. Coverage by the Harrow Times was more supportive.

A publicity campaign to re-emphasise the importance of recycling and to further help people to identify the classification of recyclable items was launched in August with advertisements in the local press, including a "wrap around" in an edition of the Harrow Times.

#### **2.16 Reduction in Brown Bin frequency (Nov to Easter) and Christmas/New Year break**

The report to Cabinet in June indicated that the frequency of the Brown Bin would be changed at the end of November until Easter to reflect lower demand for the service as a result of the reduction in garden waste. A number of comments have been received that this is an un-necessary change that customers will find confusing. The change was

intended to allow the continuation of all the collection services across the Christmas/New Year holiday period. This is still seen to be an important objective.

However, the change carries with it a risk that people will be confused. It is therefore recommended that this change is not implemented. Managers believe that the continuation of all the collection services across the Christmas/New Year holiday period will still be achievable.

## 2.17 Summary of implementation costs

The following costs are based on the continued use of Green Boxes and 12 Kerbsider collection vehicles. I.e. using our current collection method. It represents a worst-case scenario.

<b>A. Current method</b>	<b>2006/7</b>	<b>2007/8</b>	<b>2008/9</b>
<b>Additional costs</b>			
- Call centre	150	0	0
- Green Box overtime (July and August)	70	0	0
- Additional Green Box rounds (three)	170	500	500
- Waste Bin pick up	35	0	0
- Brown Bin clearance	10	0	0
- Transfer of Performance and Efficiency grant to GLA	0	0	220
<b>Sub-total</b>	<b>435</b>	<b>500</b>	<b>720</b>
<b>Additional income/ Savings</b>			
- Paper recycling	-10	-15	-15
- Section 52(9) payments	-60	-90	-90
- Delay to flats recycling (to April 07)	-150	0	0
- Scrap metal income	-25	-30	-30
- Defer bin repairs	-20	0	0
- Reduce one Brown Bin round	-60	-180	-180
- Trade waste income	0	-200	-300
- Sale of Green Boxes (£5)	0	-5	-5
- Sale of Waste Bins (£80)	0	-30	-30
- Sale of Brown Bins (£30)	0	-5	-5
<b>Sub-total</b>	<b>-325</b>	<b>-555</b>	<b>-655</b>
<b>TOTAL</b>	<b>110</b>	<b>-55</b>	<b>-65</b>

Changes resulting from a phase introduction of Blue Bins, growth in number of households etc.

<b>B. Changes and growth</b>	<b>2006/7</b>	<b>2007/8</b>	<b>2008/9</b>
<b>Additional costs</b>			
- MRF gate fees	77	360	360
- Loss of income	38	150	150
- Growth in no. of households*		150	
- Flats recycling*			150
<b>Sub-total</b>	<b>115</b>	<b>660</b>	<b>660</b>

<b>Additional income/ Savings</b>			
- Change to GB fleet	-170	-520	-520
<b>Sub-total</b>	<b>-170</b>	<b>-520</b>	<b>-520</b>
<b>TOTAL</b>	<b>-55</b>	<b>140</b>	<b>140</b>
<b>NET TOTAL (A plus B)</b>	<b>55</b>	<b>85</b>	<b>75</b>

\* Growth in the number of households means that these increase are unavoidable growth.

**Note: The above does not include:-**

- **Changes in the levy to WLWA**
- **The effects of LATS or EU fines**

### **Section 3: Options for developing the service**

In considering the options for the future, the issues have been divided into four main areas: -

- Flats
- Compulsory recycling and enforcement
- Waste Bin/Brown Bin
- Green Box

#### **3.1 Flats**

Reorganising the Waste collection rounds into Waste Bin rounds and “flats” has required a fundamental reorganisation. This has been completed successfully and there is no need for any further major change. Managerial changes now mean that flats, trade refuse collections and recycling bank and commercial recycling collections now all report to the same manager. The workload of these crews will be integrated further to ensure that they work as efficiently as possible. This will include the establishment of separate cardboard collections as agreed by Cabinet in June.

The overall situation with regard to collections from flats is now stable. No change is recommended. However the continued growth in the number of households in the borough means that additional resources will be required in 2007/8 and 2009/10 to ensure that the service can continue.

#### **3.2 Compulsory Recycling and Enforcement**

The basis of the campaign for 2004/5 was winning the hearts and minds of our customers. To some extent the introduction of compulsory recycling and the threat of £1000 fines has been counterproductive. Whilst our publicity will continue to reinforce the responsibility of all to be proactively involved in the responsible management of their waste, we will make it clear that, at this stage, the council will only use prosecutions, for a failure to recycle, as an action of last resort.

We will continue to work with our customers to provide advice where it is not possible to collect their waste because of customer error. We will provide an initial free collection to rectify this type of problem. However where the problem continues the £20 charge to cover our additional costs will be applied if customers want us to return to make an unscheduled collection.

We will endeavour to work closely with customers who are unwilling to make the changes or to cooperate and will apply existing legislation where this is necessary. Such action will be the final action at the end of a process that will ensure that the customers involved are aware of the issues involved.

The council will be consulting with residents with regard to an Envirocrime Enforcement Policy, which will include the enforcement of fly tipping and misuse of bins, side waste etc during the autumn with a view to implementing an enhanced enforcement regime, including the use of Fixed penalty Notices, from April 2007. This will enable the council to assess public opinion and ensure that residents are properly consulted in advance of the implementation of any formal enforcement regimes.

### 3.3 Waste Bin/ Brown Bin

There are three options: -

**Option A: Amend the existing scheme** i.e. Continue with Weekly Brown Bin; Alternate week Waste Bin;

Kitchen waste collected in weekly Brown Bin

The council needs to give further consideration to the collection of occasional excess waste put out for collection in a tied black plastic bag. Compulsory recycling (paper, glass, cans and plastic bottles) should continue

- No change to recycling rate
- No change in fleet
- Additional collection costs – NIL
- LATS implications – NIL

**Option B: Change back** Weekly Waste Bin; Alternate week Brown Bin; Kitchen waste collected in weekly Waste Bin.

Reintroducing the previous collection pattern would be relatively simple as both the Brown Bin and the Waste Bin rounds serve the same areas. The change would produce a reaction from those people who are now using the new system without difficulty and who can see the environmental benefits. Under this change kitchen waste would most probably revert to the weekly bin, the recycling rate would decrease and this would increase our liabilities under LATS.

- Retain limit of one Waste Bin;
- Allow additional Brown Bin – subject to payment of £50.
- Reduction of 5% recycling
- No change in fleet
- Additional collection costs – NIL
- LATS increase - £500k pa (as allowances fall)

**Option C: AWC** Alternate week Brown Bin; Alternate week Waste Bin; Kitchen waste would effectively be collected in either bin.

This change follows best practice in that it minimises collection costs, while maximising the amount of recycling. It would be another significant change for residents and may be a step too far at this stage. If this were to be adopted, we should aim for a changeover in April next year.

- Allow for additional bins as above.
- Reduction of 2.5% recycling
- Reduction of six vehicles in fleet
- Reduced collection costs - (£500k)
- LATS increase - £250k pa (as allowances fall)

### 3.4 Green Box

Members are reminded that the Mayor for London's Waste Strategy envisages that collections of dry recyclables are made weekly. See the report on the WLWA joint strategy, elsewhere on the Agenda.

There are four options: -

**Option 0:** Retain Green Boxes; Collect Plastic Bottles; Collect alternate weeks

- No change in recycling rate
- Sort at kerbside;
- Non compaction vehicles
- No increase in fleet (i.e. 12 kerbsiders). Costs as set out in 2.15.

**Option 1:** Retain Green Boxes; Stop collecting plastic bottles; Collect alternate weeks

- 1% reduction in recycling
- Sort at kerbside
- Non compaction vehicles
- Reduce fleet to ten vehicles - (£200k)
- Reduced processing costs of - (£60k)

**Option 2:** Retain Green Boxes; Collect Plastic Bottles; Collect weekly

- No change in recycling rate
- Sort at kerbside;
- Non compaction vehicles
- Increase fleet by 6 vehicles - £900k (This would require growth in the budget.)
- NB. This could only be implemented in conjunction with weekly collections of the Waste Bin.

**Option 3.1:** Change to wheeled bins; Collect plastic bottles; Collect weekly

- Some increase in recycling
- Capital cost of £1m
- Collect co-mingled; Include cardboard and drinks cartons;
- Use MRF to sort. Note: Grundons at Colnbrook will have a facility available from November 2006 to accept paper, card, plastic bottles, glass, cans and drinks cartons;
- Change fleet to (12) compaction vehicles) – 360k growth
- Gate fees/ loss of income etc.. - £450k.
- I.e. Total growth of £810k per year (weekly collections) - unbudgetted



**Option 3.2:** Change to wheeled bins; Collect plastic bottles; Collect fortnightly

- Some increase in recycling
- Capital cost of £1m
- Collect co-mingled; Include cardboard and drinks cartons;
- Use MRF to sort. Note: Grundons at Colnbrook will have a facility available from November 2006 to accept paper, card, plastic bottles, glass, cans and drinks cartons;
- Change fleet to (6) compaction vehicles - (£520k) saving
- Gate fees/ loss of income etc.. - £450k.
- I.e. a net saving of approx. £70k per year (fortnightly collections)

This option carries a risk in that it does not comply with the Mayor's stated preference for weekly collections.

## Options based on change in financial position set out in 2.17 above

	<b>Recyclables: Option 0</b> Retain Green Boxes. Plastic bottles? YES Collect alternate weeks  No reduction in recycling  Costs as per para. 3.8 NIL increase	<b>Recyclables: Option 1</b> Retain Green Boxes. Plastic bottles? NO Collect alternate weeks  1% reduction in recycling  Saving: Fleet - (£200k) Processing - (£60k)	<b>Recyclables: Option 2</b> Retain Green Boxes. Plastic Bottles? YES Sort at kerbside Collect weekly No effect on recycling rate  Cost: Fleet - £900k Processing - NIL	<b>Recyclables: Option 3.1</b> Wheeled Bins Plastic Bottles? YES Co-mingled: Use MRF; Collect WEEKLY Possible small increase in recycling rate (0.5%). Add fleet costs - £360k Processing - £450k Capital £1m	<b>Recyclables: Option 3.2</b> Wheeled Bins Plastic Bottles? YES Co-mingled: Use MRF; Collect fortnightly Possible small increase in recycling rate (0.5%). Saving Fleet - (520k) Processing cost - £450k Capital £1m
<b>Option A: Amend the existing scheme</b> Weekly Brown Bin Alternate week Waste Bin Allow for occasional additional excess waste to be collected. No effect on recycling rate Cost: collection – NIL LATS - NIL	No change in recycling rate   NO Additional cost No LATS implications	<b>NOT PRACTICAL</b> Insufficient space in Waste Bin	No change in recycling rate   Additional cost - £900k pa No LATS implications	Some increase in recycling rate   Capital cost £1m  Add costs - £810k pa No LATS implications	Some increase in recycling rate   Capital cost £1m  Net saving - £70k pa No LATS implications
<b>Option B: Change back</b> Weekly Waste Bin Alternate week Brown Bin Retain limit of one waste bin. Allow additional Brown Bin. Reduction of 5% recycling Cost: collection – NIL LATS - £500k	Reduction of 5% in recycling rate. Loss of food waste from recycling would have LATS implication as landfill allowances reduce.  NO Additional cost Increase in LATS costs	Reduction of 6% in recycling rate. Loss of food waste from recycling would have LATS implication as landfill allowances reduce.  Net saving of £260k pa reducing as LATS costs increase	Reduction of 5% in recycling rate. Loss of food waste from recycling would have LATS implication as landfill allowances reduce.  Additional cost - £900k pa increasing as LATS costs increase	Reduction of 4.5% in recycling rate. Loss of food waste from recycling would have LATS implication as landfill allowances reduce. £1m capital costs. Add costs - £810k pa reducing as LATS costs increase	Reduction of 4.5% in recycling rate. Loss of food waste from recycling would have LATS implication as landfill allowances reduce. £1m capital costs. Net saving - £70k pa reducing as LATS costs increase
<b>Option C: AWC</b> Alternate week Brown Bin Alternate week Waste Bin Kitchen waste in either bin. Allow for additional bins Reduction of 2.5% in recycling rate Cost: Collection - (£500k) LATS - £250k	Reduction of 2.5% in recycling rate. Loss of food waste from recycling would have LATS implication as landfill allowances reduce.  Net saving of £500k pa reducing as LATS costs increase	<b>NOT PRACTICAL</b> Insufficient space in Waste Bin	Reduction of 2.5% in recycling rate. Loss of food waste from recycling would have LATS implication as landfill allowances reduce.  Additional cost - £400k pa Increasing as LATS costs increase	Reduction of 2.0% in recycling rate. Loss of food waste from recycling would have LATS implication as landfill allowances reduce. £1m capital costs. Add costs - £310k pa reducing as LATS costs increase	Reduction of 2.0% in recycling rate. Loss of food waste from recycling would have LATS implication as landfill allowances reduce. £1m capital costs. Net saving of £70k pa reducing as LATS costs increase

### **3.5 Lids for Green Boxes**

Since the start of the Green Box Scheme in 1998, there has been continued demand for the council to provide lids for the boxes. The provision of lids has not been an essential element in the scheme to date and the council has taken the view that the cost of lids should be borne by people who specifically want a lid as opposed to the general council tax payer.

The addition of plastic bottles and the introduction of compulsory recycling has increased the volume of waste being collected by (and stored in) the box. A number of complaints and comments have indicated that this is unsightly (to the street scene) and causes litter problems (with light plastic bottles being blown out of the boxes).

If Green Boxes are retained, it may be appropriate to provide lids FOC from now on – particularly if fortnightly collections of the Green Box are continued. If the frequency of collections were to be increased to once a week, lids may not be necessary.

If one lid were provided to each household the cost would be approx. £160k. This is not recommended

A change to a third wheeled bin would mean that this option is no longer required.

### **3.6 Textiles and WEEE collections**

Textiles and WEEE were added to the Green Box scheme over a period of time to utilise spare capacity. As indicated in para. 2.12.5 the collection of textiles and WEEE with the current vehicles is a problem due to the limited storage capacity on the vehicles. A move to co-mingled collections would mean that both these materials could no longer be collected with the main dry recycling schemes.

There are two options: -

- Stop collecting WEEE. There is no legal obligation to collect WEEE although there will be an obligation on manufacturers and retailers from next year. Residents could take this waste to the civic amenity site but it is more likely to end up in the Waste Bin. Some of these items are regarded as hazardous waste because of the components in them. If they did end up in the Waste Bin there would be no obligation to recover the items for recycling. The cost of setting up a separate collection service would be approx. £120k. Income would be minimal. There are no LATS implications of stopping kerbside collections. It may be possible to distribute send-back envelopes for mobile phones etc in Harrow People to partially replace this service.
- Stop collecting textiles. The low cost of clothing is driving a change in people's attitudes to clothes and this is being seen in an increase in the amount of clothes being recycled. The move to compulsory recycling resulted in a doubling of textiles being collected. This material would probably end up in the Waste Bin if not collected. 50% of textiles is regarded as biodegradable waste. However because of the relatively low tonnages involved any impact in terms of LATS would be limited – probably of about £5k per year. There are a number of charities and private companies who already provide a door-to-door collection service for textiles. The council should investigate a partnership arrangement with a national charity to continue to collect textiles.

### 3.7 Disposable Nappies

If the Waste Bin were to revert to weekly collections none of the following options would be needed. If we continue with fortnightly collections of the Waste Bin there are two options: -

- No change: i.e. continue to provide additional waste bin capacity and collect fortnightly
- Provide a weekly Nappy collection service: i.e. provide a separate wheeled bin with red lid and collect once a week with a separate vehicle. Cost: - £150k. pa

The second option is not recommended.

### 3.8 Performance management / Improving IT

Performance management in the waste management service is a key priority for the council due to the universal nature of the service and the increasing complexity of the collection systems. Over 150,000 collections are made from households, businesses and schools each week. The monitoring systems are dependent on manual recording of non-collections by crews and reporting of missed collections by customers. The provision of the waste management service is a significant logistical operation that is still using systems that predate the introduction of IT. In addition the collection systems have become more complicated and interwoven.

Although a start has been made in establishing a customer database (via the MVM system), the lack of modern IT systems in the waste management service is an issue that needs to be addressed, at some time, in the future.

Performance management reports need to be developed that allow performance to be mapped to crews and geographical locations/wards etc. This can be done using existing technology but will be difficult and time-consuming to undertake on a regular basis. More automated systems must be the ultimate aim.

Integrating some or all of the following technologies, with MVM, would enable us to deliver a truly customer-focussed service:

- RFID tags. These allow bins to be identified and allocated to individual addresses. Contrary to recent press reports they are not able to identify what the contents of a bin are. At present approx. 40,000 Brown Bins are fitted with tags. The tagging of all bins would allow us to positively identify the owner of each bin. Collection vehicles equipped with readers would allow each collection to be positively recorded. Where appropriate, it is possible to record the weight of each bin as it is emptied. Bin lifts could automatically not empty trade bins that were in arrears.

Retrofitting of tags to existing bins would be necessary before any widespread introduction of modern systems. There are approx. 75,000 old green wheelie bins and 25,000 Brown Bins that would need to be retrofitted.

In addition to the fitting of tags, a database would need to be established that linked all tagged bins to particular addresses

- GPS and Route planning software. This would allow bin tags to be compared with locations to help identify stolen bins. It would also assist the optimisation of collection rounds
- Mobile working. Real time information exchange between collection vehicles and the MVM system would provide call centre staff with significantly improved information – with a possible link to the website for customers to access their own information.

- Quality control. With every property and bin linked to a collection round quality control of collection rounds, crews would know which bins had been missed and could rectify errors and omissions before returning to the depot. Quality control would be significantly improved.

Some of the above are to be addressed by BTP as part of the mobile working programme. A further report to Cabinet on this will be made once some additional work has been completed.

### 3.9 Moving Forward

The table in section 3.4 sets out all the options available.

It is suggested that the shaded options should not be pursued either by reason of cost or impracticability.

#### 3.9.1 Waste Bn

Option C (full AWC) is probably not acceptable to the public.

Option B (weekly Waste Bin) would mean lower diversion rates for organic waste and this would result in increased LATS costs (and possible fines from the EU/central government).

**Option A: Retain the existing frequency** Amend the existing scheme. Is therefore recommended.

#### 3.9.2 Dry recyclables

There are two options for the collection of recyclables:

- Option 0 (No change) – No additional costs
- Option 3.2 (change to wheeled bins) – a “saving” of £70k

Option 3.2 offers the better prospect of delivering a reliable, high quality service. However there is a substantial capital cost involved of £1m – for the purchase of the third wheeled bin. Blue bins will offer the majority of residents an improved service for the collection of dry recyclables and help to reduce the visual impact, in some areas, of a multiplicity of Green Boxes and wind-blown litter.

There are two issues to be resolved: the collection of co-mingled (mixed) materials and the provision of a third wheeled-bin.

**Co-mingled:** Changing to a co-mingled collection, using the existing boxes is the first step. An operational trial (covering 11,000 households) should be undertaken in November to confirm that the system is practical. We will need to identify a suitable contractor and obtain their agreement to accept our waste. If the operational trial is successful the change to co-mingled collections will be carried out in December/January.

**Blue Bin:** It is recommended that an operational trial (covering 11,000 households) be undertaken in the new year to determine how best to implement the change. Because of different sizes of front garden, it is likely that there will be a preference in some areas to retain boxes. However most people can be expected to change.

Because of the capital expenditure involved, it may be the case that the third bin may need to be phased in over an extended period. This would mean a degree of “mixed economy” for a period of time with both Blue bins and Green Boxes being used in the borough

## **Section 4: Financial Comments**

The financial implications are set out in the body of the report. The different options are summarised in the table above. The recommended options are;

Option A - Amend the existing scheme with no effect on recycling rate and no additional costs.

Recyclables: Option 3.2 – Change the Green Box to wheeled bins, collect plastic bottles, collect fortnightly. The impact on revenue is a net saving of £70k. This scheme would also incur capital costs of £1m. Currently we have £397k funds available in 2006/07 comprising £233k Waste Performance Efficiency Grant and £164k Harrow funding available. A further £233k for the Waste Performance Efficiency Grant is expected to be available in 2007/08. This would leave a shortfall of £370k which will have to be bid for as part of the MTBS submission.

## **Section 5: Legal Comments**

It is lawful for the Cabinet to make the proposed decisions.

## **Section 6: Equality Impacts**

The delay in the introduction of phase 2 of the flats recycling scheme (until April 2007) will mean that affected residents will continue to have a lower level of access to recycling facilities as a result.

The change to a third wheeled bin (Blue Bin) will improve the manual handling required for the storage and collection of recyclable waste from households. Residents who currently struggle with the Green Box scheme, because of disability or frailness will benefit from this change (as will collection crews). Where space is limited the Green box may need to be retained for practical reasons. Assisted collections will continue to be provided where appropriate.

## **Section 7: Section 17 Crime and Disorder Act 1998 Considerations**

The improved storage arrangements provided by the Blue Bin scheme will mean that waste is better contained and this will help to improve the general street scene.

## **Section 8: Consultation**

Copies of the early drafts of this report have been distributed to both Unison and GMB during its development..

At the time of writing, detailed comments have not been received. Any comments will be tabled at the meeting.

## Appendix A – Recommendation to June 2006 Cabinet

1	A	Agree that the change in collection frequency be implemented in July 2006	July 2006
2	B	That the three strikes policy is discontinued. Contaminated bins would be subject to the £20 collection charge.	July 2006
3	C	That the council agrees in principle to implement the powers in the Clean Neighbourhood Act to issue FPNs to residents who do not properly segregate their waste and that officers prepare a report on the process to be adopted	July 2006
4	D	That the council agrees in principle to implement the powers under the Environmental Protection Act to introduce compulsory recycling and that officers prepare a report on the process to be adopted	July 2006
5	F	Members are asked to confirm that the council will actively support the prosecution of people who physically abuse the workforce in accordance with the council's Policy on Assaults on staff in the course of their duties, and will seek to publicise any successful prosecutions.	Immediate effect
6	G	That biodegradable and compostable bags, complying with EN 13432, be made available to residents - subject to a charge	July 2006
7	H	That officers investigate the options for providing a chargeable bin washing service to be run at nil cost.	September 2006
8	I	The policy to allow residents to exchange Waste Bins for Brown Bins is discontinued and households are restricted to one Brown Bin each	Immediate effect
9	K	The home compost scheme be continued but on the basis that the compost bins will be provided free of charge, to encourage take up of the scheme and reduce the overall amount of waste handled by the council.	Immediate effect
10	L	Residents requiring additional capacity to deal with disposable nappies be provided an additional bin subject to a quarterly hire charge (of £20) for a period of up to two years, which will be emptied once a fortnight	July 2006
11	L	In conjunction with the above recommendation, a Real Nappy officer be recruited, on a two-year contract, to promote the take-up of reusable nappies by parents, the health service and baby-care professionals.	July 2006
12	M	Harrow will work closely with the West London Waste Authority to find alternative composting sites in the short term, and In the medium term work to identify and procure permanent additional, local capacity.	Immediate effect
13	N	The weekly Brown Bin service be collected fortnightly from the end of November to the end of March (or Easter – whichever is earlier) each year (alternating with Waste Bin collections).	Christmas 2006
14	N	That collections of the Brown Bin, Waste Bin and Green Box service continue throughout the Christmas/New Year period (on a two-week cycle).	Christmas 2006
15	O	That a separate collection round be provided, once a week, for the collection of cardboard. Collection charge to be £7.00 per 1100/1280 litre bin. This service would be available to	Autumn 2006

**Appendix A – Recommendation to June 2006 Cabinet**

		businesses, schools etc.	
16	P	That a review of the Green Box/ Waste Bin service be conducted to determine the best options for developing the service, with a report back by September 2007	September 2007
17	App B	Agree the publicity programme set out in Appendix B	Immediate effect
18	App C	To note the revised public realm maintenance standards following the reduction in budget.	Immediate effect
19	Sec 3	To note the desirable list of service objectives for public realm maintenance set out in Section 3	Immediate effect
20	Sec 3	To note the proposal to integrate service delivery of waste management and public realm maintenance in the Autumn of 2006.	Autumn 2006



## Appendix B – Recommendations to April 2005 Cabinet

No.	Description	Ref. Para. Appendix A
1	As an interim measure green wheelie bins to be collected weekly for a period of 18 months.	1, 3
2	Similarly, as an interim measure, collect the Brown Bin on an alternate-week basis.	1,2,3
3	Continue to collect the Green Box on an alternate-week basis – alternating with the Brown Bin.	1
4	Confirm that it is the council's medium term aim to change the frequency of collection of the Brown Bin (to weekly) and the green wheelie bin (alternate weeks). The changeover would need be dependent on the successful completion of items 7 to 12, coupled with the extensive publicity and re-education campaign (item 6). The change to be introduced in the autumn of 2006 or early 2007, subject to confirmation by Cabinet.	2
5	Confirm that the number of green wheelie bins is to be limited to one per household for all new developments. Households with more than 5 people will be allowed one additional bin subject to payment of the appropriate charge.	4E
6	Introduce a sustained 18-month campaign to ensure that the public fully understands the issues involved in changing the waste management system in Harrow.	10, 4C
7	Confirm materials to be collected in Brown Bin to be garden waste, kitchen waste and cardboard. Garden waste no longer accepted in the Waste (green wheelie) Bin.	1
8	Note that the Area Director (Urban Living) is to sign a contract for the deposit of waste, collected by the Brown Bin scheme, for in-vessel composting – as agreed in May 2004.	13
9	Complete introduction of Brown Bin across the Borough. Scheduled for completion by the end of June 2005	2
10	Increase participation in the Green Box scheme across the Borough to encourage households not currently using the scheme to do so (from October 2005) – as identified in the Scrutiny Review.	4G
11	Launch a service for the collection of plastic bottles from households (from October 2005) to encourage recycling and free capacity within the waste bin.	4G
12	Introduce electronic identification technology (e.g. bar-coding or similar) on Green Boxes to improve monitoring of participation.	7
13	Re-brand existing green wheelie bins as TRASH Bins to avoid confusion with the green colour and “green issues” and confirm that dark grey bins will be used, in the future, for new and replacement bins.	10
14	Introduce a recycling service for flats for three materials – paper, glass and cans/plastic bottles (From September 2005)	5
15	Improve the recycling centre service (bring banks) by replacing the current igloo based bank service with collections based on	6

## Appendix B – Recommendations to April 2005 Cabinet

	wheeled bins. Include the collection of plastic bottles (within cans) – From September 2005.	
16	Complete the alterations to the Civic Amenity Site – including the purchasing of two small parcels of land to the rear of 73 and 75 Cullington Close (by agreement with the owners) and alteration works to the site exit.	11
17	Note that all new wheeled bins are to be fitted with chips to enable the future introduction of automatic bin reading when the bin is emptied.	7
18	Confirm the current policy of providing financial support for people using reusable nappies (i.e. home laundered or laundry service) and increase the payment to (up to) £100 per family.	4D
19	Confirm existing two strikes and out policy for dealing with contaminated Brown Bins	4B
20	Note the moves to develop closer links with People First to encourage understanding and participation of children through the education system.	14
21	Review Risk assessments on the operation of alternate week collections of residual waste to ensure that the Health and Safety of the workforce is protected by appropriate measures, including training.	4C
22	Provide financial incentives in the form of prize draws for households participating in the Green Box and Brown Bin schemes.	7
23	In partnership with the WLWA and the development of their joint Waste Strategy consider the options for the provision of a MRF (Materials Recycling Facility) to process mixed recyclable materials. This will allow a wider range of materials to be collected and possibly allow the use of compaction vehicles for their collection.	12
24	Quarterly progress reports to be submitted to Cabinet during the 18 month roll-out period including monitoring the public response. Monthly performance reports, at ward level, to also be developed	
25	Cabinet to receive a follow-up report on the use and financial implications of providing free composting units	
26	Cabinet to receive a report on a strategy to encourage local businesses to reduce non-recyclable packaging	

## Appendix C – Results of Kitchen Waste Trial

- 1. Kitchen Waste.** The trial was comprised of two elements: - The addition of kitchen waste and card to the Brown Bin, which has not been controversial; and, the change of frequency of collections in one of the rounds, which has proved more difficult. The council should confirm, as an interim measure, that it will collect the green wheelie bin weekly and the Brown Bin fortnightly, alternating with the Green Box.
- 2. Change in collection frequency.** The addition of kitchen waste and card has led to an increase in the amount of waste being collected for composting in both rounds. If the frequency of collection is not changed, and the results were replicated across the whole of the borough, they would result in the diversion of an additional 1700 tonnes pa from landfill. This represents an immediate saving of £80k pa in Section 52(9) payments to WLWA and a potential saving of £250k pa in LATS liabilities. In a full year this change would mean that the council would achieve its statutory recycling target of 25.2% (in 2005/6). However the delay in rolling out the Brown Bin scheme across the whole borough, which should be completed by the end of June, means that (by itself) this change may not be sufficient to achieve the target in 2005/6.  
  
The change of frequency has had the most impact on people and has produced higher levels of waste diversion into the Brown Bin. This was anticipated at the beginning of the trial. The revised frequency effectively restricts capacity for the disposal of un-sorted waste and encourages people to divert organic waste into the Brown Bin (which is collected weekly). If these results were replicated across the whole borough they would result in the diversion of an additional 6400 tonnes per annum from landfill. This represents an immediate saving of £160k pa in Section 52(9) payments to WLWA and a potential saving of £1m pa in LATS liabilities.
- 3. Public Opinion/ survey.** The survey of public opinion shows that both the options produced an overall improvement in satisfaction with the service compared to the opinions expressed in BVPI 90(b). However satisfaction levels in Round 2 (unchanged frequency) were significantly higher and had a very high approval rating.

### % very satisfied or satisfied

Round 2	89
Round 1	71
BVPI 2003/4	68

#### 4. The change of frequency has produced a number of problems: -

- A. Contamination.** Incidents of contamination have largely been confined to these areas. This is either due to deliberate acts by residents (to bypass the restrictions on the capacity of the green wheelie bin) or by inadvertent acts (indicating a need for more information/education by residents). Some of these problems have occurred where the population is not settled and there is no apparent continuity from week to week.
- B. Enforcement.** The original intention at the start of the trial was to operate a “two strikes and out” policy where residents had used the bins incorrectly. (I.e. After the council has returned on two separate occasions to clear a contaminated bin, future problems would be the responsibility of the resident to resolve). This has not been a significant issue in Round 2. In Round 1 most residents have been able to use the system correctly, after initial problems, but there remains a hardcore of people who have continued to abuse the system and bins have been emptied on a repeated basis. Staff have worked extremely hard to resolve problems experienced by residents. This level of support

## Appendix C – Results of Kitchen Waste Trial

would not be sustainable if applied across the whole of the borough. If the changed frequency is adopted across the borough the council would need to operate the two strikes policy more effectively.

**C. Abuse.** It is unfortunately the case that abuse of the council's workforce by the public has been a feature of the trial in Round 1 – on the alternate week collection of residual waste. Managers and Unison have worked closely together to try to address the problem but the problem persists. Verbal abuse and threats are seen as routine by the waste collectors on this round. Physical abuse was a major problem at the beginning of the trial and there continue to be incidents of this nature – some of these are potentially very serious. The problem arises from excess waste, which the crews do not collect. If the change of frequency is adopted, the council will need to ensure that residents are aware of the changes (via a comprehensive publicity campaign). The council would also need to ensure that the system was flexible enough to allow people to adapt to the revised scheme.

The council will need to carry out a risk assessment and review its procedures for dealing with aggression by the public to ensure that appropriate action is taken where this does occur. Training of the collection crews, in methods of defusing aggression, will also be undertaken to ensure that they are equipped to deal with this type of problem where it does arise. It is anticipated that this will have knock-on benefits in other areas where abuse is a feature of the working environment (e.g. parking attendants). As part of the risk assessment the possibility of installing CCTV on the collection vehicles or using street wardens to act as independent witnesses to assist the prosecution of residents who abuse or assault our staff, will be investigated.

The council will also investigate what scope there is for co-operating with the Safer Neighbourhoods Policing Initiative where there is an identified hotspot of abuse.

**D. Disposable Nappies.** It was envisaged that the revised frequency would result in families using disposable nappies experiencing some difficulties with storage capacity. This has proved to be the case. Approximately 60 families have been provided with an additional nappy bin, which has been emptied weekly. There has been no charge for this service during the trial. All the people who have contacted us with this problem have been made aware of the £60 grant for the use of reusable nappies. Take up has been low but some progress has been made in this area. The increase in disposal costs as a result of LATS, means that this subsidy could be increased to (up to) £100 per family and this is recommended.

Other “unpleasant” items in the waste stream (e.g. cat litter, sanitary towels, etc.) do not appear to have caused problems during the trial – probably due to the smaller volumes involved.

The WLWA is currently in the process of developing its joint waste strategy. The council should seek to ensure that within the Strategy WLWA provides a comprehensive campaign to promote reusable nappies within the Health Service and other baby care service providers.

**E. Capacity of the waste bin.** The restriction on the waste bin has resulted in a significant number of people having problems with excess waste (which the council does not collect) This has occurred even where people recycle correctly using the Green Box and the Brown Bin to maximum effect. The main problem appears to arise from plastic bottles. This issue is discussed below. A small number of residents have purchased a second bin to provide the capacity or because they do not wish to recycle. This is in accordance with existing council policy but runs counter to the need to minimise waste. It is recommended that, from now, people are restricted to one 240 litre wheeled bin. Additional

## Appendix C – Results of Kitchen Waste Trial

bins could be allowed on the basis that households with five or more people are allowed one additional bin - subject to payment of a one-off charge (i.e. current policy)

During the introduction of the Brown Bin people are offered free exchanges of green wheelie bins for Brown Bins. This will continue.

**F. Smaller Brown Bins.** A small number of comments have been received concerning the provision of a smaller bin. When wheeled bins were first introduced the council provided people with the option of a 120 litre bin. These are no longer provided as an option as they are difficult for collectors to manoeuvre onto the bin lift. The point at issue arises in a small number of properties where residents have restricted side access (and wish to store the bin to the rear of their property) or where storage space in front gardens is very restricted. In these circumstances it is suggested that the council provides a 180 litre bin. This is marginally narrower but not as awkward for the collection crews as the 120 litre bin. The 180 litre bin is more expensive than the standard 240 litre bin. For this reason it should only be provided to residents with access or restricted front gardens.

**G. Plastics.** As indicated above, plastics, particularly plastic bottles, have created problems for people on the fortnightly waste bin collection. The Scrutiny Review identified that the public saw this as a major omission and feedback from people on the trial reinforces this (20 to 23% of people stated that they wished to see plastics recycled). The addition of plastic bottles to the Green Box scheme would affect the current efficiency of the scheme due to the high volumes/ low weight involved. However it now appears that the addition of plastics would be the catalyst for increased use of the Green Box scheme and is a pre-requisite for any change to the frequency of collection. It is recommended that the Green Box scheme be re-launched with the addition of plastic bottles to the existing materials.

The collection of plastics will add significant volume to the existing collection scheme resulting in additional costs. The exact method to be employed has yet to be agreed with the workforce. The options are set out in greater detail in Appendix A. In the short term introducing a reusable Bag for the collection of plastic bottles and cans would appear to be the most cost effective method. The additional collection costs could be contained within the existing budget as a result of increased savings in Section 52(9) charges resulting from the Brown Bin scheme. Purchasing reusable Green Bags would cost approx. £80k, which could be funded by a minor reallocation of the existing Urban Living capital budget. The West London Waste Authority has agreed to fund the transportation of mixed plastic bottles and cans to a local MRF for processing.

See also items 5 and 6, which envisage the collection of plastic bottles from flats and bring sites.

### 5. Flats

Flats represent approx. 20% of the borough's housing stock and, to date, the majority of these properties do not have access to kerbside recycling facilities. This is a major omission and has been commented on by the Best Value Inspectors, the Scrutiny Panel Review and residents. Officers have studied a number of other local authorities that operate systems for flats and have concluded that the scheme should be based on the collection of three material streams, newspapers and magazines, glass bottles and jars, and cans and plastic bottles, using wheeled bins. Collections would be made using a dedicated three-compartment vehicle, once a week. Officers believe that a reorganisation of the current refuse fleet, following the introduction of the Brown Bin would allow one of the existing refuse vehicles to be replaced. Thus collections from flats could be started within the existing revenue budget. There is likely to be a need for one or two additional vehicles as the scheme is expanded. These would require growth in revenue in 2006/7, which is currently not identified in the MTBS.

### **6. Bring Sites**

The borough currently uses a combination of igloo and wheeled bin banks for the collection of glass bottles, cans and paper. There are 30 public sites and approx. 100 private sites (usually shops and offices). This requires a dedicated vehicle that can empty both types of bank. Usage of the existing sites has fallen over the past seven years as a result of the introduction of the Green Box scheme. The Audit Commission inspection noted that the sites presented a poor image for recycling and also noted that there was potential for increasing recycling through the bank system. It is recommended that the use of igloo banks is discontinued and the council invests in wheeled bin banks to replace them. As with flats, three material streams should be concentrated on (i.e. newspapers and magazines, glass bottles and jars, and cans and plastic bottles). The existing vehicle would be replaced with an identical vehicle to that serving the flats enabling more flexible working and a degree of redundancy to cover vehicle breakdowns. Standardisation on wheeled bins will also allow the provision of smaller sites across the borough to fill in some of the current gaps in provision.

This more flexible approach and enhanced capacity would enable recycling to be expanded into schools on a more pro-active basis.

### **7. Improving Monitoring**

One of the major weaknesses in the provision of the current refuse and recycling services is the monitoring of the service. This includes monitoring of participation in recycling schemes and monitoring of service delivery for refuse collection. The delivery of a modern customer-centred service requires a step change in the way service problems are recorded and used. At present, drivers fill out forms identifying problems and these are used by the call centre to respond to residents' queries. As part of the UNISYS project it is intended to move towards recording this data electronically. This will improve customer service on the refuse service.

It is recommended that the Green Boxes be bar-coded to allow collectors to actively record those boxes that have been collected. This will allow improved monitoring of participation and the introduction of incentive schemes for those people who are using the scheme. Incentives could take the form of a weekly prize draw of £50 for people who have set out the bin and a quarterly and/or annual draw open to the most regular recyclers

It is also recommended that all future wheeled bins are purchased with Rfid (Radio frequency identity) chips already installed. This will start immediately with the new Brown Bin purchases. At some point in the future, the council could adopt Rfid (radio frequency id) technology to allow positive recording of bin collections. Future collection vehicles will be specified with chip readers. Provision of chips in Brown Bins will allow the introduction of similar incentives as for the Green Box scheme.

### **8. Compulsory Recycling.**

The introduction of "compulsory recycling" is strongly supported by the workforce, and was one of the recommendations from the Scrutiny Review.

The London Borough of Barnet is the first council in England to introduce compulsory recycling. This was introduced on a trial basis in four wards and has resulted in a 17% increase in the use of Barnet's recycling box scheme. The scheme is currently being extended across the remainder of Barnet. Enforcement has mainly been achieved by close monitoring of the system and sending letters and making visits to people who are not using their boxes.

## **Appendix C – Results of Kitchen Waste Trial**

The proposed publicity/education campaign and service improvements, outlined in this report, are intended to increase participation and the amount of waste being recycled, by education and persuasion. The introduction of compulsory recycling is therefore not recommended.

### **9. Christmas/New Year Break**

Over the past few years the council has suspended the refuse collection and the Green Box service for the period between Christmas and the New Year. This has produced a three-week gap in services for the Green Box scheme (and latterly for the Brown Bin scheme). During the trial additional collections were inserted in the fortnightly refuse collection, on round 1, to ensure that collections did not get stretched to three weeks as this was considered to be unacceptable. By Christmas 2005 the Brown Bin scheme will be fully introduced and the current policy will need to be revised. It is recommended that fortnightly services continue through the holiday period using the available non-public holiday days. Weekly services would be suspended as at present. This would allow some staff to take leave during this important family period whilst ensuring that residents continued to receive fortnightly collections. The details of this proposal would need to be negotiated with the workforce.

### **10. Publicity**

The publicity associated with the launch of the kitchen waste trial was not adequate and this caused problems with the implementation of the scheme. There is a clear need for a step change in the council's publicity and information in this area. It is recommended that the council employ a specialist public relations firm to oversee a major public education and publicity drive explaining the changes and the reasons behind them clearly. The programme of change set out in the recommendations is significant and will take a year to eighteen months to deliver.

In the preparation of this proposal, officers have spoken to specialist PR firms and invited them to present proposals for this important element in the change process. It is recommended that TaylorSyms, a PR consultant with experience in both the public and private sector of managing difficult portfolios be engaged to oversee the publicity programme. The cost of this proposal is contained within the existing revenue budget.

As part of this campaign the green wheelie bin should be re-branded as a WASTE or TRASH bin to avoid any possible confusion between its colour and "green" issues and to reinforce the message that the contents are a wasted resource. New WASTE or TRASH bins will be dark grey in the future to allow a gradual changeover in colour.

### **11. Civic Amenity Site**

Over the last eighteen months there has been a significant amount of work undertaken at the site to increase the amount of waste being recycled. Funding has been provided by the London Recycling Fund, LPSA and from capital. Approx. 40% of the waste delivered to the site is now recycled. The next phase of work will involve the purchase of small areas of land to the rear of 73 and 75 Cullington Close to allow a small expansion of the site and a realignment of the access road into the depot. This will allow the provision of additional tipping space (allowing increased throughput at the weekends), provision for the sale of compost from the Brown Bin scheme, and improved sight-lines for people using the access road and the site's exits.

### **12. MRF (Materials Recycling Facility)**

The council's current kerbside system is largely determined by the availability of local tipping facilities – i.e. the Civic Amenity Site. Sorting at the kerbside is relatively slow but has the advantage of providing high quality materials, which can then be deposited into the recycling bays at

## **Appendix C – Results of Kitchen Waste Trial**

the site. This system restricts the range of materials that can be collected. A MRF, where materials can be sorted after collection would allow a wider range of materials to be collected and would also mean that collections could be carried out more efficiently. Provision of a MRF would probably need to be carried out in partnership with the WLWA as part of the joint waste strategy that is currently being developed. A local, operational MRF is unlikely to be available for use by the Borough for at least two to three years.

### **13. Composting Facility**

The report to Cabinet in July 2004 gave authority for the Area Director – Urban Living to “enter into a temporary contract with Grundon, for the duration of the pilot, to accept collected organic waste for reprocessing, with the costs of the reprocessing being met by WLWA; and, to procure through a competitive procurement process a permanent facility for operation from April 2005 (subject to confirmation by the council whether to continue with the collection of kitchen waste following the pilot).”

A permanent facility has been procured through competitive Tender. If the council confirms that it is to continue to collect kitchen waste in the Brown Bin, the contract will be signed and become operational. The gate fee for the facility will be met directly by WLWA.

### **14. Working with Schools**

Working with schools will be an important element in changing the public’s perception on waste management issues. It is intended to work closely with People First to develop programmes and the curriculum. Details of this new programme and how it fits in to the publicity programme will be reported back to Members once it has been developed.

As part of the changes to the recycling bank service, schools will be offered facilities to recycle a wider range of materials. The recycling officers will work closely with schools to help to deliver this message.

### **15. Vehicles**

Pending the decision on the kitchen waste trial, the council has deferred a decision on replacing six refuse vehicles that are being hired on a temporary basis. The council currently specifies Rotopress vehicles for organic waste collections and compaction vehicles for refuse collection. The number of vehicles depends on the frequency of collection. Rotopress vehicles are specified for organic waste as it mixes and aerates the waste and absorbs any excess moisture within the load, whereas a compaction vehicle, squeezes the load, excludes air and excess moisture leaks out of the vehicle. Rotopress vehicles have been used for over thirty years as refuse collection vehicles and are therefore dual purpose. The main disadvantage is that the rotation of the drum produces additional noise particularly where glass bottles are still present in the waste stream. It is recommended that the six temporary vehicles are replaced with Rotopress vehicles if it is decided to adopt the alternate week collection for residual waste as a future aim.



## Appendix D – Summary of results of kitchen waste trial survey

### Kitchen Waste Trial – Summary of results

		Round 1	Round 2	Round 3
No. of households		11,000	11,000	11,000
Materials collected		Garden, kitchen, cardboard	Garden, kitchen, cardboard	Garden
Brown Bin frequency		Weekly	Fortnightly	Fortnightly
Green wheelie bin frequency		Fortnightly	Weekly	Weekly
Total weight collected (% in B.Bin)	October	758 (30%)	711 (20%)	689 (17%)
	November	596 (40%)	792 (20%)	762 (17%)
	December	475 (31%)	586 (14%)	577 (12%)
	January	582 (28%)	707 (11%)	695 (8%)
	February			
	March			
Kg of organic waste per hhld per week		4.13	2.47	1.99
Excess over garden waste		2.14	0.48	0
Tonnes/ 10,000 hhlds/year		1113	234	0
Tonnage across 73,000 hhlds		8100	1700	0
% increase in recycling rate		8%	2%	0
<b>Total predicted recycling rate across the borough when fully implemented.</b>		<b>32%</b>	<b>26%</b>	<b>24%</b>

## Appendix D – Summary of results of kitchen waste trial survey

### Kitchen Waste Trial – Results of Customer Survey

Question	Category	Round 1	Round 2	Comments
Total number of responses (%)		3016 (27.4%)	2205 (20.0%)	
How well are you coping with the trial?	Very well Well Neither Quite badly Very badly	36 34 121 9 9	51 35 9 3 3	Both rounds show an overall positive rating. Round 2 is significantly better than Round 1.
How well are you coping with the fortnightly green bin?	Very well Well Neither Quite badly Very badly	24 24 10 17 24	N/a	A significant proportion of the respondents found the fortnightly collection difficult to cope with.
Have you experienced any problems with excess waste?	Yes No Don't know	49 48 2	N/a	Half of the respondents reported difficulty with excess waste.
What would be your preferred frequency of collection?	BB weekly BB fortnightly	46 54	30 70	There is a small majority in Round 1 and in Round 2 there is a clear majority in favour of the unchanged frequency.
Are you recycling more?	Yes No Don't know	77 17 5	87 8 5	Both sets report increased recycling
If so, how?	Use GB More materials Banks	17 79 4	15 81 3	No difference between response rates
Should we restrict each house to one wheelie bin for waste?	Yes No Don't know	43 38 19	57 24 19	There is a clear difference between the two sets, which reflects the frequency of collection of the green wheelie bin. However both sets showed a majority for the restriction.
Should we charge for nappies?	Yes No Don't know	30 44 26	35 38 27	The reduced frequency of collection in Round 1 has clearly had an effect on the result. The results from Round 2 probably represent the general public's view.

### Appendix D – Summary of results of kitchen waste trial survey

Did the kitchen caddy help?	Yes No Don't know	57 39 4	59 36 5	For a significant minority in both rounds the kitchen caddy was not helpful.	
Should the scheme be introduced across the Borough?	Yes No Don't know	75 14 11	85 6 9	There is a clear majority view from both rounds that the scheme should be introduced across the borough.	
In general how satisfied are you with the recycling service?	Very satisfied Quite satisfied Neither Fairly dissatf'd Very dissatf'd	31 40 11 8 10	48 41 7 3 2	<b>BVPI 03/04</b> 22 46 18 8 6	These questions replicate the BVPI survey and show a clear improvement over these base figures for BOTH rounds.  Round 2 has a clearly better response than Round 1

#### Comments

This is a random sample of 100 responses from each round. The grouping of responses is to a degree subjective. Analysis of a different sample might produce slightly different figures but the general thrust of the comments would appear to be broadly representative of all the comments made by participants in the trial.

#### Which aspect of the trial did you find most satisfactory?

##### Round 1

Able to recycle cardboard	10
Introduction of 2 bins/brown bin	9
Able to recycle kitchen waste	8
Recycling Garden waste	7
Encouraged to recycle more	7
Kitchen caddy	3
Collection weekly	2
Doing more for the environment	2
Regular/prompt collections	2
The Green Box	2
The information provided	2

##### Round 2

Introduction of the brown bin	20
Kitchen Caddy	10
Able to recycle cardboard	8
Able to recycle kitchen waste	5
Recycling garden waste	3
Convenience	3
Encouraged to recycle more	2
Doing something for the environment	2
Green B ox	2

## Appendix D – Summary of results of kitchen waste trial survey

### Which aspect of the trial did you find most unsatisfactory?

Fortnightly collection of green bin	23
Wrapping kitchen waste in newspaper	6
Confusion about what goes where	4
Christmas	4
Lack of information	4
No bag for kitchen waste	4
Didn't get kitchen caddy	4
Overflowing green bins	3
Too much work/inconvenience	3
Hot weather smells	3
Green Box too small	3
Confusion over collection dates	2
Unhygienic	2
Too many bins (unsightly)	2
Unreliable collections	2

Kitchen Caddy	13
Fortnightly collection of brown bin	6
No caddy	4
Poor communications/info	4
Kitchen waste	3
Cleaning brown bin	2
Confusion about what goes in what bin	2
Infrequent collection	2
Green box heavy	2
No bin liners	2
Wrapping kitchen waste in newspaper	2

### Suggested changes:

Collect plastics	20
Weekly collection both bins	11
Collect green bin weekly	9
Seasonal difference in Brown Bin	5
Regular/better communications/info	5
Collect milk/juice cartons	4
Provide/approve bin liners	4
Lids for Green Boxes	3
Manufacturer's/retailers packaging	3

Collect plastics	23
Better education/info	6
Weekly collection of both bins	5
Weekly green box	4
Provide/approve bin liners	4
Provide lids for green box	4
Council Tax rebate for recycling	3
Get shops to stop giving carrier bags	3

Other comments:

More rubbish dumped/strewn in road	3
Excess bags encourage rats/foxes	3
Green Box heavy	3
Excess not collected	2

**Appendix D – Summary of results of kitchen waste trial survey**

Returning of bins to property	4
Bad customer service	3
Good customer service	2
Mess left after collections	2
Others contaminating brown bin	2

**Appendix E – top ten recyclers in England 2004/5**

<b>Local Authority</b>	<b>2004/5 Recycling and Composting Rate (%)</b>	<b>Refuse</b>	<b>Dry Recyclables</b>	<b>Organic</b>
St Edmundsbury BC	50.6	Alternate week Black wheelie bin	Alternate week Box	Alternate week Brown Bin (Garden + card)
Forest Heath DC	48.6	Alternate week Grey wheelie bin	Alternate week Blue bin	Alternate week Brown Bin (Garden + food)
South Cambridgeshire BC	46.8	Alternate week Black wheelie bin	Alternate week Box	Alternate week Green Bin (Garden)
Lichfield District Council	46.4	Alternate week Black wheelie bin	Weekly Two boxes	Alternate week Brown Bin (Garden)
Harborough DC	46.0	Alternate week Black wheelie bin	Weekly Two boxes	Alternate week Green Bin (Garden)
Rushcliffe	46.0	Alternate week Grey wheelie bin	Alternate week Blue bin	Alternate week Brown Bin (Garden + food)
Daventry DC	45.1	Alternate week Grey wheelie bin	Weekly Two boxes	Alternate week Brown Bin (Garden)
Cherwell DC	43.4	Alternate week Green wheelie bin	Alternate week Blue bin/box	Alternate week Brown Bin (Garden)
Vale Royal	40.0	Alternate week Green wheelie bin	Alternate week Box/bag	Alternate week Brown Bin (Garden + food)
North Kesteven BC	39.4	Alternate week Black wheelie bin	Alternate week Green bin	Alternate week Brown Bin (Garden)

**Appendix F – top recyclers in London 2005/6**

<b>Local Authority (position in London)</b>	<b>2005/6 Recycling and Composting Rate (%)</b>	<b>Refuse</b>	<b>Dry Recyclables</b>	<b>Organic</b>
Bexley (1)	37.7	Weekly Sacks	Alternate weeks Green box – paper  Black box– glass and Maroon box - other	Weekly 140 l. Brown Bin  (Garden + food))
Sutton (2)	29.1	Weekly Brown wheelie bin	Alternate week Green wheelie bin	Alternate week Sack (chargeable)
Richmond (3)	28.1	Weekly Sacks	Weekly Box	Weekly Sack (chargeable)
Hillingdon (4)	27.9	Weekly Sacks	Weekly Clear sack	Alternate week Woven Sack (Garden)
Harrow (9)	26.7	Weekly Waste Bin	Alternate week Green Box	Alternate week Brown Bin (Garden+food+card)
Brent (18)	20.2	Weekly Grey wheelie bin	Weekly Box	Alternate week Green Bin (Garden+food+card)
Ealing (20)	19.3	Weekly Sacks	Weekly Box	Weekly Sack (chargeable)
Hounslow (21)	19	Weekly Sacks	Weekly Box	Weekly Sack (chargeable)

## Appendix G – proposed publicity campaign – June 2006

Proposed Action	Timetable
Cabinet decision	8 <sup>th</sup> June 2006
Distribute new service leaflet and collection schedule information to households	19 <sup>th</sup> June to 1 <sup>st</sup> July 2006
First contact message	19 <sup>th</sup> June to 1 <sup>st</sup> July 2006
Harrow Observer - adverts	19 <sup>th</sup> June to 10 <sup>th</sup> July
Harrow Times - adverts	19 <sup>th</sup> June to 10 <sup>th</sup> July
Bus advertising - rear panel	19 <sup>th</sup> June to 10 <sup>th</sup> July
Bus advertising – passenger panels	19 <sup>th</sup> June to 10 <sup>th</sup> July
Billboards – five sites across the borough	June and July
Collection vehicles, and other council vehicles	19 <sup>th</sup> June to 10 <sup>th</sup> July
Internal council messages - Intranet, notice boards, payslips etc.	June and July
Launch change of frequency. <ul style="list-style-type: none"> <li>- BBC TV (London)</li> <li>- SKY</li> <li>- ITV (London)</li> <li>- Local radio (London)</li> <li>- Evening Standard</li> <li>- Local press</li> <li>- Technical and professional press</li> </ul>	3 <sup>rd</sup> July 2006
Distribute bin hangars on Brown Bins and Waste Bins to reinforce message on change in frequency	3 <sup>rd</sup> July to 15 <sup>th</sup> July 2006
Support for crews. One officer/manager to accompany each Waste Bin crew for a period of one cycle (two weeks) to explain the change to members of the public. (In more difficult areas two officers will be allocated.	3 <sup>rd</sup> July to 15 <sup>th</sup> July 2006
Information cards for distribution by crew members to the public	From July 3 <sup>rd</sup> 2006
Door-knocking campaign over a six-week period by HA21. Visit up to 6000 households. Cost of £6k to be contained within existing budget.	July and August 2006
Harrow People – Features and adverts	July Issue