

March 2005

**Environment and Economy
Scrutiny Sub-Committee**

Report of the Scrutiny Review Group

Review of 'Household Waste Management'

Members of Review Group

Cllr Alan Blann (Chair)
Cllr Ray Arnold (Vice Chair)
Cllr Adrian Knowles
Cllr Jerry Miles
Trevor McCarthy (Agenda 21)

TABLE OF CONTENTS

ACKNOWLEDGEMENTS	2
1. EXECUTIVE SUMMARY	4
2. RECOMMENDATIONS	6
3. INTRODUCTION	8
4. METHODOLOGY	10
5. SCOPE OF REVIEW	12
6. KEY FINDINGS	14
APPENDIX 1: BACKGROUND INFORMATION	24
APPENDIX 2: RESULTS FROM THE HARROW SHOW SURVEY	37
APPENDIX 3: LABEL FROM THE DAVENTRY VISIT	38

ACKNOWLEDGEMENTS

The review group would like to thank all those who helped them in this review by giving up their time and sharing their experiences, perceptions and views. Particular thanks go to Andrew Baker (Waste Management Policy Officer) and Councillor Phillip O'Dell (Portfolio Holder) for the comprehensive and constructive ways in which they shared information with the Panel. We are also grateful to those other members of staff, residents, members of the public and local businesses who gave their time to speak to us. This includes the London Boroughs of Bexley and Barnet, the District Council of Daventry and the Greater London Authority. We are also grateful to the staff from West London Composting for the time they spent with the Review Group.

This report has been compiled by the Members named on the front cover. The views expressed are solely theirs.

1. EXECUTIVE SUMMARY

- 1.1 The issue of managing the household waste produced by residents is a challenge faced by many local authorities, including Harrow. The total net budget for waste management services in 2004/05 was £15.7 million showing the substantial funding which is directed toward this public service.
- 1.2 The challenge of managing waste is increased due to the targets placed on local authorities in this area. Targets are designed to reduce waste, landfill and the pressure on space and resources as well as contributing to the overall goal of improving environment. What this means for local authorities such as Harrow is that they must strive to improve their services each year to ensure they meet these targets.
- 1.3 There have been numerous reviews of the Waste Management system in Harrow. A previous scrutiny review was undertaken and in November 2004 and the Audit Commission released its Inspection Report into Waste Management in Harrow. It also remains high on the list of priorities for residents as highlights in the results of this year's survey as part of the budget consultations (the 'MORI' survey).
- 1.4 The previous scrutiny review found that if Harrow were to achieve, and continuing to achieve meeting its waste targets then a drastic reduction in the amount of waste being sent to the West London Waste Authority would need occur. The Audit Commission noted that Harrow was providing a 'fair' service with 'uncertain prospects for improvement'.
- 1.5 Given these issues, the review group has seen fit to again look at Household Waste in the borough. The review has not focused on commercial waste. In particular, this report is concerned with making recommendations that will (a) assist Harrow in meeting its targets for recycling and (b) increase the amount recycled in the area.
- 1.6 The review group gathered information for this report through visits to local authorities, meeting with the workforce and other research. This approach has allowed the group to benchmark the efforts of Harrow in this area, as well as learn from best practice. The local authorities of Daventry, Bexley and Barnet were visited, as well as the Greater London Authority.
- 1.7 Key findings of the report have indicated that there are still measures Harrow could take to improve recycling rates. The findings fell into four main categories: Waste Minimisation, Enforcement, Collections and Communications.
- 1.8 Waste minimisation findings provide a number of recommendations that could be implemented by households. A reduction in plastic bag use, encouraging parents to use cloth nappies with children and a greater focus on composting in the borough have been the focus. Unfortunately, though due to the large scope of this review, the group were unable to allocate further time to investigating this area.
- 1.9 While the review group would recommend providing incentives to residents to recycle as a first option, there does need to be consideration given to enforcement options. Currently Harrow does not have a strict enforcement policy for those not recycling or managing their waste properly. This should be considered.
- 1.10 To support any enforcement options, a reliable information management system would need to be in place. At present, feedback about recycling patterns and issues is not systemised. This group recommends that this be investigated. This would also need to be supported by active follow up from the Council. Recycling Officers could meet this requirement.

- 1.11 Waste collection recommendations were greatly influenced by the learnings from other authorities. It was clear to the review group that a careful combination of recycling options and collection routines is one of the most persuasive mechanisms in getting people to recycle. A change in these things leads to a change in resident's behaviours and the recycling rates.
- 1.12 Recycling plastics has also come out as an area for serious investigation by the Council. By not recycling plastics, Harrow is currently missing a collecting a large amount of recyclable material. It is also adding to the bulk in resident's bins. This report recommends that this is investigated.
- 1.13 The infrastructure for processing waste in Harrow needs to be reviewed, if plastics are to be recycled in Harrow. Harrow must have access to a Materials Recycling Facility (MRF) to accommodate this recommendation. This report recommends building one inside Harrow. The council also has the option to consider introducing a composting facility to manage its own organic waste.
- 1.14 Flats are another gap in Harrow's current waste management collections. Flats generate a large amount of waste that isn't collected by the Council at this point in time. In order to capitalise on this, the Council needs to consider a recycling plan for these areas.
- 1.15 Communication and education is the final main area this review group has covered. The importance of providing clear messages to residents, actively promoting recycling and educating them was repeated time and again. In order to promote recycling, the Council should revisit its communication strategy and ensure that promotions are sending the key messages required by the Council. The recommendations of this report provide some suggestions on how this might be done.
- 1.16 Likewise, the importance of schools and education reinforcing the recycling message cannot be underestimated. Links with schools help to educate the next generation of 'recycler's. It can also have a positive influence in the home as children take home the recycling message. Harrow has some links with schools at present, however it's recommended that this be increased.
- 1.17 The Environment and Economy Sub-Committee will consider the findings from this review. If the committee agrees, they will then be forwarded to cabinet for consideration. Cabinet will then consider these recommendations in conjunction with the report on Kitchen Waste Trial and the Brown Bin scheme. The decisions of Cabinet will then inform the development of the West London Waste Authority (WLWA) Municipal Waste Management strategy. This strategy will set the way forward for waste management in Harrow.
- 1.18 In a separate but parallel exercise, the Council's Planning Department are currently devising a Local Development document under Local Development Framework. This plan takes a wider view of waste than just municipal waste collection. The WLWA Waste Management Strategy will feed into this plan.

2. RECOMMENDATIONS

The review group recommend the following as a result of this review but recognise these would need further investigation by the service area and appropriate approvals prior to implementation.

- 1. Investigate beginning a plastic bag campaign/initiative with a local retailer.**
- 2. Consider building a composting facility in Harrow.**
- 3. Consider providing composting units to suitable households free of charge.**
- 4. Promote cloth nappy use more actively and increase the nappy subsidy.**
- 5. Introduce a limit of one (1) wheelie bin per household, with the exception of households with more than five people who may obtain additional bins.**
- 6. Further work is done investigate the possibility of recycling plastics and if necessary introduce a 'Green Bag' to ensure that there is sufficient room for collection of recyclable materials**
- 7. Consider implementing a new collection routine that more actively encourages recycling.**
- 8. Give flats recycling scheme.**
- 9. Consider building a Material Recycling Facility.**
- 10. Consider providing free lids for Green Boxes with stickers showing what to put in them.**
- 11. Review recycling banks collection to ensure they are routinely emptied, consider possibilities for re-naming 'banks' and ensure that they are easily accessible to users.**
- 12. Consider instituting compulsory recycling in Harrow once the Green box and Brown bin schemes are implemented.**
- 13. Develop a system for recording information about recycling patterns. This system should then be used to determine actions for particular areas.**
- 14. Council investigates options for enforcement where there are repeat offenders.**
- 15. Recycling Officers work be expanded so that they are more proactive in deterrent/enforcement activities.**
- 16. Target children through the education system by developing a school based recycling programme.**
- 17. Recycling officers be supported in proactively creating links with schools.**
- 18. Incentives are given to households to recycle.**

19. Review communications strategy and develop promotional materials:

- **A leaflet giving clearer instructions about the recycling process and explaining collection days;**
- **Reinforce the message to ‘sort at the source’ and the cost of not doing so.**
- **Develop notes for collectors to put in bins saying “Thank you for recycling” once every six months.**
- **Leaflets informing public it is their responsibility to recycle and the benefits of doing so.**

20. Change recycling bin ‘colours’ following the roll out of the Brown Bin scheme across the borough.

3. INTRODUCTION

This review follows on from a previous scrutiny on Harrow's Waste Management Strategy. That scrutiny concluded that Harrow would meet its targets set between 1999 and 2004. However the Environment and Economy Scrutiny sub-committee resolved:

1. The portfolio holder be urged to take all necessary action to ensure the borough achieved its targets.
2. The Portfolio Holder and the Chief Executive be made fully aware of the possible consequences of the Landfill Allowance Trading Scheme (LATS) on the borough's finances.
3. The work done by the Community Recycling Officers be recognised, but the Portfolio Holder be requested to intensify efforts to encourage participation in the Green Box scheme to help the council meet its targets.
4. In light of changing waste management policy the review of Waste Management strategy be ongoing until the full realisation for the impact of LATs, West London Waste Authority (WLWA) and the borough's revised policy are known.

By the summer of 2004 the consequence of the government targets on the amount of waste that could be land filled in future years and the introduction of the LATS became very apparent. Unless Harrow and the other constituent boroughs drastically reduced the amount of waste sent to West London Waste Authority then West London Waste Authority would be unable to meet the rigorous targets for tonnage allowed to go to landfill by Government and would be liable to fines of £150 per tonne on top of the actual cost of disposal. It was therefore decided to conduct this review focussing on ways of reducing tonnage going to landfill by reducing the amount of waste produced, re-using waste but mainly by recycling.

The key players in this review have been the people of Harrow – with the challenge for everyone being how do we encourage residents to recycle more. Given the expansiveness of the waste management issue, some areas have not been explored in full, however the review team consider that the report should be published now in order that it can make a constructive input into decisions on the Organic Waste Trial which will be considered by Cabinet in the near future.

4. METHODOLOGY

Upon designing the scope, desktop research on the current state of waste in the UK, Europe, and globally was conducted to give find out what other countries are doing to tackle this area of growing concern.

Benchmarking exercises were carried out with visits to the London Boroughs of Bexley and Barnet and the District Council of Daventry to gain an understanding of how they have increased their resident participation rates. In addition, a visit to the Greater London Authority was held to increase awareness of ways in which Harrow can tie their initiatives in with the London Recycling campaign currently underway. The group also reviewed the Green Box and Brown bin schemes and composting in the borough.

The Review Group met on three occasions for group meetings, three times for borough visits, twice for meetings with council employees and communicated between meetings electronically.

Given the review group's wish for its findings and recommendations to be available to inform the decision to roll out the organic waste collection pilot scheme. As such, the report, once agreed by the Environment and Economy sub-committee and circulated to the Overview and Scrutiny Committee electronically will be finalised by the Chair and Vice-Chair of the Committee and the co-optee from Agenda 21.

5. SCOPE OF REVIEW

1	SUBJECT	Recycling and Composting of Household Waste
2	COMMITTEE	Environment & Economy Scrutiny Sub-Committee
3	REVIEW GROUP	Lead Member: Councillor Alan Blann Members: Councillor Ray Arnold, Councillor Lavingia, Councillor Lent, Councillor Miles, Councillor Knowles, Councillor Seymour Co-optees: Trevor McCarthy (Agenda 21)
4	AIMS/OBJECTIVES	1. To examine the progress of initiatives to meet/surpass the Council's 2005/2006 BVPI 82 and BVPI 91 recycling targets. 2. To investigate and recommend to the Executive new initiatives to further expand recycling and composting beyond 2005-06.
	MEASURES OF SUCCESS	1. Active consideration of recommendations by the Executive 2. Engagement of the public in the recycling debate 3. Good communication of outcome to stakeholders
6	SCOPE	Areas to be included: <ul style="list-style-type: none"> • Council's existing Recycling Plan • Implementation of organic waste collection pilot scheme • Operation & take-up of green box recycling scheme • Operation & take-up of brown bin recycling scheme • Options for increasing recycling rates • Joint West London Waste Authority Waste Strategy • Waste minimisation • Enforcement <p>Area to be excluded:</p> <ul style="list-style-type: none"> • Collection of commercial waste
7	SERVICE PRIORITIES	Enhancement of the environment in Harrow by keeping the Borough clean and promoting higher environmental standards and by bringing about more sustainable activity.
8	REVIEW SPONSOR	Tony Lear, Executive Director, Urban Living
9	ACCOUNTABLE MANAGER	Andrew Trehern, Area Director Urban Living
10	SCRUTINY LEAD OFFICER	Lopa Sarkar until February 2005. Alicia Weiderman from February – March 2005.
11	SUPPORT OFFICER	Andrew Baker, Waste Management Policy Officer
12	EXTERNAL INPUT	West London Waste Authority Mayor of London's Office Other Local Authorities West London Composting Recycling experts Agenda 21 Waste Management Group POP Panel

		Local community groups
13	METHODOLOGY	<p>Desktop Research (July – September)</p> <ul style="list-style-type: none"> • National, GLA and West London Waste Authority Strategies • Current performance against Best Value Performance Indicators • Implications of Waste & Emissions Trading Act 2004 (Landfill Allowance Trading Scheme) • Written submissions from experts, including the Institute of Waste Management & Association of London Cleaning Officers, and the public • Information from other Authorities • Result of current online survey <p>Member Outreach (July – November)</p> <ul style="list-style-type: none"> • Visit to civic amenity site and West London Composting site • Observation of operation of green box and brown bin collection systems • Visits to other Local Authorities – Bexley, Barnet, Daventry • Member attendance at Harrow Show/ Roxbourne Show <p>Oral Evidence Gathering (December-January 2005)</p> <ul style="list-style-type: none"> • Council waste policy management officer • Community Recycling Officers • Unison representatives • Experts as appropriate
14	ASSUMPTIONS/ CONSTRAINTS	<ul style="list-style-type: none"> • Members' time to dedicate to review • Resources available • Ability of other Boroughs to accommodate visits • Willingness of public to engage
15	TIMESCALE	September 2004 – March 2005
16	RESOURCE COMMITMENTS	<p>To be finalised</p> <p>Scrutiny Unit to – Develop & manage the work programme Undertake comparative research Administer oral evidence gathering and Member outreach activities</p> <p>Urban Living to - Provide professional advice Supply relevant evidence Participate in oral evidence sessions Support outreach activities and survey Comment on draft report</p> <p>Members – to lead outreach activities & oral hearings</p> <p>Scrutiny unit resources to be proactively managed, with flexible deployment, pooling of resources and re-allocation of any 'spare' resources wherever possible.</p>
17	REPORT AUTHOR	Scrutiny officer supported by Waste Management Policy Officer

6. KEY FINDINGS

The research and investigations into Household Waste has yielded a number of key findings. These have been informed from the various visits to other local authorities, meetings with interested parties and other pertinent research.

The key findings have been grouped into four main areas:

- Waste Minimisation;
- Enforcement;
- Collections; and
- Communication.

Waste minimisation

The message about minimising waste is not limited to recycling. It also extends to reducing the amount of waste created which flows into land fill or recycled. The visit to the Greater London Authority (GLA) highlighted that residents can be prompted to do one of three actions: reduce, reuse and recycle. They noted that it is helpful to promote these messages in stages rather than at once. For example, recycle is a strong message and a useful way of attracting resident's attention. They did note however that it is important to not bombard residents at the first stage. They recommended that the "reduce" and "reuse" messages could follow.

A substantial way in which residents can minimise the waste that goes into landfill is through composting. This review has considered options to increase composting including a composting facility in Harrow and encouraging households to home compost. The Council currently provides subsidised composters to residents for purchase. In addition, for where households did not want a Brown Bin but would use a composter instead, these were provided free of charge. In Bexley, the council has built a market at their compost site where they sell 10 000 bags a year. Residents can drop off their composting and buy bags of peat on their way out. Though there was initial set up costs, it has resulted in more people using the service and decreased costs to the Council.

Plastic bags represent another simple way in which waste can be reduced. Encouraging residents to say no to plastic bags sends the right message about recycling – while helping minimise the amount of waste produced. In Ireland the government has gone so far as to introduce a plastic bag levy on those consumers who choose to take a plastic bag when shopping. Another (less severe) option could be to investigate opportunity for partnership between local businesses and the council to minimise plastic bag use. The Panel of Older Persons (POP) supported this approach.

Finally the use of disposable nappies contributes substantially to waste collected. The council already promotes the use of cloth nappies by providing a one off nappy subsidy of sixty pounds to people who can demonstrate they have purchase cloth nappies for use. In addition, the council participated in Real Nappy Week in 2004. Harrow's participation in Real Nappy Week 2005 is currently being considered.

Based on these findings, we recommend the following:

- 1. Investigate beginning a plastic bag campaign/initiative with a local retailer.**
- 2. Consider building a composting facility in Harrow.**

3. Consider providing composting units to suitable households free of charge.

4. Promote cloth nappy use more actively and increase the nappy subsidy.

- Participate in 'Real Nappy Week' in 2005.
- Design brochures to be handed out at hospitals/parenting classes about using cloth nappies.

Collections and sorting

The visits to local authorities as part of this review provided information on a range of different issues relating to the collection of materials. Each area had a different approach in terms of the collection cycles used. Daventry specifically noted that the key way to maximise recycling rates is to limit the residual waste collections. This forces residents to use recycling options available to them, as there isn't enough capacity to use the residual waste bin over a two-week period. The review group supports this idea.

Authorities also used a variety of different sorting systems and number of boxes to collect recyclable materials. In viewing Harrow's situation it was found that some residents have numerous wheelie bins at their house, regardless of the number of people living there. In Daventry, households with less than five people are limited to one bin per residence. Where the household has more than five people, they may obtain additional bins. There are some issues in monitoring the number of people per household.

Limiting the number of wheelie bins per household in Daventry has meant that residents have needed to make better use of their recycling bins due to limited room in their refuse bin. This has proved effective when combined with alternative weekly collection of residual waste.

Both Daventry and Bexley also recycle plastics. This has had two effects: it has increased the amount of recyclable material processed by these areas; and more importantly has reduced the 'bulk' of items in the residual waste.

In terms of recycling plastics, the review group discussed the ability of the Green Box to manage the inclusion of plastics. It was felt that this might be too much for the volume of the Green Box. In order to avoid cluttering, the review group considered the introduction of a 'Green Bag' for plastics. Residents would use this bag to collect all plastic bottles rather than placing them in their Green Box. The London Borough of Hammersmith and Fulham currently provide plastic bags to residents for recyclable materials. The bags could be modelled on these.

In addition, authorities pointed to the need for flats to have a recycling scheme. Given the large amount of waste produced in flats, this is an area currently being missed by the Council. Consideration should be given to introducing a scheme where appropriate. The review group noted that in some circumstances, this would not always be possible, but that where practical should be implemented. There would be increases in costs associated with introducing a flat collection scheme. GLA provided useful advice about rolling out recycling systems in flats including that plans should be tailored to each area, being particularly conscious of the amount of space in each area. Bexley noted that it is important to get local Housing Associations involved in the process of rolling out in flats.

The infrastructure for processing waste in Harrow needs to be reviewed, if plastics are to be recycled in Harrow. Harrow must have access to a Materials Recycling Facility (MRF) if it

intends to recycle plastics. At present, the Council is investigating accessing a MRF outside the borough. It may be worthwhile also considering building one inside Harrow. This would be at a cost of approximately £2 million. The council also has the option to consider introducing a composting facility to manage its own organic waste.

Residents and the POP highlighted the need for the Green Boxes to be provided with lids. Issuing lids will assist in keeping waste for collection tidy and manageable. It will keep the rain out making bins easier to lift and keep clean. Stickers on the lids will provide residents with a reminder of which materials can be placed in the Green Box. Indicative costing for this suggestion would be in the order of £225,000.

The idea that waste management was a ‘team effort’ between Council’s and residents was regularly repeated. Messages reminding residents about their responsibilities were regularly mentioned. Some of these ideas will be dealt with under the ‘Communications’ section of this report. The Council though also has an obligation to meet its responsibilities in waste management. Most of this related to demonstrating the Council is also serious about recycling.

Those authorities with Recycling Banks point to the need for these to be tidy, smart and professional, make using them a much more pleasant service to use. Overflowing banks send out the message that recycling is not a priority to the Council. In addition, accessibility of Recycling Banks will also encourage its use. Introducing ‘parking bays’ (where possible) for residents to stop and empty their recyclables should be considered. The name given to ‘banks’ should also be considered. It is important the name as well as the appearance reflect a place that people would like to visit.

Finally, following research and discussions with local authorities (particularly Barnet), the issue of making recycling compulsory was considered. While the group did not feel this would be appropriate now, if recycling is to be made part of the culture in Harrow consideration may need to be given to making it compulsory across the borough. This would need to be a long-term goal however and could not commence until the Brown Bin scheme was rolled out completely and the majority of residents were comfortable using it.

In light of this information the review recommends that the Council should:

5. Introduce a limit of one (1) wheelie bin per household, with the exception of households with more than five people who may obtain additional bins.

- Put out notice to all households notifying them that they can only have one bin and require them to put any additional bins out with collection to be taken.
- Options for monitoring household numbers still need to be considered.

6. Further work is done investigate the possibility of recycling plastics and if necessary introduce a ‘Green Bag’ to ensure that there is sufficient room for collection of recyclable materials

7. Consider implementing a new collection routine that more actively encourages recycling. Three scenarios the Council may wish to consider are:

	Preferred Option	Alternative 1	Alternative 2
Green Boxes	Weekly	Alternate weeks	Alternate weeks
Green Bags	Weekly	Alternate Weeks	Weekly
Brown Bins	Weekly	Weekly	Alternate weeks
Green Bins	Alternate Weeks	Alternate Weeks	Alternate Weeks

- 8. Give flats recycling scheme.**
- 9. Consider building a Material Recycling Facility.**
- 10. Consider providing free lids for Green Boxes with stickers showing what to put in them.**
- 11. Review recycling banks collection to ensure they are routinely emptied, consider possibilities for re-naming 'banks' and ensure that they are easily accessible to users.**
- 12. Consider instituting compulsory recycling in Harrow once the Green box and Brown bin schemes are implemented**

Enforcement

The role of enforcement in recycling varied across the different areas. Bexley, under the Environment Protection Act have a compulsory recycling scheme and penalties to support this. This was not the case in the other areas visited. All areas did include a 'door knocking' campaign. This was more targeted in some areas than in others and depended greatly on the information management systems in place. In Bexley, chips and barcodes are placed on bins to monitor, which households and areas are recycling. This allows the Council to target particular areas. Chips cost approximately 80p each. The GLA also recommends that road-to-road monitoring be carried out to target areas of poor performance. Collection operatives are in a position to provide some of this feedback.

It was noted that in Harrow, there isn't currently a specific system in place to feed information about recycling habits and pass issues back to management. The Waste Management Manager noted that the introduction of an information management system would aid in their efforts to target areas.

Recycling Officers at this stage do not currently have a large role in enforcement. Their responsibilities relate largely to education and promotion of recycling processes in the borough. They spend time managing initiatives to increase recycling efforts, building relationships with schools and conducting some house visits to discuss recycling efforts in particular areas.

Based on these findings, the review group recommend:

- 13. Develop a system for recording information about recycling patterns. This system should then be used to determine actions for particular areas.**
- 14. Council investigates options for enforcement where there are repeat offenders.**
- 15. Recycling Officers work be expanded so that they are more proactive in deterrent/enforcement activities.**

Communications

All local authorities, experts and the research conducted emphasised the importance of good communication and education in encouraging recycling. Harrow Council already recognise this as part of its communication strategy already, however there is room for improvement.

There was some evidence that residents are still confused about recycling (i.e. what goes in what bin, what can be recycled). There was also evidence that suggested that residents did not view recycling as 'their' responsibility, rather it was the responsibility of the Council. This highlighted an important area for action for the Council. More attention needs to be given toward promoting the notion that recycling is a partnership between the Council and residents – that each party has responsibilities and will benefit from doing so. This could be done through increased promotional information, incentives for residents and so on.

The main emphasis for communications was on keeping it clear and simple – something Harrow already aims to achieve in its communications. Messages should be consistent, easily understood and well publicised. Where a new initiative is introduced, time should be dedicated to bringing residents up to speed.

The education system can also play a large part in fostering a culture of recycling. Targeting children in schools informs a new generation of the importance of recycling. They also take the message home to parents and can influence efforts in the household. Recycling officers currently work to engage schools in the area and are developing a schools pack for distribution. These efforts rely largely on the schools willingness to engage. The council should put more emphasis in this area. Recycling officers may be a way to do this. Incentives could also be considered to encourage schools to participate in recycling schemes. This idea is currently been used in other authorities with success.

The review also considered the colours of bins in the current Harrow scheme. Harrow currently use the Brown Bin for organic waste, Green Bins for residual and Green Box for recyclable materials. The group felt that there would be benefit in swapping the Green and Brown bins contents over. Green is a colour associated with the environment so may act as a trigger for people's memories about putting environmental/recyclable waste in it. There could be some confusion created by this, given previous publicity about brown bins. It would therefore only be possible to consider this once an entire brown bin rollout had been conducted and that any move such as this be supported by an active publicity campaign.

Based on this information, this review recommends a range of options:

16. Target children through the education system by developing a school based recycling programme.

- Prizes and publicity for the best school every three months with this achievement published.

17. Recycling officers be supported in proactively creating links with schools.

18. Incentives are given to households to recycle.

Examples may include:

- For green box users weekly prize draws to encourage better take up.
- For all recyclers- a twice a year free collection of "junk" and bulky items.
- For brown bin users - Give free bags of soil improvers.

19. Review communications strategy and develop promotional materials:

- **A leaflet giving clearer instructions about the recycling process and explaining collection days;**
- **Reinforce the message to 'sort at the source' and the cost of not doing so.**

- **Develop notes for collectors to put in bins saying “Thank you for recycling” once every six months.**
 - These notes should include information about how residents have contributed to the amount recycled in Harrow. For example: *Thank you for recycling. Your efforts have helped Harrow to recycling 50 tonnes in the past six months*
- **Leaflets informing public it is their responsibility to recycle and the benefits of doing so.**
 - Benefits should be emphasised in terms of the environmental benefits, benefits to the Council in reducing costs and the flow onto residents.

20. Change recycling bin ‘colours’ following the roll out of the Brown Bin scheme across the borough.

- Green Bins and Boxes be used for organic/recyclable waste, brown bins for residual waste.
- This could only be considered in the long term.

Key Findings from Visits –Summary Table

Area reviewed	L B Bexley	Daventry DC	L B Barnet	L B Harrow	Comments
Organic Waste	140 litre Brown Bin Weekly collection Garden and vegetable waste	240 litre Brown Bin Fortnightly collection Garden waste and cardboard	240 litre Green Bin Weekly collection Garden waste and cardboard	240 litre Brown Bin Fortnightly collection. Weekly in some of trial area Garden and kitchen waste and cardboard (in trial areas)	240 litre Brown Bin is ok. Depending on results of the trial, the council should introduce weekly collections Council should confirm garden and kitchen waste and cardboard
Recycling Boxes	Black – glass Maroon – plastic/cans Green – Paper Alternate weeks Barcodes on boxes	Blue – cans, plastics and glass Red – paper and textiles Weekly	Black – glass, paper, cans and 8 other materials Weekly Compulsory recycling	Green – paper, glass, cans textiles and Waste Electrical & Electronic Equipment (WEEE). Alternate week Alternate week collection of residual waste has lead to increase in recycling	Boxes are a recognised collection system where councils do not have access to Materials Recycling Facility. Council should consider the collection of plastics to encourage participation Council should consider weekly collections when demand is sufficient to help people remember collection days. Council should introduce alternate week collections of residual waste bins to encourage recycling Compulsory recycling should be considered once BB and GB are fully rolled out.
Residual Waste	Black sacks	240 litre Grey Bin	240 litre Grey Bin	240 litre Green bin Weekly collections	Harrow should 'swap' the Brown bin and Green bins

	Weekly collections Residents can buy green wheelie bin to use instead of sacks	Alternate week Large families may have a 360 l Bin	Weekly collections Additional bins can be bought for £88	(Alternate week in trial area – this has led to increased use of GB and BB) Additional bins can be bought for £75	around (i.e. Brown Bins collect residual waste, Green Bins collect recyclable material). Subject to the results of the kitchen waste trial, the council should change the frequency of collection of the WASTE bin to fortnightly to encourage diversion. The council should consider limiting the number of WASTE bins to one per family
Flats	240 litre bins Three materials: mixed plastics; cans and plastic bottles; paper and cardboard	Very few flats. No scheme	240 litre bins Three materials: brown/clear glass; paper; cans	No schemes at present	Harrow should urgently consider introducing a scheme for flats. Three materials should be targeted: paper; mixed glass; cans (and plastic bottles)
Recycling Centres	No glass banks	No information	Paper, glass and can banks	Paper, glass, can and textile banks. Poor public image	Harrow appears to provide a reasonable level of service at its recycling banks. A review of them should take place seeking to address accessibility and image issues. It should consider reviewing the service possibly in conjunction with flats above.
Home Composting	No information	No information	9000 delivered to date	12,350 delivered to date. Residents have the	Harrow has a good record in this area. Harrow currently provided

				option when the Brown Bin is delivered to have a home composter instead of the bin.	subsidised composters and where households have not wanted the Brown Bin, can access a composter free of charge.
Information	<p>Annual recycling calendar</p> <p>Annual newsletter</p> <p>Half to one page article in each edition of Borough magazine</p> <p>Annual spend £25k</p> <p>Poster campaigns</p>	<p>Annual recycling calendar</p> <p>Christmas flyer</p> <p>Waste Watch campaign</p>	<p>3 newsletters a year</p> <p>Minimum of one page per edition of Borough magazine (try to get back cover)</p> <p>Annual spend £40k</p> <p>Poster campaigns</p>	<p>Annual recycling calendar</p> <p>Up to six newsletters a year</p> <p>Half to one page article in each edition of borough magazine plus one to one and a half adverts</p> <p>Annual spend £50k</p>	<p>Harrow's current programme compares well with Bexley and Barnet.</p> <p>Harrow should review current impact to determine how it could be improved.</p> <p>Subject to outcome of kitchen waste trial council should consider an integrated campaign to promote revamped service. Campaign to include posters and Waste Watch (or similar) campaign.</p>
Schools/ Recycling Officers	<p>Schools Waste Action Club campaign in schools</p>	<p>Waste Watch schools programme</p> <p>Five recycling officers (of which two are teachers)</p> <p>Waste Education Bus</p>	<p>Barnet Schools Recycling Challenge</p> <p>Three recycling officers</p>	<p>Programme of school visits.</p> <p>Four recycling officer posts (2 in post, 2 being recruited)</p>	<p>Harrow should introduce a Harrow Schools Recycling Challenge</p> <p>Waste Management should liaise with People First to determine how best to integrate message into schools.</p> <p>Harrow should consider establishing a Schools Waste Action Club or similar.</p>

APPENDIX 1: BACKGROUND INFORMATION

Harrow's Current Waste Management System

1. Residual Waste (Green Bins)

Collections are made from the front boundary of individual households and from the bin storage area of communal properties. Only domestic waste may be put in the bin, including garden waste, which will be collected free of charge provided it fits into the wheeled bin. Paint, engine and cooking oil and other liquids should not be put into the bin. Building rubble, soil, clay and other heavy items are not collected. Waste that cannot be fitted into the wheelie bin is not taken. There is currently no limit to the number of wheeled bins which a household can use. Additional bins are subject to a one-off charge when provided by the Council.

2. Green Box Scheme

The Council provides a fortnightly kerbside collection for the following materials: Telephone directories, glass bottles and jars, cans, textiles, aerosols, aluminium foil and small electronic equipment.

Each household is issued with a green box to store the materials. The scheme collects from most houses, but blocks of flats are not served unless they request the service and ensure that the materials for recycling are not contaminated by other rubbish. This scheme does not cater for the recycling of plastics. At present, 72 000 households have Green Boxes.

3. Brown Bin Scheme (Organic Waste)

In June 2003 special collections were made in ten areas of Harrow to collect organic garden waste in a separate brown wheelie bin. The garden waste collected is composted rather than sent to a landfill site. These will be collected fortnightly on alternate weeks to the Green Box recycling collection. At present, 33 000 households have a Brown Bin.

4. Recycling Centres

Newspapers and magazines can be deposited at any of the 29 paper banks around the borough. There are also 29 sites where glass bottles and jars can be deposited for recycling. There are 20 sites around the borough where aluminium and steel cans can be deposited for recycling. There are 20 sites around the borough where old clothes, textiles, blankets and footwear can be deposited for recycling.

5. Civic Amenities Site (Waste Refuse and Recycling Centre)

The Civic Amenities site handles approximately 20% of the borough's waste. Under a Local Public Service Agreement, the council has a target to recycling 24.2% of this waste. In 2003/04 27.1% was recycled.

6. Cloth Nappies

The Council operates a nappy subsidy scheme in an effort to reduce the amount of disposable nappies being used in the Borough. Parents in Harrow can access £60 toward purchasing new real nappies for use. In addition, the council participated in Real Nappy Week in 2004. Harrow's participation in Real Nappy Week 2005 is currently being considered.

7. Best Value Performance Plan 2004/2005

Outcome	Background/what we did in 2003/04	Action planned and targets for 2004/2005 and later
Improved levels of collected recyclable waste	<p>Increased the percentage of recyclables collected from 11.9% in June 2003 to 14.5% in February 2004 against a target of 16%.</p> <p>Introduced a second round for organic material collections in March 2004 to enable the council to meet the 16% target from April 2004.</p> <p>Submitted a funding bid to GLA to introduce further organic waste collection rounds to cover the whole borough.</p>	<p>Implementation of any successful bids to enable the council to meet its target of 25.2%.</p> <p>Introduction of a comprehensive performance monitoring system to measure householders participation levels in the recycling rounds in order to facilitate targeted campaigns to increase participation in low performing areas.</p>

Description	2002/3 Outturn	2003/4 Target	2003/4 Outturn	2004/5 Target	2005/6 Target	2006/7 Target
The percentage of household and commercial waste recycled / composted at the Civic Amenity Site (LPSA Target 7)	20.8 %	24.2 %	27.1 %	24.2 %	24.2 %	-
Percentage of the total tonnage of household waste arisings which have been recycled (BVPI 82a)	9.4%	12%	10.5%	10.5%	11%	12%
Percentage of the total tonnage of household waste arisings which have been sent for composting.(BVPI 82b)	0%	4%	2.7%	6.7%	14.7%	16.0%
Percentage of the total tonnage of household waste arisings which have been used to recover heat, power and other energy, sources. (BVPI 82c)	0%	0%	0%	0%	0%	0%
Percentage of the total tonnage of household waste arisings which have been land filled. (BVPI 82d)	90.6%	84%	86.8%	82.8%	74.3%	72.0%
Number of kilograms of household waste collected per head (BVPI 84)	457	460	460	465	469	474
Cost of waste collection per household (£) (BVPI86)	£46.03	£51.75	£59.99	£71.07	£76.07	£79.70
Percentage of people satisfied with household waste collection (survey) (BVPI 90a)	-	80%	71%	-	-	-
Percentage of people satisfied with waste recycling (survey) (BVPI90b)	-	80%	62%	-	-	-
Percentage of people satisfied with waste disposal (survey) (BVPI 90c)	-	80%	73%	-	-	-
Percentage of population resident in the authority's area served by a kerbside collection of recyclables (BVPI 91)	89%	89%	88.4%	88%	88%	88%

7. Local Authority Visits

London Borough of Bexley - August 2004

Steve Didsbury – Waste and Recycling Manager

Rebecca Cooper - Waste Minimisation and Recycling Officer

Key Points

- Roll out a flat scheme to increase recycling rates
- Education system is a good tool to reach children
- When starting any new initiative invite all those who have ever complained about the system to get them on board
- Recycling newsletters, *encourage* residents
- Bar codes on boxes allow for council to thank those who are recycling and target those who are not
- Recycle plastics

Recycling

In May 2004 every household received one of 60 000 140-litre brown bins for weekly collection. These bins are for organic waste (which will include meat and fish once Bexley's new plant has been built). Two and a half years ago they started recycling plastic milk bottles. In 2002, they started taking all plastics. Adding plastics has increased their recycling rates.

The recycling bins have address labels and are individually numbered so that the council know who has been recycling. Bexley has a doorknocker plan and this system lets them know which houses to target. It costs 80p to fit a bin with a chip.

A recycling calendar is given to residents for each year. A recycling newsletter is sent out the other half of the year. Within the Bexley magazine there is always a half to one page article on recycling. Other communication forums include local press, newspapers and posters in all public buildings. There is also a school waste action worker who goes to all the schools to educate the children.

Bexley had different boxes for the different recyclable materials. Black boxes are for glass, maroon boxes for plastic and cans, green boxes for paper, brown bins for compost, and garbage bags for garbage. These bins are collected on alternate weeks. One week the black box, the following week the green box. 50L boxes have locking lids to keep animals from getting in.

The Council's main customer makes cardboard and buys all the paper the council collects. The council has been buying recycled plastic for the past fourteen years to encourage the market - for example to make signs. The council has built a market at their compost site where they sell 10 000 bags a year. Residents can drop off their composting and buy bags of peat on their way out.

Though there are initial set up costs, it can result in more people using the service, in increased participation rates and decreased costs to the Council.

Things that make a difference:

- Reliability of services
- Keep reminding residents
- They spend £25 000/yr on leaflets
- Get the residents excited and convincing their neighbours as well

It is often a matter of timing and reminding. To engage more people there are ideas of door knocking or sending out questionnaires (add an incentive to the questionnaire) to see why their street is not participating. Putting out articles in the local papers and Council magazines is another avenue that has worked well for Bexley. Words of encouragement such as “You are doing really well!” are helpful. Also, phrases such as “Are you putting it in?” are also good reminders.

A recycling focus group was put together from interested residents. This was advertised in the Bexley magazine for residents interested in joining. **They called every person who has ever registered a complaint about the recycling program and invited them to attend.** This focus group was then fed into the Agenda 21 network.

Bexley also have contributed that if you try to charge people for garbage they contaminate the system by lying. For example, general waste in the recycling bin covered by plastics on top.

The Collection Process

COLOUR	MATERIAL	COLLECTION
Black box	Glass	Fortnightly
Maroon box	Plastic bottles and cans	Fortnightly
Green box	Paper	Fortnightly
Brown bin	Compost	Weekly
Garbage bag	Garbage	Weekly

The collection process involves collectors going house to house with a big roly bin which they throw the contents of the resident’s little bins into. Once the bin is full, they roll it to the truck which has an automatic system that dumps the garbage into the truck. There are three separate vehicles for paper, glass, and garbage. Composting is picked up every week and residents can include paper towels if they wish. Biweekly composting is not a feasible option if food is included in the bins. Waste is collected weekly with the intention of getting residents into the habit of one bag of garbage per week per household.

Residents may be unaware but collections can be monitored through barcodes. Then council officers can knock on the houses which have not been recycling (without them knowing they are being targeted) and speak to those specific residents about recycling. Barcodes and chips are placed on bins to track the households that are taking part in these schemes. It is important to send thank you notes to those who have been “good” about recycling. There are two officers whose task it is to solve all recycling problems facing residents and the council. They will visit resident’s houses and help them find ways to make recycling easier.

Due to a borough survey, the Council now sells green bins to residents for garbage if they want one. Electrical goods must be taken to a recycling site along with shoes and textiles. The brown bin is used a lot in the summer when people are gardening and use the bin for garden waste.

The brown bins are smaller than the green bins but this has proved impractical because the rubbish truck cannot get a proper hold of the brown bin and shake out all of the contents. In Harrow, the green and brown bins are the same size which avoids this situation.

Flats

Flats in Bexley have collections for:

- Mixed plastics
- Plastic bottles and cans
- Paper and cardboard

They are currently rolling out a flat scheme. This process entails finding the management of each flat, getting bins for each flat group and then bags for each flat. The residents take their bags to the big bins situated within the complex. Small flats each receive two 40L bins. It is important to get the housing associations on board.

Communications

Miniature wheelie bins and recycling boxes are handed out to residents as promotional materials. Communication and consultation are very important tools to keep reminding residents about the waste collection services available to them. One weekend a year there is a huge campaign at the local shopping mall. This helps due to the face-to-face explanations that can be given to residents.

Recycling week is called The Big Recycle. The council is holding a birthday celebration for their paper recycling project. Paper recycling is free to schools – especially because a bulk of their waste is paper. Businesses can have their paper picked up for a fee.

Residents are informed four weeks ahead of the time they are going to be receiving their bins. They are invited to a “road show” on a Wednesday or Saturday that moves around the borough so it is close for people to attend. Two annual newsletters push the recycling message. Local radio spots also help spread the word and increase awareness.

Education

Schools are a strong target for instigating change. They play games to help get children involved. For example, the children are given a bag of garbage and they have to sort it into the different bins. The goal is to get the children excited about recycling and have them go home and educate their parents about the scheme. The school waste action club has to work with the schools to develop the program into their curriculum. Be it in science, geography, English, or math they have to deliver waste lessons which relate to that subject’s specific curriculum. One full-time person is in charge of this.

Schools have achieved a recycling target of 80-90% which shows how successful recycling is with children. There is a robot mascot “Cycler” who goes into classrooms and speaks to the children. Older children are taken on visits to the incineration and land fill sites to heighten their awareness and interest in this cause. There are board games such as “The Rubbish Challenge” where there is a green bag of rubbish and as the students go around the board, they try to rid of their rubbish responsibly with the goal of emptying the bag.

Nappies

Bexley recommend the use of real nappies in **hospitals and prenatal classes. If parents use them when they first have their baby they will continue to use them.** If garbage collection becomes fortnightly, nappies cannot be every second week but must have a separate weekly collection.

District Council of Daventry - September 2004

Tony Gillet - Environment Services Manager
Sue Reed - Lead Officer, Waste Management

Key Points

- Only one garbage bin per house – larger size if over five residents
- Paper, cans, plastic, and glass all collected weekly
- Recycle plastics
- Have a school program run by five officers

Collection

Daventry is a rural collection authority with 257 square miles to cover containing 30 000 households. In the mid 80s they had a mixed collection and later introduced a 240L wheel bin to each house in which they allowed any spare space to be filled up with garden waste. In the 90s following the EPA they started to look at recycling. They implemented a kerb side box collection which was an opt in scheme and they advanced publicity with postcards which the residents could send back to the Council stating they wanted to take part. At the time there was a 10% recycling rate. 2 500 tons of recycling was taken in but there was little impact on the amount of residual waste as often residents were putting more garden waste into the residential waste.

Due to an increase in organic waste in garbage they wanted to reach a 40% recycling rate. The key was to reduce the frequency or capacity of residual waste. Their approach to waste collection differs from that applied in many authorities by virtue of the four-bin system:

BOX	MATERIALS	COLLECTION
Red box	Newspapers, magazines and textiles	Weekly
Blue box	Cans, plastics and glass	Weekly
Brown bin	Garden waste and cardboard	Biweekly
Grey bin	Residual waste	Biweekly

The red and blue boxes are collected every week for recycling, whilst the 240 L brown and grey bins are collected on alternating weeks. Houses with five or more residents received a 360 L grey bin instead of a 240 L bin. There are no restrictions on what is put into the grey bin. There was a 51% recycling rate within the first four months of the trial. (The participation rates are taken only from the number of houses that asked for boxes.) This scheme was rolled over the whole borough and has been in existence since September 1999, achieving outstanding results, with the District's overall recycling rate increasing to 43% in 2001/02 and 44% in 2002/03.

Currently the organic waste collection does not accept kitchen waste because the compost site is not a closed off area, but it does accept cardboard. They encourage residents to take part in home composting.

Since every household is offered kerbside recycling, there are no bottle banks. One free lid is offered with the red box. The Council asked residents if they had room for two bins and any household responding "no" received a visit from Council staff who helped residents find space; otherwise smaller bins were given to them. Priority was given to recycling boxes.

To help combat resistance they sent out advance publicity material before the bins went out and engaged the local papers. The papers frequently did an article regarding "Pro-recycling". They ran a mini-trial with elected members and gauged what problems arose. (The solution to smell was to wrap smelly waste in garbage bags, for example nappies.) Having the Councillors testing the scheme meant when residents had problems, Members could offer advice and it demonstrated Members' commitment to the scheme.

Each household is accountable for taking responsibility for their own waste. The main message was ***“You created it so you deal with it. It is your responsibility. The Council will collect it and offer you advice”***. By visiting houses the Council can help residents manage their waste and become a part of the system in place. If residents do not buy in they can go to the tip.

They collect from 1200 properties/day on average. Daventry gets paid a recycling rebate for every ton of recycling or organic waste it collects. They do not pay a landfill fee. Their target is a 50% rate by 2020 and currently are at over 40%. Cans and plastic get bailed to reduce the volume.

Communications

Local press was used to increase the profile of the trial. The positive view from the press is helpful. ***It is important to use the words “alternate week” and not “fortnightly”***. The message is ***“We have increased your service, not decreased it because now you are getting two collections per week.”*** Local radio had community style shows, interviews, news, and interest items all related to recycling. This provided advanced publicity to each house that was to take part in the trial and prepped the residents for when the system was rolled out throughout the whole Borough, they knew what the scheme was and why it is was being implemented giving the residents a big picture.

An exhibition van was sent out before the bins were issued. The Council offered to come and speak to any community groups that were interested, though this received little interest.

When the scheme first started the Council used Bin stickers to let residents know when they were doing something wrong. If they contaminated the organic waste, the stickers would say what they were doing wrong and ALWAYS include a contact number for questions and advice.

Within the trial they received funding for communication/education projects. Direct mail leaflets were sent out. They were encouraging and congratulated residents for doing so well with the program. They were also used to answer questions.

Once a year a calendar was distributed in sticker form with the collection dates individualised for each round on them and outlines of which material go into which box. A special Christmas flyer was sent out.

Waste Watch was helpful to put pressure on the residents because it was an independent agency and not the council directly. Waste Watch already had school programs that included a ‘rapping robot’. The Daventry waste education team has five officers, two of whom are teachers. They travel in the waste education bus.

Daventry benchmarked Milton Keynes. There exists a joint partnership of all North Hampshire Counties.

Daventry does not have any high rises. They have a few flats and some shared accommodation.

An example of some of the material produced by Daventry is in Appendix 3.

London Borough of Barnet – December 2004

Key Points:

- Have a high profile communications campaign, posters on bus stops, public billboards and in libraries;
- Education promotion via the Barnet School's Recycling Challenge and through recycling information officers;
- Introduced compulsory recycling within 4 wards (black box scheme, metal cans, engine oil, textiles and shoes, paper, mobile phones, glass bottles and jars, foil, car and household batteries). Residents can be fined up to £1000 for not participating as a last resort;
- Have a scheme to enable flats to recycle, residents can call and get recycling bins fitted by flats;
- Recycling newsletters, to encourage participation

Barnet is almost one third larger than Harrow in terms of resident population. Barnet has 324,000 residents with 113,000 houses and 17,000 flats. In 2003/04 Barnet's statutory target was 18%, which they narrowly missed attaining 16.71%. This amounted to 22,737 tonnes collected for recycling. Their statutory target for 2005/06 is 27%, which means they will need to collect 47,160 tonnes for recycling.

Barnet introduced compulsory recycling in 4 wards, as a pilot scheme. The scheme only applies to houses, but not those with shared refuse facilities or flats. Residents were informed to place glass bottles and jars, metal cans, paper and magazines in a black box provided for them by the Council. General waste that was not included in recyclable material was to be put in their black-wheeled bins for normal domestic rubbish. Should residents not comply with the scheme there are a series of steps that lead up to a fine of up to £1000. These steps are: residents will initially receive a notifying letter informing them that they are not complying with the scheme. They then receive a second letter warning them, following which they would get a visit from an officer within the waste services team and finally they would receive a formal section 46 notice which would end in a court order and if convicted a fine. There are only 9 households currently not complying. The reaction of residents when an enforcement officer comes around is generally of surprise; here residents are offered the opportunity to order a black box if they do not already have one.

Barnet have underpinned their compulsory recycling scheme with the Environmental Protection Act 1990, which states that the local authority can specify what containers are used to hold which waste materials. The overall response since the introduction of the compulsory recycling has been a general increase in recycling across the borough and into neighbouring boroughs such as Brent and Harrow. This was because Barnet felt that the initial publicity surrounding the introduction of this scheme was received well by residents.

Barnet collects residents rubbish and recyclable materials on a weekly basis via kerbside collection. The black box holds recyclable materials, the grey-wheeled bin domestic rubbish and the green-wheeled bin garden waste. If a resident requested an additional bin they would be charged approximately £88. Barnet has a policy of not collecting any side waste. The black box collection currently recycles 11 materials whilst the flats scheme recycles four; these are brown glass, clear glass, paper and cans. There are currently 7 700 flats which have had recycling bins fitted within their vicinity. Their kerbside recycling collection does not collect card or plastic, as they do not have the facilities to do so. Home composts are sold to residents at a subsidised cost to encourage further recycling of organic waste. They only accept cheques as payment for composting machines, as credit facilities are too expensive. Barnet have sold 9,000 composts to date. The Civic Amenities site does not accept trade waste and van owners must make an

appointment and have proof that they are residents. Monitoring officers question van owners and enforce the rules.

COLOUR	MATERIAL	COLLECTION
Black box	Recyclable materials	Weekly
Grey	Domestic rubbish	Weekly
Green	Garden waste	Weekly

Barnet have “Bring Banks” that are situated throughout the borough, which recycle cans, paper and glass. Barnet is currently in the process of re-tendering its “Bring Bank” service as their current contractors are not providing adequate service and some banks are overflowing. Barnet currently do not have a scheme to dispose of nappies or have a leaflet on this issue. They do however provide information to those who request it as well as providing web links to useful websites. Barnet currently does not have a waste minimisation strategy.

Barnet has agreed a publicity plan for 2004/05, which was agreed in May 2004, ensuring there is a clear and consistent message when communicating their message on recycling. There is funding directly from Barnet and a contract with ECT (Ealing Community Transport) with the total amount of funding at £40 000. Barnet feel this will be a challenge, but they aim to reach it by keeping the profile of recycling high on residents minds and using key advertising pages in Barnet First, their Council magazine. There is normally a one-page article on recycling and sometimes they use back page advertising. This is key because there is a 50% chance that the magazine will land in a residents home face down and that is the first thing that they will see. There is an ECT Newsletter on recycling three times a year, targeting times of the year there may be confusion about collection dates. There is also a recycling website which you can reach from the Barnet Council Homepage. Barnet’s publicity work includes: service information, posters, ECT Newsletter, Bookmarks, Website, Articles in Barnet First, Schools work and other outreach work.

Barnet actively works with schools to educate pupils about recycling as well as encouraging them to be active in getting their families involved in recycling. There are three recycling information officers whose role is to educate and promote recycling across the borough. Barnet has a schools recycling service to enable schools to recycle their waste. Schools can obtain green recycle bins that recycle paper, cans and glass. There is an initiative called the Barnet School’s Challenge, where they invite recycling officers to come and give a talk. Pupils are sent a letter stating their school is taking part in the ‘Barnet Schools Recycling Challenge’ and asking them if they have a black box. Next pupils are given a card listing materials that they can recycle and they have a week to recycle as many materials as possible. The Mayor presents the school that recycles the most with a certificate. Barnet hopes by 2007 all schools would have completed the ‘Barnet Schools Recycling Challenge’.

Barnet have done an extensive outreach programme and written to 320 community and residents groups offering them information on recycling and information display materials. As a result of this campaign 26 articles appeared in community newsletters and magazines reaching an estimated 14, 000 residents. Barnet also have information display materials in schools and libraries in the borough. There is a sustained poster campaign in local newspapers, bus stops and public notice boards.

The results of the scheme have shown that there has been an increase in black boxes from the 1 April to 30th September 2004, 5 555 box requests compared to 2,608 in 2003. There was an overall 16.5% increase in recycling tonnage collected. Within the compulsory recycling area there was an increase of 18.44% matched by a 10.03% increase outside the area. This suggests that compulsory recycling has had a positive impact on the borough’s recycling rates.

Barnet is part of the North West London Waste Alliance and have been given £4 million from the London recycling fund to expand waste disposal service further to include kitchen waste such as uncooked foods, tea bags and egg shells. There is a report going to Barnet's Cabinet on the 4th January 2005, to determine whether the black box scheme will be rolled out across the whole borough.

Greater London Authority – October 2004

Jane Cole – Marketing Manager Recycle for London

Hana Colins – Senior Policy Officer (Recycle for London Campaign)

The Greater London Authority (GLA) is working with individual Boroughs to gain access to the local level. The national campaign that has been launched explains, "WHY should we recycle?" The Recycle for London campaign targets "WHAT should we recycle?" And it is up to the individual boroughs to explain, "HOW we should recycle".

Recycle for London (RFL) offers boroughs templates with the look and feel of the RFL campaign. The boroughs can then modify to include their own specific details. The objective of this is to have one overarching branded message rather than have thirty-three different messages from each borough diluting the message.

The GLA buys seventy local press titles across London and partners with the boroughs to have borough specific contacts and service details. Ten templates, including leaflets and bus shelters, are pre-designed for boroughs to use in their communications. Councils which have capitalised upon this opportunity have recorded increased calls to their information lines with increased requests for bins and information.

Each borough receives £6 000 over eighteen months which it can access for these templates. This £6 000 can also be put towards other objectives which the GLA will consider on a case-by-case basis.

Harrow has been very involved in the GLA program over the last year. The Harrow Observer and Harrow Times have published a Slim Your Bin article and the borough has included service leaflets inside its kerbside collection boxes.

There are a number of 'prongs' to the recycling message. Residents can be prompted to do one of three actions: reduce, reuse and recycle. It is helpful to promote these messages in stages rather than at once. For example, recycle is a strong message and a good way in. It is important to not bombard residents at the first stage, thus "reduce" and "reuse" can follow.

Targeting residents who already recycle and increasing the amount of recycling and the number of materials they recycle is easier than starting someone new recycling. Leaflets can be sent to targeted households after the population has been fragmented and service leaflets can be specified (for example by language). A door knocking campaign is highly recommended and information on best practices can be found on the GLA web site.

The feedback element is important. Rounds must be on time and efficient to help build resident's faith in the service and not turn them off the system. Boxes and calls can be monitored to see which element of the scheme is most effective. Picking one heavy collection round and one light one and seeing how they differ with each communication material that comes out provides for an effective monitoring system.

Flats

Convenience level and providing equivalent services to that of a house are important issues for flats. Three available options include:

- Home service where recycling is picked up
- A large bag which residents can take to an on site location
- “Near door recycling” where a domestic size wheelie bin is placed beside each entrance

Storage in flats is always an issue and needs to be made easy for residents. Sometimes the plan needs to be catered to each specific flat depending on the layout. Money can be used to trial a door-to-door and then a near-door to see which is more effective and cost efficient. One borough has a composting bin on site which is then used for fertiliser in the local parks. Flats can always receive funding through the London Recycling fund. On the GLA site there is a listing of flat schemes which have proved successful with contact details and lessons learned. It is helpful to get a champion in each estate to go around to residents and inform the tenant association or management association of recycling initiatives.

Plastics

Recycling has tonnage-based targets, thus due to the low weight high volume properties of this product, it is of low priority. The Mayor hopes to start recycling plastics soon.

Education

GLA has a number of initiatives that focus on education and putting the recycling message out into schools. Examples include:

- A website for schools currently exists. GLA are considering putting a game on it for kids to play to reinforce key messages.
- There is a London School Environment Award aimed at increasing students environmental awareness. Schools can win up to £2 000.
- *capitalwastelearning.com* is a website containing resources for teachers by teachers in secondary schools.
- The GLA has giant 3D cans available for schools to borrow for assemblies and events to help promote recycling during school functions
- Badges, stickers and other promotional information is also available.

Boroughs

The borough is responsible for linking the whole message together. Impact can be gained through using all the tools available from all sources. For example, the £6 000 available from the GLA, can be used for printing costs and Harrow’s own budget can be allocated for other items. The key is to carry the message through and tie all aspects together in timing. Any work Harrow does now can be tied in with work the GLA and the national campaign are doing.

For example, the GLA adverts are now out and if Harrow contacts residents in a few weeks time, it enhances the message at a local level. Communications expertise is needed as recycling officers need to know how to reach the residents. Constant and consistent communication is required in addition to making use of the local papers and magazines. Making things visual is an effective tool. For example the orange bag scheme is effective due to the bright colour of the bag ensuring everyone sees it.

Segmentation & Targeting

Monitoring must be carried out on a road-to-road basis to understand specific issues relating to each street. Waste collectors (as indicated in the Unison meeting) are in a position to provide some of this information. Resulting actions must cater to each segment and then they must be monitored. To engage different people there is a need to move away from the “one size fits all” model while keeping the “fun” aspect. Residents need to be contacted at multiple levels and

segmented (non-recyclers, medium recyclers) and communication plans must build on previous messages making it relevant to people.

Panel of Older Persons Panel (POP) – November 2004

Upon attending a session with the POP Panel our findings can be summarised in the following points:

- Sheltered Housing does not have green bins and is forced to put all their waste into one single bin. Putting in the proper bins would allow these residents to recycle and compost.
- Governments should take proactive action to discourage the use of excessive packaging, especially by supermarkets.
- Free covers should be provided for green boxes. This allows for rain and animals to not get in keeping it tidier and easier for collections people to take away.
- More use of publications such as the Harrow People magazine should be used to encourage recycling.
- The message needs to be taken into schools to influence the next generation.
- Providing bins, clear directions, and pick up dates to all households will help residents recycle.

Meeting with Workforce representatives (Unison and Recycling Officers).

Two meetings were also held with council workers involved in the delivery of waste management and recycling. The first was held with Garbage Collection workers (represented by Unison), the second with council recycling officers.

Unison meeting

Unison representatives had a number of suggestions to improve recycling rates in Harrow. They provided suggestions relating to issues relating to the Green and Brown box trials. In particular, they noted the lack of understanding by residents about sorting requirements. They also raised the labour intensive nature of collecting these items.

Unison representatives echoed the message raised by all parties as part of this review that education and clear, understandable messages and processes need to be communicated to the public. More incentives and publicity should be considered as a way of attracting people's attention. In particular, communicating the benefits to residents of recycling (i.e. the impact on targets and therefore council taxes) needs to be made.

There were some concerns raised by Unison relating to the enforcement of recycling and tipping requirements. Workers were concerned that there was no follow up on information provided by the workforce to managers in the waste area. This highlighted the need for a more structured feedback process between staff.

Recycling officers meeting

Harrow currently has four recycling officer positions. At this stage, only two of those are filled. Recruiting for the remaining positions continues. The positions are reasonably new and as yet have not had the opportunity to 'bed down'. Recycling officers responsibilities relate largely to education and promotion of recycling processes in the borough. They spend time managing initiatives to increase recycling efforts, conducting some house visits to discuss recycling efforts in particular areas, building relationships with schools and so on.

The officers noted the importance of building links within the community to help promote recycling. In particular, they noted success within schools. Much of their work however is adhoc and relies on the school's interest in participating in recycling schemes. Officers agreed that building links with schools would be a useful area to engage in.

Recycling officers also engage with other members of the public. This could be through meetings and presentations to interested parties, or door knocking in areas where poor practice has been identified. Officers noted that door knocking activities are reduced during winter and that there are safety concerns in sending officers out to private homes. Finally, the officers were able to provide information on their strategies and activities moving into the future. Clearly communication will play a big part of this work. This review feels this work should be monitored and could include recommendations made by this paper.

APPENDIX 2: RESULTS FROM THE HARROW SHOW SURVEY

		%
2 Do you use the Green box?	Yes	87.10
	No	12.90
3 If not, why not?	Don't remember collection day	10.71
	Use Recycling Banks	17.86
	Recycle at council Tip	3.57
	Live in a flat	35.71
	Not enough space	7.14
	Box too heavy	3.57
	Can't be bothered	7.14
	Other	35.71
4 If YES, how satisfied are you?	Very satisfied	46.03
	Satisfied	49.74
	Unsatisfied	3.17
	Very Unsatisfied	0.53
	Neither satisfied or dis-satisfied	2.12
5 Which of the following do you regularly recycle	Paper	92.24
	Glass	82.19
	Cans	76.71
	Old shoes and clothes	38.81
	Aluminium foil	34.25
	Aerosol cans	24.66
	Small WEEE	31.96
6 Do you have a Brown bin?	Yes	31.28
	No	68.72
7 If YES, how satisfied are you?	Very satisfied	56.06
	Satisfied	43.94
	Unsatisfied	1.52
	Very Unsatisfied	0.00
	Neither satisfied or dis-satisfied	3.03
8 Has the brown bin	Encouraged you to recycle more in the Green box? YES	34.85
	Reduced the amount of waste in your wheelie bin? YES	71.21
	Encouraged you to compost more at home? YES	25.76
9 The council will shortly add kitchen waste.	Are you in favour of this? YES	96.67
	Should we collect Brown bins weekly? YES	78.10
	Would you be prepared to have the Green wheelie bin collected once every two weeks? YES	51.16
10 Which of the following would you support if it encouraged recycling?	Weekly collection of the Green Box?	31.34
	Collection of Plastics?	71.89
	Prize Draws for using the Green Box?	35.48
	Being charged for waste collection (Green Box and Brown Bin FREE)	10.60
	Compulsory recycling (as in Barnet)	52.07

THE SYSTEM

WHAT GOES IN... ✓

WHAT DOES NOT GO IN... ✗

COLLECTION SCHEDULE



RED BOX

Newspapers, magazines, junk mail, office paper, textiles and shoes



Cardboard – Please do not include any cardboard boxes or packaging, washing powder boxes or cereal packets. No Yellow Pages (these should be put in the brown bin)

Every week



BLUE BOX

Food and drink cans, glass bottles, jars, plastic bottles, and aerosols
(Please remove all lids, wash containers out and flatten before placing them in the blue box)



Yoghurt pots, cling film, margarine tubs, plastic bags, polystyrene, tin foil, because these cannot be economically recycled at present

Every week



BROWN WHEELIE BIN

Food scraps but not meat, fish or bones
Garden waste
Cardboard but not wax or foil-lined containers



Meat, fish, bones, wax or foil-lined containers

Every other week
See Collection Dates on reverse



GREY WHEELIE BIN

All other household waste



Recyclable material which could go in the blue or red boxes or the brown bin

Every other week
See Collection Dates on reverse

DAVENTRY HOUSEHOLDS, LEADING THE WAY ON RECYCLING - KEEP RECYCLING AND HELP US ALL REMAIN AT THE TOP.