



HILLINGDON
LONDON

**RESIDENTS' AND ENVIRONMENTAL SERVICES
POLICY OVERVIEW COMMITTEE**

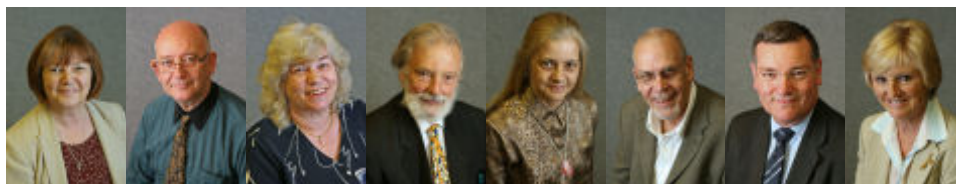
2006/07

***ENCOURAGING WASTE REDUCTION AND
RECYCLING***

***WITH A VIEW TO ACHIEVING HILLINGDON'S LOCAL
AND REGIONAL TARGETS BY 2010 AND 2020.***

Members of the Committee

Cllr Shirley Harper-O'Neill (Chairman)
Cllr Kenneth Bartram (from Feb 2007)
Cllr Janet Duncan
Cllr Graham Horn
Cllr Elizabeth Kemp (May 2006 - Jan 2007)
Cllr John Oswell
Cllr Andrew Retter
Cllr Kay Willmott-Denbeigh



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Chairman's Foreword



We owe future generations a duty to pollute less by reducing our waste and recycling more of our rubbish.

In Hillingdon, we are currently one of the top-performing London Boroughs in terms of the percentage of waste recycled but we still send large volumes of waste to landfill every year. All councils are facing high financial penalties in the near future if they do not recycle more, as a result of further increases in the Landfill Tax as well as the Landfill Allowance Trading Scheme. So there are strong drivers for us to do more.

I would like to thank those who helped us with this review, especially Sue Harris from Richmond, Stephen Didsbury from Bexley and Andrew Baker from Harrow. They are all heads of waste and recycling in boroughs with high recycling rates. Being able to compare our systems and plans with theirs was invaluable. I would also like to thank Mike Nichols, Director of the West London Waste Authority, for giving us a broader view and Doug Simpson, Senior Policy Officer at the Greater London Authority, for advising us on the Mayor's waste strategy.

Officers from Environment and Consumer Protection Directorate who advised us throughout, especially Duncan Jones, Waste Development Manager, gave us excellent support. They explained the technical and financial aspects of waste management and recycling, identified suitable witnesses and arranged a visit for us to see recycling facilities at first hand.

I would also like to thank residents of Hillingdon, Hillingdon Association of Residents Associations and Hillingdon Friends of the Earth who sent us views.

We have proposed practical and achievable recommendations that should enable the borough to achieve our target of 40% recycling by 2010. To meet the target of 50% recycling by 2020, there needs to be further investigations.

Cllr Shirley Harper-O'Neill

1. Recommendations

The evidence and conclusions on which these recommendations are based can be found in chapter 3 and the appendices.

The Committee recommend:

Recommendation 1 Civic Amenity Sites

That Cabinet ask officers to come forward with further proposals for redesigning the Borough's 3 civic amenity sites to maximise recycling, starting with the New Years Green Lane facility in Harefield.

Recommendation 2 Food Waste recycling

That Cabinet ask officers to investigate the feasibility of introducing food waste recycling, ideally integrated into the garden waste collection, with a view to early introduction.

Recommendation 3 Education and Publicity

That Cabinet ask officers to develop proposals for improved education and publicity, recognising the importance of publicity and public incentives to encourage people to recycle. The Committee recommends that this include:

- a) Proposals for a pictorial booklet explaining what can and can not be recycled, to be produced and issued to all households when food waste recycling is introduced
- b) The appointment of an additional member of staff or the purchasing of specialist expertise to promote recycling to residents.
- c) The use of a poster campaign to explain and encourage recycling around the time of the food waste collection introduction.
- d) Development of an information DVD to be distributed across the Borough advising residents on key recycling issues.
- e) Redevelopment of the Borough's website (waste section) to place greater emphasis on providing residents with key information to help them to minimise their wastes and recycle as much as possible. In addition this should also include promoting external recycling resources such as www.freecycle.com.
- f) Explanations of the impact of contamination, e.g. the rejection of loads and increase in costs for the Council.

Recommendation 4 Schools

That Cabinet ask Waste Services to make contact with all schools in the borough to encourage them to use our recycling service and to ask schools to consider whether there are ways they can boost recycling at school and by pupils, offering advice to help with this. In addition officers to consider providing additional incentives to schools through methods such as competitions and other ideas that will motivate pupils and staff to adopt recycling.

Recommendation 5 Leading by example

That the Council lead by example and that the Cabinet adopts the Committee's proposal that group offices and directorates be asked to minimise waste and increase recycling, e.g. by printing double-sided; avoiding excessive copying; reusing scrap paper as pads; using recycling sacks and bins; recycling toner cartridges, etc. Facilities for recycling should be provided across the Council estate. Recyclable paper cups are to be provided for Committee meetings rather than polystyrene cups, with an additional bin for paper cup recycling sited by the main committee rooms. In addition the Committee looks to all Councillors who are also school Governors to encourage their respective schools to introduce recycling as part of their normal waste management practice within the next 12 months.

Recommendation 6 Longer Term

Our current system of collection has both public support and approval from the waste recycling businesses that we use. However, for the longer term the Committee recommends that Cabinet ask officers to consider and report back on further options such as alternative collection systems as detailed in the Joint Municipal Waste Management Strategy that will be necessary if the borough is to avoid dramatically increased landfill costs as a result of the Landfill Allowance Trading Scheme. In addition, to consider options via partnership and joint working arrangements with other Boroughs that would achieve economies of scale as well as other synergies in service delivery and deliver significant improvements in value for Council tax payers.

2. Background, Terms of Reference and Methodology

Aim of the review

The aim of this review was to examine the issues relevant to the way in which we collect refuse and carry out recycling in Hillingdon, in order to help achieve new and challenging recycling targets of 40% by 2010 and 50% by 2020.

Terms of Reference

These were:

- i. To review the extent to which containment and collection services encourage waste reduction (minimisation) and recycling.
- ii. Consider what other items of household rubbish might be suitable for recycling.
- iii. To identify recommendations for change in the Council's waste management strategy.

Background & Importance

1. For 2006/07, Waste Division project that our recycling services will divert close to 38,000 tonnes of household waste from landfill giving us a recycling rate in the region of 30% whilst at the same time making a very significant local contribution to combating climate change.
2. To deliver this performance the Waste Division spends over £14 million per annum; including approximately £2.2 million on recycling partnering with over 20 different private and public sector organisations in the delivery of the Borough's waste management services.
3. However, we still face enormous challenges. Landfill space in the South East is quickly running out; the Government has implemented the Landfill Allowance Trading Scheme and further increases in Landfill Tax are planned over the next few years. Together these external pressures have the potential to treble the waste disposal budget over the next 10 – 15 years. Such an increase in cost cannot be funded through taxation alone and will inevitably impact on the provision of other services. For these reasons it is imperative that we continue to develop our waste and recycling services to divert as much waste as possible from landfill.

4. The current range and design of our refuse and recycling services have served Hillingdon well allowing the Borough to achieve significant progress within a relatively short timescale. However, these services will not stand up to the challenges that the Borough faces with respect to future recycling and landfill diversion targets, some of which have been made statutory with the Authority subject to severe financial penalties if the borough fails to achieve them.
5. Currently, Hillingdon's residents receive a fortnightly collection for their garden waste and a weekly collection of their "dry" recycling. Three re-usable bags are issued to residents for garden waste, with the option that they can purchase up to three additional bags. Clear plastic sacks are provided to households for dry recycling.
6. Due to securing an outlet that is able to sort mixed recyclables, residents are able to put all dry materials into one bag without having to sort them. The range of materials recycled includes aerosol cans, books, cardboard, cartons (not tetra paks), catalogues, directories, drinks cans, envelopes, food cans, glass bottles and jars, junk mail, magazines, newspapers, paper, plastic bottles, wrapping paper, and Yellow Pages.
7. In addition to the above, the Authority continues to provide a weekly refuse collection service, all of which is sent to landfill via the West London Waste Authority.
8. Hillingdon needs to make the shift away from the 'throw away' culture towards a resource management ethos which emphasises collection services for recycling and composting as the primary function with refuse collection relegated to a secondary role.
9. Future service provision will have to balance a whole range of conflicting pressures including the need to achieve legally binding targets; the need to make recycling and composting the main focus of the collection services provided by the Borough; the need to use modern technologies; the need to increase emphasis on waste reduction as well as recycling; and the costs of service provision etc. None of these choices will be easy.

Pressure for Change / Reasons for the review

10. Towards the end of 2005, Hillingdon signed up to new and challenging recycling targets as part of the Joint Municipal Waste Management Strategy, which includes recycling targets of 40% by 2010 and 50% by 2020. At the same time the Authority is awaiting results of reviews into both the Mayor for London's Waste Management Strategy as well as the National Waste Strategy both of which are expected to be revised to include similar targets as part of the UK's overall drive to meet the requirements of the European Landfill Directive.
11. The Directive, which has now been transposed into UK Law via the Waste Emission Trading Act 2003, requires significant reductions in the level of

biodegradable wastes that can be sent to landfill between now and 2020. The required reductions have been put on a statutory footing with Local Authorities open to serious financial penalties if they do not meet their individual targets.

12. Given the above context Waste Division officers have for some months been looking at possible options for changing the way in which we collect refuse and recycling in order to meet the targets detailed above. Work carried out so far has identified a range of issues including but not limited to:

- *method of waste containment – e.g. bags or wheelie bins;*
- *collection frequencies, e.g. alternative week collections between refuse and recycling; reduction of refuse collection to a fortnightly service;*
- *inclusion of other materials, such as kitchen waste compostables into the range of materials collected for recycling.*

Key questions for the Review

13. The key questions and issues that the review considered included:

- Should we move from a bag-based system to wheelie bins – what are the pros and cons in relation to our aims?
- Should we change the frequency of our collection? What are the arguments on this? If we change what is the impact of likely to be?
- Central Government is actively considering issues around introducing powers to charge householders for the wastes they generate. What are the arguments for and against charging and what can we learn about how best to implement any charging system?
- What next can we recycle in order to meet our targets?
- What change in systems, e.g. information, technology, etc do we need to move forward?
- How do we take account of residents and partners views and how best can we communicate changes to them?

Methodology (including witnesses and documents)

13. The Committee took evidence as follows:

Documents

- Relevant framework documents – including the Joint Municipal Waste Management Strategy; the Mayor for London's Waste Management Strategy and the National Waste Strategy.

Witnesses

- Waste Division officers, Duncan Jones and Colin Russell, provided an initial brief through a Members Seminar looking at some of key issues detailed above.
- Evidence was received from the heads of waste and recycling at other Local Authorities that have implemented identical/similar systems to those identified as being options for the future development of Hillingdon's refuse and recycling services: Sue Harris (Richmond), Andrew Baker (Harrow) and Stephen Didsbury (Bexley). (see Appendix 1)
- Evidence was taken from Mike Nichols, Director, West London Waste Authority and from Doug Simpson, Waste Policy Officer for the Greater London Authority. (see Appendix 1)
- Residents were invited to submit ideas for more recycling via an article in the February/March 2007 edition of Hillingdon People and an entry in the "Have your say" section of Hillingdon Council's website. Views were also sought from some residents associations and Hillingdon Friends of the Earth. Thirty responses were received and considered by the Committee. (see Appendix 2)

Visit

Members of the Committee visited the Grundons Materials Recycling Facility (MRF) at Colnbrook and the West London Composting facility on Friday 23rd March 2007 to see waste management and recycling first hand and talk to those operating the facilities.

3. Summary and Conclusions

1. The Table on page 12 shows the impact on the Council's finances of the Landfill Allowance Trading Scheme if no action is taken to reduce the amount of waste that the borough sends to landfill. Under a scenario of no change, by 2009/10 the Council would incur around £2.7 million additional waste costs, rising to £5.4 million by 2012/13 and £7.1 million by 2019/20.
2. Hillingdon is currently in the top rank of London boroughs for recycling rates (see Appendix 3). However, this review has clearly shown that whilst the Authority has made very good progress with respect to the development of its waste and recycling services, there remains much to do if Hillingdon is to achieve the 40% and 50% recycling targets by 2010 and 2020.
3. In this context, the Committee has identified and recommends to Cabinet a number of key areas that the Waste Division concentrate on over the next 3 years:

Recommendation 1

That Cabinet ask officers to come forward with further proposals for redesigning the Borough's 3 civic amenity sites to maximise recycling, starting with the New Years Green Lane facility in Harefield.

4. The Borough's 3 Civic Amenity sites were originally designed for the deposit of waste for disposal with little consideration given to the need to recycle. The design of all 3 sites is one of the biggest limiting factors preventing further significant advances in the levels of recycling at each of these facilities.
5. Suggestions to the Committee from residents include better-organised civic amenity sites, with more proactive encouragement to recycle from site staff. Re-organised sites in other boroughs such as that at Greenford in Ealing have shown that this can have an impact in raising recycling performance.
6. Waste Division officers project that by redesigning Hillingdon's sites with recycling becoming the prime function an overall Borough recycling rate of 40% is possible which would relieve the pressure to consider further fundamental changes to current range of collection services for waste and recycling.
7. Officers further recommended that proposals start with the New Years Green Lane facility in Harefield, and to this end have already completed a range of studies with respect to the redesign of this facility. External consultants have been engaged in this process which to date as largely been funded by successful applications to DEFRA's Waste Implementation Programme. The attached Cabinet report (in Appendix 4) agreed in July 2006 and gives further background to this proposal.

Recommendation 2

That Cabinet ask officers to investigate the feasibility of introducing food waste recycling, ideally integrated into the garden waste collection, with a view to early introduction.

8. Previously the Waste Division negotiated a contract the West London Composting to receive and process the garden wastes collected via the fortnightly household collection service. The contract allows the Waste Division to include food wastes in the mix of material delivered to the composting plant without an increase in the processing cost per tonne as is usual in these types of contracts.
9. However, to date no proposals have been put forward for the collection and recycling of food wastes for the following reasons:
 - Concerns over the suitability of the West London Composting facility for handling food wastes due to odour problems that arose during summer 2005.
 - A previous lack of any robust tonnage data from other Boroughs' already collecting food wastes making it difficult to determine the likely tonnages that could be recycled.
10. However, food waste recycling services being run in Ealing and Richmond indicate that once 'bedded in' in the region of 300 tonnes per month can be recycled without any significant seasonal variation. On this basis a food waste collection service in Hillingdon has the potential to recycle an additional 3000 – 3500 tonnes per annum.
11. Witnesses to the Committee from Richmond and Bexley described their experiences of introducing food waste recycling and assured the Committee that it is possible to run a food waste kerbside collection service without unpleasant consequences for residents – smells, vermin problems, etc – even when meat and fish are included.
12. Prompted by the above analysis Waste Division officers have already visited a number of other Borough's to look at their food waste recycling service to assess the operational implications for establishing a similar service in Hillingdon. Based on this work officers are reasonably confident that a food waste recycling service could be integrated into the current collection service for garden waste thus removing the need for dedicated collection infrastructure whilst at the same time having minimal impact on back office support systems.
13. In brief, Waste Division officers envisage each household being issued with a 20 litre collection bin for external storage prior to collection with a 7 – 10 litre internal storage bin to prompt the recycling of the food wastes in the first place. Collections would need to be made weekly and at this stage officers envisage

that the establishment of such a service would require the current garden waste collection service to be increased to a weekly collection.

14. However, all of this is subject to securing an outlet that would be prepared to accept the material for processing. Waste Division officers are already working on this aspect.

Recommendation 3

That Cabinet ask officers to develop proposals for improved education and publicity, recognising the importance of publicity and public incentives to encourage people to recycle. The Committee recommends that this include:

a) Proposals for a pictorial booklet explaining what can and can not be recycled, to be produced and issued to all households when food waste recycling is introduced

b) The appointment of an additional member of staff or the purchasing of specialist expertise to promote recycling to residents.

c) The use of a poster campaign to explain and encourage recycling around the time of the food waste collection introduction.

d) Development of an information DVD to be distributed across the Borough advising residents on key recycling issues.

e) Redevelopment of the Borough's website (waste section) to place greater emphasis on providing residents with the key information to help them to minimise their wastes and recycle as much as possible. In addition this should also include promoting external recycling resources such as www.freecycle.com.

f) Explanations of the impact of contamination, e.g. the rejection of loads and increase in costs for the Council.

15. During the review the Committee received many good examples of public relations materials that could be adapted for use in Hillingdon including an innovative pictorial booklet used in Bexley which is currently the top performing borough in London for recycling. **Other ideas considered by the Committee and recommended include producing a DVD about recycling and redeveloping the waste section of the Council's website by providing answers to some of the more common questions and myths about recycling which may prevent residents from taking part.**

16. In addition, to support the launch of such a booklet, the Waste Division would look to enter into partnership with external agencies such as Groundwork Thames Valley to support enhanced education and publicity initiatives. To this end the Waste Division has recently set up a project in conjunction with Brunel University that will look at how we can improve the recycling performance in some of the under-achieving areas in the borough by ensuring that we use effective methods to communicate the borough's message, drawing on examples of best practice from other local authorities.

Recommendation 4

That contact be made by Waste Services with all schools in the borough to encourage them to use our recycling service and to ask schools to consider whether there are ways they can boost recycling at school and by pupils, offering advice to help with this. In addition officers to consider providing additional incentives to schools through methods such as competitions and other ideas that will motivate pupils and staff to adopt recycling.

17. The Waste Division already carries out this work with a number of schools in the borough, helping to promote the recycling message whilst achieving significant reductions in school waste disposal budgets. However many schools do not currently use the council's recycling service, while young people meeting Councillors and attending Council events such as youth conferences have said they could and would like to recycle more.

18. In support of this, Hillingdon, working with Groundwork Thames Valley during 2006/07, promoted the recycling message to over 3800 students using a combination of assemblies and innovative workshops. During 2007/08, the Waste Division has already set aside funding from existing budgets to repeat this exercise.

Recommendation 5

That the Council lead by example. The Committee proposes that group offices and directorates be asked to minimising waste and increasing recycling, e.g. by printing double-sided; avoiding excessive copying; reusing scrap paper as pads; using recycling sacks and bins; recycling toner cartridges, etc. Facilities for recycling to be provided across the Council estate. Recyclable paper cups to be provided for Committee meetings rather than polystyrene cups, with an additional bin for paper cup recycling sited by the main committee rooms. In addition the Committee looks to all Councillors who are also school Governors to encourage their respective schools to introduce recycling as part of their normal waste management practice within the next 12 months.

19. A key theme emanating from the Review is the need to significantly improve in the way we communicate the recycling message to the general public. However, the message will sound hollow if we do not lead by example.

20. Waste Division officers have recommended that following the review consideration be given to the passing of a relevant motion at full Council asking all schools, Council offices and out stations to establish on site recycling facilities within the next 12 months subject to the normal operational and health and safety issues. Whilst there are individual specific examples where various departments have improved their own recycling performance this is being done on an individual ad hoc basis and not as part of a formalised policy. A motion at full Council would give a context and impetus for this change, demonstrating to residents that we can lead by example.

21. Facilities Management have already instituted a range of recycling measures in the Civic Centre, for example the use of recycling waste sacks, as used by households, throughout the Civic Centre. Flavia recyclable tea and coffee paper cups are issued for use with coffee machines in the Civic Centre and paper cup red recycling bins are provided on each floor. Centrally purchased paper is recycled paper. Further action could be taken to ensure the same range of recycling can be carried on throughout the Council estate. Toner cartridge recycling and the purchase of recycled toner cartridges through devolved budgets could be encouraged.
22. Currently Council and Committee meetings are provided with non-recyclable polystyrene cups for water. The Committee recommends that these are replaced with recyclable paper cups and an additional red bin for recycling the cups is placed by the main committee rooms.

Recommendation 6

Our current system of collection has both public support and approval from the waste recycling businesses that we use. However, for the longer term the Committee recommends that Cabinet ask officers to consider and report back on further options such as alternative collection systems as detailed in the Joint Municipal Waste Management Strategy that will be necessary if the borough is to avoid dramatically increased landfill costs as a result of the Landfill Allowance Trading Scheme (as shown in the table below). In addition, to consider options via partnership and joint working arrangements with other Boroughs that would achieve economies of scale as well as other synergies in service delivery and deliver significant improvements in value for Council tax payers.

23. As a result of this review, the Committee are not proposing changes to the frequency or method of collection of waste and recycling, other than those proposed above for food waste recycling and the civic amenity sites. The borough's current use of plastic bags for recycling seems to be popular with the public and was commended by those responsible for the two waste recycling operations that the Committee visited.
24. The main area of significant operational change proposed is the re-design of the borough's Civic Amenity sites. If all 3 can be done by April 2009, the borough stands a good chance of achieving the 40% recycling target by 2010.
25. However, the Committee endorse the view that longer term the council will have to consider whether further fundamental changes to the way in which waste and recycling is collected in Hillingdon, if it is to meet targets agreed for 2020. Waste Division officers advise that this will involve examining the relative priorities given to collection services, which at the moment still do not give priority to recycling. They propose that the whole basis of the way in which the Waste Division is set up to function will need to be examined, with a view to giving clear priority to the collection of recycling and compostables wastes, whilst formally relegating refuse collection for landfill disposal to a residual role.

26. Waste Division officers also advised that none of the operational models that are now being used in the top performing borough's in the UK are likely to be as popular as our current range of services. Such fundamental change will require almost a total re-design of the way in which collection services operate and are configured. Therefore given the very significant levels of work that this would entail, Waste Division officers recommend that they be tasked with starting work on these issues to ensure that future budgets include sufficient resources to enable the Waste and Recycling Services to maintain and improve upon their current service delivery, recognising that investment in achieving national and regional targets for recycling is necessary if the council is to avoid severe financial penalties as a result of the Landfill Allowance Trading Scheme.

27. At this very early stage addressing the long term view in this fashion should allow officers to explore further areas of partnership and joint working with neighbouring authorities in line with the aims of the recommendation.

28. In the meantime the Committee notes that Hillingdon is one of the few Waste Collection Authorities to provide commercial recycling services both in terms of collection services and at 2 of the Borough's 3 Civic Amenity sites.

29. The Committee is also pleased to note the Waste Division will shortly be trialling a new household recycling system for residents in flats which if successful will be rolled out across the Borough subject to available funding.

Landfill Allowance Trading Scheme – Potential Additional Hillingdon Costs

NB. Since the report was compiled the Government has announced via the 2007 budget that the rate of landfill tax increase is going up from April 2008. This could add another £2-£2.5 million to the Borough's disposal costs on top of those shown below.

All columns in the table below, bar the last, relate to West London Waste Authority.

SCENARIO 1 - NO REDUCTION IN BIODEGRADABLE MUNICIPAL WASTES GOING TO LANDFILL					
Year	BMW Allowance (tonnes)	Current BMW landfill tonnage	Allowance surplus or (shortfall)	Additional WLWA LATS Costs at £150 per tonne	Approx. Hillingdon LATS Costs at 1/6 th of WLWAs costs
2005/06	505,370	437,110	68,260	Nil - due to spare	Nil - due to spare
2006/07	476,050	437,110	38,940	Nil - due to spare	Nil - due to spare
2007/08	436,957	437,110	(153)	Nil - due to roll forward	Nil - due to roll forward
2008/09	388,090	437,110	(49,020)	Nil - due to roll forward	Nil - due to roll forward
2009/10 target year	329,450	437,110	(107,660)	£16,149,000	£2,691,500
2010/11	292,779	437,110	(144,331)	£21,649,650	£3,608,275
2011/12	256,108	437,110	(181,002)	£27,150,300	£4,525,050
2012/13 target year	219,437	437,110	(217,673)	£32,650,950	£5,441,825
2013/14	210,024	437,110	(227,086)	£34,062,900	£5,677,150
2014/15	200,611	437,110	(236,499)	£35,474,850	£5,912,475
2015/16	191,198	437,110	(245,912)	£36,886,800	£6,147,800
2016/17	181,786	437,110	(255,324)	£38,298,600	£6,383,100
2017/18	172,373	437,110	(264,737)	£39,710,550	£6,618,425
2018/19	162,960	437,110	(274,150)	£41,122,500	£6,853,750
2019/20 target year	153,547	437,110	(283,563)	£42,534,450	£7,089,075

Appendix 1: Evidence Summaries

Summary of the discussion at the Committee's meeting on 16 January 2007
(Advance and supplementary questions from the Committee shown in bold):

Witnesses: Sue Harris, Head of Street Scene, London Borough of Richmond upon Thames and Doug Simpson, Senior Policy Officer – Waste, Greater London Authority (Doug works with 9 boroughs in the west of London on waste, recycling and climate change issues).

Q1. Which current strategies for recycling waste are working well in your authority/experience?

Sue Harris: having separate collection of recyclables, with residents given a black box and a blue bag, and last year started borough-wide collection of food waste. For food waste we give residents a 25 litre bin for outside and a 10 litre caddy for inside which is emptied into the outside bin. We suggest they can line the caddy with newspaper. The food collection added 4 to 5% to recycling in our trial. We are one of the highest recycling London Boroughs and project a 32% rate this year.

Doug Simpson: Performance across London is patchy but Hillingdon and some other boroughs are doing well – other high performing boroughs are the ones to look at. The Mayor of London's wants a single waste authority across London but in the government's consultation, the sub-regional view prevailed and so a London-wide waste authority is not in the Bill going through Parliament. If Members feel strongly about the role of the Mayor in relation to waste management, I suggest writing to the Mayor and including correspondence as part of the review report. [*Officers to advise on this.*] The Mayor is drafting a revised Municipal Waste Management Strategy, due out for consultation in late 2007.

Is there a GLA policy on charging for waste?

Doug Simpson: Southwark and Bromley had introduced charges. There is no GLA view on charging – we want to see how it goes in those boroughs.

Q2. Do you experience contamination in your waste sent for recycling and if so, how do you deal with it?

Sue Harris: Contamination is less of a problem with separate collection but it is more labour intensive for the residents. We're planning to start plastic bottle and cardboard collection from 2007 and expecting to get a degree of plastic contamination.

I recommend using as many visual means as possible to encourage people not to contaminate recycling. Door knocking also helps.

Q3. How do you sell the idea of recycling to the council taxpayer?

Sue Harris: We make the links between helping the environment and economic gain, e.g. in adverts in train stations. The fact that we gain about £600,000 income a year from recycling is used in promotions. We also keep messages simple, e.g. how to recycle.

Doug Simpson: Education, awareness and publicity are the keys, stressing the financial burdens of sending waste to landfill and making links to climate change. For example, Southwark writes to residents when they have contaminated waste.

Q4. How do you expect (your) waste management strategy to develop in the next few years?

Sue Harris: From November, plastic bottles and cardboard will be collected kerbside. We are also looking at some form of compulsion. We have around 50% participation and want more.

Doug Simpson: The revised Mayor's Municipal Waste Strategy is currently being drafted. It is planned to go in Spring 2007 to the Assembly and should be published for consultation in late 2007. Boroughs will need to develop their waste policies and strategies in general conformity with the Mayor's Strategy and meet targets.

How would local trading work?

Doug Simpson: regional partnerships might work best for trading.

What is the Mayor's view on Incineration?

Doug Simpson: boroughs are encouraged to look at other technologies.

How can we find more outlets for recycling? Will the Mayor be proactive in encouraging more outlets?

Doug Simpson: This is a continuing issue. We've just done a study on outlets and would be happy to make this available. The GLA Minor Alterations to the London Plan has recently been published setting out 6 new waste policies. Consultation on Further Alterations to the London Plan finished 22 December 2006. Public consultation on a draft minor alteration on borough level waste apportionment is running from 6 December 2006 to March 2007.

Can the Mayor encourage acceptance of recycling sites, e.g. through planning, to counter the attitude that we like recycling but don't want a site near us?

Doug Simpson: I'll come back to you on this. The GLA and LDA undertook a programme of research to assess the potential to develop recycling and reprocessing infrastructure in London and thereby contribute to meeting the requirements of the Mayor's Waste Strategies and the London Plan. The study will not be complete until the end of 2007/early 2008. However if Hillingdon wishes to discuss the findings in this report they should contact Sophie Eastel, Senior Waste Policy Officer, GLA.

Q5. From your experience and your knowledge of our waste management strategy, where would you recommend we go next in order to maximise our recycling?

Sue Harris: Hillingdon is already doing well but you could consider food collection, though there are some difficulties – with participation (we get about 40%); and outlets. We collect food weekly and allow meat, fish and bones.

We looked at alternate week (fortnightly) collection for waste. It was finely balanced – 51% of the household consultation response thought it was unacceptable; 47% thought it acceptable. Modelling suggested that it would add about 7%. However, we felt cross-party support would have been needed to introduce it, which was absent.

Mandatory recycling is another option. Barnet has proved the scheme can work. We modelled a 3.5% increase might be possible. Depends on education and follow up through letters and visits if necessary.

Doug Simpson: There are several possibilities:

- Food waste collection
- Commercial recycling
- Expand kerb-side recycling collection
- Developing recycling collection service for flats/high rise
- Re-design of re-use/recycling sites. Only 5 sites in London accept hazardous waste – there is scope for more.

Q6. Where in your view are the biggest gains to be made by Local Authorities in terms of the achievement of 40% and 50% recycling targets by 2010 and 2020?

Sue Harris: Focus on raising the participation of residents. We spend £60,000 on publicity and printing. Households currently get a glossy leaflet explaining what they can recycle. We will employ 4 waste advisors for one year at a cost of £100,000 to tackle participation rates.

We are planning to take a positive but “softly, softly” approach to enforcement. Non-recyclers will get 3 letters before anything happens, after that they will get a visit from a waste advisor to see if there are problems. Barnet has yet to take anyone to court but has managed to increase recycling by 3.5% through enforcement.

Doug Simpson: the biggest gains are likely to come from education/ raising awareness, well advertised and convenient recycling services, and from re-design of reuse/recycling sites to accept a wide range of materials.

Q7. Under the above context do you believe Hillingdon needs to consider additional changes to its collection methods and/or frequencies for

recycling, compostable wastes and residual refuse?

Sue Harris: you could consider alternate week (fortnightly) collections and introducing a food waste collection, although if you add it to garden waste it will need special treatment. We started our food waste collection 3 years ago with a pilot and then expanded it borough-wide last summer. Food collection in the heat caused some problems with crews so we changed the way we collected.

Doug Simpson: the Capital Facts website has some good case studies of recycling from flats.

Sue Harris: we do a separate collection for flats and they are given a canvas bag for this as it is easy to store.

Is there a greater risk of rats with alternate week collection?

Sue Harris: black sacks make vermin attack more likely if collected in alternate weeks but with wheelie bins this is not a problem.

Are schools an area for recycling?

Sue Harris: our waste contractor provides a paper and cans recycling service for schools.

Do you use wheelie bins?

Sue Harris: we use boxes and bags, except for garden waste which goes in wheelie bins. Our review came out against wheelie bins but a small experiment we did found people were against them to begin with but changed their views after using them.

Are you doing anything on commercial recycling?

Sue Harris: yes, due to capacity on our vehicles, from the end of February we are launching a trial scheme offering to pick up cardboard, paper and glass from businesses for recycling. We will charge less for these items than for general commercial waste. We want to see if businesses will be willing to pay for a recycling service.

Do you have a problem with split bags?

Sue Harris: some but education is the way to tackle this.

Doug Simpson: could be more of a problem with commercial waste.

Q8. Would you consider that legislation requiring deposits on all containers would reduce our costs? Are there ways we can stop items becoming waste in the first place?

Doug Simpson: there are workable schemes for furniture reuse, disposable nappies and composting. The new WEEE directive will start to tackle electrical goods [kicks in from July 2007].

Checked and corrected by Sue Harris and Doug Simpson, February 2007

Summary of the discussion at the Committee's meeting on 21 February 2007
(Advance and supplementary questions from the Committee shown in bold):

Witnesses: Stephen Didsbury, Head of Waste and Street Services, Bexley and Mike Nichols, Director of West London Waste Authority.

Q1. Which current strategies for recycling waste are working well in your authority/experience?

Stephen Didsbury handed round packs of information about the arrangements for recycling in Bexley. Last year the recycling rate in Bexley was 37.7% - the highest of London Boroughs.

Houses are provided with:

- A green box for paper and cardboard
- A black box for glass bottles and jars
- A maroon box for plastic bottles and cans
- A brown wheelie bin for compostable waste, such as garden waste and all food scraps, including meat and fish.

Houses are also given a separate small caddy for collecting food scraps in the house and taking them to the outside wheelie bin. Collection of compostables is weekly. All other recycling is collected kerbside fortnightly in different collections.

Flats have a different system - a colour co-ordinated set of recycling wheelie bins or bulk containers and no food waste or compostables collected. Flat dwellers are provided with colour-coded bags for inside collecting and then transporting the material to the communal bins.

In Stephen's view, kitchen and garden waste work well together. Having plastic and cans in a separate bin from paper also encouraged more paper to be recycled.

Food waste collection from houses was piloted in 2003 and rolled out in 2004. They collected about 200-300 tonnes a week of compostables in the winter, mostly made up of food waste and 3 or 4 times that in the summer when there is much more garden waste. An audit of the composition is in progress.

Last year, for Bexley (pop. around 220,000 and 80% properties with gardens), compostables - food and garden waste – collected were 14,217 tonnes, of which 3-5 tonnes was food waste. Stephen expects Bexley to achieve 16,000 tonnes this year. [This compares with about 13,000 tonnes for garden waste only in Hillingdon.]

To start food waste collections, Stephen confirmed that the key is to have an outlet. There are also Defra regulations regarding food waste composting. Materials have to be shredded and sterilised by heat at 70°C. Bexley is currently using an outlet in Bury St Edmunds, which is not ideal due to the distance, but is working with nearby boroughs to find a site to build an anaerobic facility.

As kerb-side recycling has grown, re-use and recycling centre usage has dropped a little. Fly-tipping has not been much of a problem in Bexley.

Q2. Do you experience contamination in your waste sent for recycling and if so, how do you deal with it?

Contamination is not a significant problem at Bexley's Multiple Use Recycling Facility (MURF) or in collections. Operatives will not collect if boxes are contaminated. They leave a card explaining to the householder why the box has not been collected.

Bexley also has recycling wardens who go out and about and visit households. Their approach is proactive and friendlier than parking wardens. Their biggest problem is people being too enthusiastic, e.g. filling up their compostable bin with turf until they are too heavy to load.

In Bexley's piloting there were a few instances of residents painting their brown compostable bin the colour of ordinary waste bins (green) as Bexley no longer provides non-recycling waste bins.

Do you get many complaints to Members?

Few complaints go to Members, but if someone is aggrieved about a bin being not collected due to contamination, they are willing to visit and go through the bin.

Q3. How do you sell the idea of recycling to the council taxpayer?

Bexley run promotions on recycling to coincide with national campaigns. Their current annual budget on waste and recycling promotion and communication is £40k on recycling and £10k on waste collection (total £50k).

Bexley uses newspapers, plus a small local radio station about once a year and occasional poster campaigns.

Do you have any evidence of the effectiveness of promotion?

There is some evidence of the effectiveness of promotion when timing of collections change – in producing fewer mistakes. Also residents seemed to be more aware of recycling banks now.

Do participation rates vary by area?

% participation rates do not differ much by area but tonnages tend to be greater in better off areas due to greater waste. Areas of short-term lets, often flats, have a transient population who are difficult to persuade to recycle. Some of Bexley's recycling grant was used to do door knocking in these areas.

What staffing do you have?

Bexley started with 2 extra recycling wardens, paid for out of government grant, and now have 4. Their current complement is:

A recycling officer

4 wardens

2 waste education officers, who work with schools

Do schools recycle and do they use your service?

All Bexley schools use their service and recycle. Their schools have never been charged for the service and so have no incentive to go elsewhere.

In Bexley they use incentives in schools to encourage pupils to recycle – one recycled bottle a month is selected from bins and the name written on receives a blue water voucher.

Q4. How do you expect (your) waste management strategy to develop in the next few years?

Q5. From your experience and your knowledge of our waste management strategy, where would you recommend we go next in order to maximise our recycling?

Stephen Didsbury said they are aiming to achieve 50% recycling.

The ways he recommends for increasing recycling are:

- Weekly recycling collections
- Reviewing residual items in waste that are not recycled to see if they can be recycled
- Increasing participation rates – Stephen estimated that about 60-70% of Bexley households already regularly recycle and probably 10-20% never will through persuasion alone.

How are changes in strategy presented to Members?

Financial analysis is used to present changes to Member in Bexley. A group of Bexley Members were originally taken to Germany to see how they achieve the levels aspired to then, and now nearly achieved.

Q6. Where in your view are the biggest gains to be made by Local Authorities in terms of the achievement of 40% and 50% recycling targets by 2010 and 2020?

Mike Nichols, Director of West London Waste Authority, said that Hillingdon and its predecessor boroughs had historically enjoyed very cheap waste disposal because of the availability of very cheap waste sites in or near the borough. The GLC took over the responsibility for waste disposal and when abolished this was regionalised, with the West London Waste Authority (WLWA) set up. WLWA is one of the cheapest in the country but this will not continue – financial pressures are coming due to rises in landfill charges and while it was recognised that boroughs have short-term financial pressures, they must spend now to benefit in the future.

How will WLWA change to become more of a recycling authority?

Mike Nichols thought that WLWA, as a small and lean organisation would not be leading the change. The West London boroughs had kept most of the money and have the higher profile with the public. There also might be confusion in the public's minds if WLWA started to come in with marketing. The current situation whereby boroughs and the government lead on promoting recycling is the right one. For WLWA to do more would require more money from the boroughs.

There might be issues about where staff are located – in the boroughs or in WLWA – as some boroughs, e.g. Richmond have more staff than others, e.g. Hillingdon.

Mike described the background to the current court case involved WLWA, which has implications for the future of waste stations. Ideas being considered for the future are mechanical/biological treatment.

Q7. Under the above context do you believe Hillingdon needs to consider additional changes to its collection methods and/or frequencies for recycling, compostable wastes and residual refuse?

Stephen Didsbury said that Bexley is 36th in the country in terms of recycling rates and some rural areas are higher. These areas tend to have separate wheelie bins for recycling collections, e.g. Cambridge and other eastern region authorities, which are approaching 50% recycling. Belgium and Flanders achieves even more. In Bexley Stephen thought they might get to 40% by tweaking the current system and more door-knocking.

How do you view charging?

Mike Nichols advised that councils are not able to charge for normal household waste collection currently but many people expect government to introduce discretionary powers for councils to do this and they will need to work out where they stand. He expected to see charging being used more in relation to civic amenity sites.

Stephen Didsbury said Bexley already charge for construction waste at civic amenity sites but he felt that boroughs could achieve much by voluntary means.

How do you feel about fortnightly collection?

Mike Nichols said that this was perceived as being unpopular but once the percentage of recycled material is high then it becomes uneconomic to send round a weekly truck for residual waste. Weekly rubbish collection was introduced post-WW2 geared to the life cycle of the fly but once wet/sloppy materials is taken out e.g. through food waste collection, then rubbish is mainly dry and fortnightly collection is possible.

Q8. Would you consider that legislation requiring deposits on all containers would reduce our costs? Are there ways we can stop items becoming waste in the first place?

Stephen Didsbury thought this might take some waste out of the system, e.g. bottles, but not dramatically. Ideally schemes would be Europe-wide.

Additional question:

Do you do commercial waste recycling?

Bexley offers this and charges the same as normal waste collection but with recycling collections fortnightly. This can be a deterrent if businesses have a storage problem. Stephen Didsbury estimates the annual tonnage recycled from businesses is about:

200 tonnes paper/card

50 tonnes glass

25 tonnes plastics/cans

Food waste collections from restaurants have just been started.

Mike Nichols said that the way schemes are structured (e.g. disposal costs) does not encourage commercial waste collection or recycling, so WLWA's current policy is to encourage private collection of commercial waste.

Written submission to the Committee from Andrew Baker, Chairman of the Association of London Cleansing Officers and Head of Waste & Recycling, Harrow
(Questions sent by the Committee in bold)

Q1. Which current strategies for recycling waste are working well in your authority/experience?

Since July 2006 Harrow has provided a weekly service for the collection of organic waste (garden and food waste) via a brown wheeled bin. The Brown Bin also currently collects plain brown cardboard. Residual waste is collected once every two weeks (using a green wheelie bin) and recyclable waste is collected on the alternate weeks. This service currently uses a Green 53 litre box, but we are in the process of changing to a blue wheelie bin.

Recycling of certain materials is compulsory – Paper, glass cans and plastic bottles in the Green Box and garden waste in the Brown Bin. Since July 2006 we have also provided home composters free of charge to any resident requesting one. This was considered to be appropriate as we had provided Brown bins free of charge.

In 2006/7 Harrow will recycle approx. 28.5% and I would expect this to rise to the mid-thirties next year.

Q2. Do you experience contamination in your waste sent for recycling and if so, how do you deal with it?

We are currently experiencing problems with contamination in the Brown Bin – usually drinks cartons and plastic bottles and the wrong type of cardboard. Our crews are required to inspect each bin before emptying it and not to collect it if it is contaminated. Inspection is limited to what can be seen by the crews. Residents are informed if contamination is identified and they can either: - remove the contamination (and we collect it the following week); pay £20 (and we will collect it within 48 hours); or, take it to the CA site.

We inform people of what can be recycled in each bin by means of regular information booklets and stickers on bins etc.

We believe that the introduction of the Blue Bin will help to clear this problem as ALL cardboard will be collected by the Blue Bin. Residents will have increase capacity for recyclable waste and instructions will be very simple.

Q3. How do you sell the idea of recycling to the council taxpayer?

Over the last two years we have run a £60k p.a. information/publicity campaign using a specialist PR company. This has been in addition to a basic £50k information campaign and the employment of three recycling officers.

The campaign has sought to explain to people the issues being faced and the potential costs of not changing the way we collect and treat waste.

Q4. How do you expect (your) waste management strategy to develop in the next few years?

The government is setting local authorities two targets in respect of waste management: - 40% recycling by 2010; and the diversion of biodegradable waste from landfill (as required by the Landfill Directive). In Harrow, the introduction of the Blue Bin will be completed by June this year. This will mean that we will have sufficient capacity to ensure that collections are carried out on the scheduled day and that we can cope with variations in demand. Last summer, during the very hot weather, the volume of plastic bottles we were being asked to collect overwhelmed our collection capacity. This was one of the determining factors in deciding to change to the Blue Bin.

We will then be operating a three-bin system: -

- Weekly Brown Bin for garden and food waste
- Fortnightly Blue Bin for all recyclable waste; and
- A fortnightly, green Waste Bin for residual waste

We are unlikely to change this system for some time

The main area of change over the next two to three years will be in the provision of processing capacity. There are three priority areas: -

- MRF (Materials Recycling Facility). The change to the Blue Bin means that we are changing from sorting at the kerbside to co-mingled collections that need to be sorted centrally. We are currently using temporary arrangements but will procure permanent arrangements by the end of April.
- Composting. This is a particularly urgent area. We currently use the West London Composting site in Harefield but this has limited capacity. The Harefield site is important as it is ABPR (Animal By-Products Regulations) compliant and can process food waste as well as garden waste. Harrow has a monthly limit of 1500 tonnes which needs to increase to match the amount of waste that is collected during the summer months.
- Residual waste. Diverting residual waste from landfill is a major objective, in the medium to long term. This will be very dependent on the WLWA sourcing alternative suppliers to its current disposal methods, which are dependent on landfill.

Q5. From your experience and your knowledge of our waste management strategy, where would you recommend we go next in order to maximise our recycling?

Hillingdon needs to look closely at collecting food waste for composting as this will probably represent approx one-fifth of the total waste stream. Food waste is biodegradable and therefore an important element in reducing LATS liabilities

It should also analyse its residual waste stream to determine how effective it is at capturing the materials it currently provides separate collection systems for. If necessary, it should consider making the recycling (of certain materials) compulsory and/or reducing the frequency of collection of its residual waste. The adoption of alternate week collections for residual waste implies the introduction of

wheeled bins to ensure that the waste is properly contained for the two-week period.

Q6. Where in your view are the biggest gains to be made by Local Authorities in terms of the achievement of 40% and 50% recycling targets by 2010 and 2020?

Authorities achieving 40 to 50% recycling/composting rates, typically have the following characteristics: -

- Separate collection of dry recyclables
- Collection of garden waste for composting
- Collection of food waste for composting
- Alternate week collections (particularly of residual waste). And
- Compulsory recycling

Q7. Under the above context do you believe Hillingdon needs to consider additional changes to its collection methods and/or frequencies for recycling, compostable wastes and residual refuse?

Yes. Having introduced both separate collections of dry recyclables and garden waste, Hillingdon should consider the last three options above. Although Hillingdon has made good progress in recent years, in improving its recycling rate, it should make sure that it keeps making progress. In particular it needs to ensure that biodegradable waste is targeted to avoid the potentially large LATS liabilities that will begin to accrue as the Landfill Directive targets start to bite.

Hillingdon should also consider how best to extend home composting – possibly by providing free composters – as this removes biodegradable waste from the waste stream completely

Q8. Would you consider that legislation requiring deposits on all containers would reduce our costs?

Under the existing Environmental Protection Act 1990, councils can decide to charge (or not to charge) for the provision of containers for the collection of waste. I am not sure if making a charge could be interpreted as the payment being made as a deposit. In Harrow we have now adopted the following policy: -

- When introducing a new scheme, one bin is provided free of charge
- Residents requiring an additional bin must buy one
- New properties must pay for all bins
- The council will only provide a free replacement bin where the collection crew have reported that the bin has been lost in the back of the vehicle, or has been damaged by it.

There is also much debate about the introduction of charges for residual waste collections as a further incentive to encourage people to recycle. There is evidence from Europe and North America that this approach does work – provided the systems are in place for people to divert waste for recycling and composting. It is not yet clear whether the government will give local authorities the powers to introduce such charges. This may be clarified when the government's new national Waste Strategy is published later on this year.

Appendix 2: Residents' and community groups' suggestions

The Committee sought suggestions from the public in an article in Hillingdon People and an invitation on the Council's website. The Committee also wrote to Hillingdon Association of Residents Associations (HARA), Hillingdon Friends of the Earth (FOE) and some residents associations.

The Committee received 14 e-mails and 8 letters from individuals, plus 6 forms from those sent to organisations, a letter from the HARA chairman and a paper from the local FOE secretary. 30 responses in all.

Summary of responses:

Suggestions	No. saying this
More plastics recycling	11
Aluminium foil recycling	5
Encourage/campaign for shops to use less packaging and give out fewer bags, use paper instead of plastic	5
Encourage more recycling of large items; periodic collection of larger items/furniture; free bulky/furniture collection	4
More publicity about what you can and can't recycle in kerbside collection and at civic amenity sites; publicity campaigns; promotional drives through other council mailings, e.g. revenues.	4
Domestic battery recycling at kerbside	4
Shredded paper recycling	3
Introduce electrical goods recycling collections	3
Develop recycling from flats	3
More recycling from small businesses and community premises	3
More enforcement; monitor roads and target non-recyclers first with a letter, then fines; monitor and have a dedicated observer of non-recyclers.	3
Maximise recycling at schools	3
More assistance to old and disabled people to recycle	3
Domestic collection of clothes and footwear	3
Introduce food waste recycling	2
More compost bins in households	3
Clearer lists of what can be recycled, especially which plastics; education on what can and can't be recycled	2
Staff at CA sites to be better educated and more proactive about what can be recycled; better organised CA sites like those at Feltham and Greenford.	2
Keep bags and don't go for bins	2
Not in favour of legal enforcement on households	1
Occasional days when people put out items for others to take	1
Too many recycling bags delivered – cut down on them and have spares that can be picked up from libraries	1
Quicker collection from those who can't transport items	1
A Hillingdon People article on what happens to waste	1

Two weekly collection of black bags	1
Improve the website information, e.g. have more about the benefits of recycling and about contamination	1
Green waste collections year round	1
Xmas tree recycling campaign	1
Concerns about charges at the Civic Amenity site at Harefield and about whether these are applied fairly.	1
Council to set a good example and use recycled products	1
Publicise voluntary and charity collections of recycled goods and advertise the new Hillingdon FOE recycling directory	1
Target incomers to the area with leaflets about recycling via estate agents and letting agents	1
Produce recycling information in several languages	1
Collect and recycle cartridges, videos, audio tapes and handbags	1
Recycle metal/wood	1
Be aware of the difficulties of flats and single occupancy households in storing and putting out materials	1
Government and industry to work together to reduce waste and increase recycling	1
Incorporate ties into green recycling bags so that they can be secured to stop the spread of weed seeds	1
Work with environmental groups	1
Advice on where recycled compost can be obtained for a community garden project at a school	1
Home incineration of garden waste	1

NB – Plastics Recycling – a reply

The key to any recycling system is being able to access a local market for the materials you collect. This fundamental issue is why we are not currently able to meet the most frequently made suggestion.

For plastics in general the situation is problematical at best with markets for plastic bottles being the only reliable outlet at the moment. The Waste Division is trialling other outlets for soft plastics with a small scheme at the South Ruislip Civic Amenity site. However, at moment the volatile nature of the end market means that at this time officers cannot recommend any extension to the range of plastics collected for recycling. In addition even if markets improve; the way in which we collect mixed recyclables, which are then sorted largely by machine will prevent many plastic types from being included.

Appendix 3: Recycling Statistics

Best Value Performance Indicators (BVPIs) for 2005/6

Notes: BV82a = % waste recycled; BV82b = % waste composted; what counts for the combined figure. 2005/6 figures are audited and published by DEFRA.

Audited Best Value Performance Indicators for Waste 2005/6

Authority Short Name	BV 82a(i)	BV 82b(i)	Combined Total	League Position
Bexley	21.5	16.21	37.71	1
Sutton	20.21	8.86	29.07	2
Richmond	21.06	7.53	28.59	3
Hillingdon	16.3	11.4	27.7	4
Barnet	17.98	9.49	27.47	5
Enfield	16.92	10.37	27.29	6
Bromley	22.79	4.46	27.25	7
Camden	22.24	4.9	27.14	8
Harrow	13.66	13.04	26.7	9
Kingston Upon Thames	17.41	6.56	23.97	10
Merton	19.35	3.24	22.59	11
Lambeth	18.96	3.19	22.15	12
Waltham Forest	13.44	8.41	21.85	13
Greenwich	18.16	3.5	21.66	14
Hammersmith and Fulham	21	0.49	21.49	15
Wandsworth	20.63	0.33	20.96	16
Brent	10.89	9.12	20.01	17
Kensington and Chelsea	19.29	0.65	19.94	18
Ealing	15.36	3.92	19.28	19
Hounslow	15.74	3.51	19.25	20
Haringey	16.08	3.15	19.23	21
Westminster	17.79	0.5	18.29	22
Islington	15.7	2.59	18.29	23
Corporation of London	18.1	0	18.1	24
Havering	11.85	5.96	17.81	25
Redbridge	12.79	4.55	17.34	26
Barking and Dagenham	12.18	4.42	16.6	27
Hackney	11.84	4.37	16.21	28
Croydon	12.99	3.18	16.17	29
Southwark	11.55	3.41	14.96	30
Lewisham	11.96	0.24	12.2	31
Newham	8.63	1.5	10.13	32
Tower Hamlets	8.85	0	8.85	33
West London WA	15.91	8.68	24.59	
North London WA	15.27	5.62	20.89	
East London WA	11.21	4.04	15.25	

Appendix 4: Cabinet report agreed in July 2006 on New Years Green Lane Civic Amenity Site

NEW YEARS GREEN LANE CIVIC AMENITY SITE EXPANSION & IMPROVEMENT	ITEM 9
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<i>Contact Officers</i>	<i>Duncan Jones 01895 277507</i>
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<i>Papers with this report</i>	<i>None</i>
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SUMMARY

This report presents proposals for the re-engineering and refurbishment of the New Years Green Lane Civic Amenity Site in Harefield. The report details the background to the proposals and makes recommendations with respect to how best to develop these proposals in line with the evolving regional waste management framework and the Draft Joint Municipal Waste Management Strategy that Hillingdon has agreed to.

RECOMMENDATIONS

- 1. That the Cabinet notes the report.**
- 2. That the Cabinet instructs officers to seek planning permission for the revised site as outlined in the report.**
- 3. That the Cabinet instructions officers to report back to the Cabinet once planning permission has been granted with an analysis of options for funding the redevelopment.**
- 4. That the Cabinet’s particular attention is drawn to comments in paragraphs 19 - 22 concerning possible extensions to the Mayor for London’s powers with respect to the provision of Civic Amenity sites in London.**

REASONS FOR OFFICER RECOMMENDATIONS

Following Cabinet approval on Thursday, 10th November 2005 Hillingdon signed up to achieving new and challenging recycling targets as part of the Draft Joint Municipal Waste Management Strategy.

The report approved by Cabinet detailed the need to invest in the Borough’s 3 Civic Amenity (CA) sites in order drive up their respective recycling rates as part of the Borough’s continuing effort to improve the amount being recycled in Hillingdon.

This report presents the first stage of these proposals and also places them under the context of the joint strategy as well as the waste management framework within which Hillingdon operates.

OPTIONS AVAILABLE

Detailed in the main body of the report.

COMMENTS OF POLICY COMMITTEE

Whilst the Policy Overview Committee have not been given chance to review these proposals they have previously received and considered reports related to the Borough's waste management services and are fully supportive of the need to continuously drive up the Borough's recycling performance.

INFORMATION

Background

1 Since 2000 The London Borough Of Hillingdon has channelled very significant investment into the range of recycling services provided by the Borough. To date this has included :-

- A comprehensive bring scheme consisting of 60 sites catering for a range of materials diverting approximately 8600 tonnes from landfill each year.
- A Borough wide household recycling service for mixed dry recyclables including all grades of paper and cardboard, cans and plastic bottles which now recycles in the region of 13000 tonnes each year.
- A Borough wide household recycling service for compostable garden wastes which now recycles in the region of 8300 tonnes each year.

2 For 2005/06 these services achieved a recycling rate of 27.7%, (subject to audit). This means the Authority will have achieved and exceeded its 2006 statutory recycling target of 21%. In turn, as part of the joint strategy Hillingdon has signed up to achieving recycling rates of 40% and 50% by March 2010 and March 2020 respectively.

3 Interestingly the latest available information on the Government's review of the National Waste Strategy indicates that new targets for recycling, identical to those detailed above will be included in a new national strategy due out towards the end of 2006. If this happens this will introduce some much needed consistency between national and sub regional targets.

4 However in presenting the first stages of proposals to achieve these targets the Council has to be mindful of the substantial levels of revenue funding that have

already been channelled into the delivery of the household collection services for mixed dry recyclables and compostable wastes as well the need for the Authority to concentrate revenue expenditure on other services outside of the Waste Division.

5 The Council's Waste Division needs to adapt to this context by looking to capital projects which require no / minimal additional revenue funding to take the Borough's recycling performance to the next level. The Borough's 3 CA sites provide a good opportunity to do this.

6 Starting with the New Years Green Lane site in Harefield the Authority needs to direct major levels of investment into its 3 CA sites to turn them into modern 21st Century recycling facilities that are built to maximise recycling.

7 For ease of delivery officers to propose to start with the refurbishment and re-engineering of the New Years Green Lane CA site in Harefield.

New Years Green Lane CA Site – Historical Context

8 The New Years Green Lane facility dates back to the days of the Greater London Council, (GLC); and is located near to the outer boundary of the area formally under the control of the GLC. Back then the site handled less than 10,000 tonnes of CA household waste per annum.

9 Since that time the site has had been expanded to provide a number of other functions listed below :-

- Bulking bays for glass, cans, tyres and miscellaneous items
- Trade waste bin storage and refurbishment facility
- Storage / refurbishment facility for spare recycling banks
- Reception and storage facility for recycling bags (supports household recycling service)
- Road salt store

10 Whilst clearly the bulking bays are integral to the Borough's recycling programme none of the other functions detailed above contribute anything practical to the site's own recycling performance.

11 Since the site was originally opened waste volumes have continued to grow as a result of an increase in Borough population and a general improvement in commercial prosperity. Currently the site handles just under 25,000 tonnes per annum from the following sources :-

- Domestic civic amenity household waste
- Trade Waste
- Council wastes – refuse collection vehicles (during diversions), street cleansing wastes, fly tips.

New Years Green Lane CA Site – Main Operational Issues

12 When the site was first operated by the GLC the basic design of the site was intended to get residents and traders in and out as quickly as possible with recycling and the need to divert wastes from landfill almost not featuring in the operation of the site.

13 In turn as the Authority has developed its waste management services in response to European and national targets a number of significant short comings in the design of New Years Green Lane are now preventing the site from making any further worthwhile contribution to the Borough's recycling programme. The relevant issues are:

- Domestic, commercial and site traffic have to share the same entrance and exit. In turn when no more than 3 lorries / vans are waiting to weigh into the site access for domestic users is blocked. The delivery and collection of items such as kerbside recycling bags, road salt, bulk glass, bulk cans and miscellaneous recycling banks also adds to this problem.
- Due to the current loading method on regular occasion access to the tipping apron has to be shut off using barriers in order for the mechanical shovel to be able to operate safely when 'pushing up' in preparation for loading. This in turn can lead to very long waiting times for domestic traffic which can back up onto Harvil Road. In the past this has led to traffic management problems requiring the attendance of traffic police. This problem is particularly acute on bank holiday weekends.
- Residents who have both recycling and waste to dispose of need to start and stop their cars up to three times in order to complete their visit. This in turn has led to low speed car crashes on site.
- The current location of the weighbridge office means the rest of the site cannot be adequately observed by site supervisors who on occasion will have to cover the weighbridge as well as supervise the site.
- The building which houses the weighbridge office itself is dilapidated and beyond economical repair. It needs replacing.
- As a result of having no defined parking areas on the main tipping apron, as well as the need to keep a small area permanently cordoned off for the mechanical shovel it is normal only possible to get up to 8 cars parked in a row in order to unload.
- When unloading on the tipping apron there is no readily available access to different areas for recycling in a safe and efficient manner, i.e. if parked in the

wrong spot domestic users have to negotiate moving traffic and miscellaneous items of rubbish that either have not been 'pushed up' or loaded.

- Regardless of whether planning permission is granted the tipping apron itself is in need of repair which will result in substantial cost and disruption to the site and site users.
- Currently no separate recycling facilities are provided for paint, waste electrical and electronic equipment, (WEEE), chemicals, furniture, bric-a-brac, tyres or hard and soft plastics not collected by the weekly household collection service.

New Years Green Lane CA Site - Redevelopment Proposal

14 These comments should read in conjunction with the proposed layout detailed overleaf.

15 The basic proposal is to build an upper level behind the current tipping apron rear wall which would be accessed via a ramp and will be for domestic cars only.

16 The side of the upper level nearest to the existing wall would have a proper pathway constructed along it which in turn would be bordered by marked out car parking spaces similar to those found in any municipal car park. The height of the upper level would be such that the existing wall would then reach waist height.

17 The recycling banks for cans, cardboard, glass, oil, paper, and textiles would be moved from their current location into the upper level.

18 This would have the following advantages :-

- Given the length of the rear wall we would be able to install between of 14-16 defined (marked) car parking spaces. This in turn would make it much easier to get many more cars parked and unloading at any one time.
- By moving the recycling banks into the raised area and by providing a pathway along the front domestic users would only have to park their cars once and would still be able to access each area of the site.
- The provision of a pathway would also allow both users and site staff to move safely along the tipping wall without having to negotiate moving traffic and without having to move among deposited rubbish.
- The provision of the upper recycling area will allow the operation of accepting domestic traffic to be almost continuous and will eliminate the need to stop domestic traffic from entering the site when operations such as loading or pushing up are taking place.

- In general terms the design of the refurbishment would not require any substantial change to the way in which bulk loading operations are carried out.
- By moving the recycling banks into the upper level more than enough room will become available for the locating of recycling containers for recycling paint, WEEE, chemicals, furniture, bric-a-brac, domestic batteries, tyres and plastics.
- The provision of a new weighbridge office will not only address the much needed maintenance issues that existing with the old building but it will also make it much easier to observe the rest of the site in according with competent daily control.

MAYOR FOR LONDON – POSSIBLE EXTENSION OF POWERS

19 Currently the Government is considering granting significant additional powers to the Mayor for London with respect to his responsibilities for waste management in the Capital.

20 Primarily the Government is considering creating a Single Waste Disposal Authority for London which would result in the abolition of the Joint Waste Disposal Authorities, such as the West London Waste Authority, as well as the removal of waste disposal responsibilities from the 12 Unitary Authorities in London.

21 If Government proceed with these plans technically according to waste law responsibility for CA site provision within London could also be passed to the Mayor who would operate the sites in question under the auspices of the Environmental Protection Act 1990. In turn whilst any such change will require the repeal of the Refuse Disposal (Amenity) Act 1978, Waste Division officers anticipate that such a change will eventually happen either as part of the creation of a Single Waste Disposal Authority or shortly after its formation.

22 In view of this context the Cabinet will wish to consider whether or not they wish to spend an anticipated £1.5m on the cost of refurbishing the New Years Green Lane facility when there is the possibility that control of the facility could well be given to the Mayor for London.

Summary of Key Issues

23 Detailed below is a summary of the key issues for consideration relevant to these proposals:

- In its current format the site will not make any further significant contribution to the Borough's recycling programme and instead will increasingly represent a significant element of the Borough's disposal costs.

- Significant sums of money will be needed within the next 12-18 months with respect to maintenance of the main tipping apron as well as the weighbridge office.
- If approved, once completed the revised site would need minimal additional revenue funding.
- A new site configured as detailed above could make substantial contributions to the Borough's recycling programme in pursuit of the 40% and 50% recycling targets by 2010 and 2020, which in turn could reduce the pressure for further investment in the Borough's household collection services.
- Potential funding contributions from outside the Authority to help fund the development could be available from future Performance Reward Grants from Central Government as well as a possible funding contribution from the West London Waste Authority.

FINANCIAL IMPLICATIONS

24 The Cabinet has previously received a range of reports on various waste management issues and service developments which are all linked by the need to continuously improve the range of recycling services on offer to residents.

25 This continued development is necessary in order to minimise the Authority's long term exposure to the costs of landfill which are forecasted to rise very significantly between now and 2020 as the Government's Landfill Allowance Trading Scheme starts to impact. The proposals presented in this report are in line with this general objective.

26 Specifically, with the exception of the relevant planning fees which can be contained within current Waste Division budgets the report has no direct financial implications for the Authority at this time.

27 However, should the Cabinet instruct officers to seek planning permission, which is subsequently granted the Cabinet will want to consider carefully the anticipated capital expenditure requirement which is forecasted to be in the region of £1.5m; especially in light of comments in paragraphs 19 - 22.

28 The recommendations, if approved, require officers to report back to Committee once planning permission has been obtained with options for funding the redevelopment. Given the likely timescales involved with obtaining planning permission Waste Division officers anticipate being able to report back to Cabinet by the end of the Calendar year at which time extensions to the Mayor of London's powers in this area should have been confirmed allowing the Cabinet to decide whether or not to proceed with the redevelopment.

CORPORATE CONSULTATIONS CARRIED OUT

Corporate Finance Comments

29 The current capital programme includes funding of £309k in 2006/07 and £324k in 2007/08 (total of £633k across the two years) towards this project, funded from the capital element of Waste Performance & Efficiency grant awarded to the authority.

30 The balance of the capital funding required of £867k (to bring total funding to the £1.5 million required) will, in the absence of other external funding, be required to come from prudential borrowing additional to the current capital programme. However, the business case for this capital investment, as for all similar actions by other boroughs reflected in the Joint Municipal Waste Management Strategy, will have a strong invest-to-save emphasis based on avoiding the excess costs of disposing of residual waste by landfill.

31 This investment would avoid future costs on Landfill Tax currently at £21 per tonne, and rising to £33 per tonne in 2010/11, and potential future Landfill Allowance Trading Scheme (LATS) penalties of £150 per tonne. As any savings are based on avoiding future costs rather than base budget reductions, the revenue costs of following the prudential borrowing funding route would be additional to the current base budget position.

32 This business case will need to be developed further before any specific proposals for capital expenditure are brought before Cabinet. There is some urgency in developing these proposals further in order to be able to utilise the £309k of capital funding available in the current year.

33 As noted at paragraph 26 above, the costs of pursuing the recommendation to seek planning permission for the proposed re-design of the site will be met from existing budgets in the current financial year.

LEGAL IMPLICATIONS

34 The report is only seeking Cabinet support for the submission of a planning application to redevelop the New Years Green Lane Civic Amenity site along the lines detailed above. As such the report has no direct legal implications for the Authority.

35 With possible extensions to the Mayor of London's powers in this area currently being considered by Government it is currently unclear what general direction the provision of Civic Amenity sites in London will take in future with a number of different models being considered. However, as noted above given the significant timescales involved in obtaining planning permission for an application of this size it is anticipated that the wider operational and legal framework would have been clarified by the time planning permission is granted, at which time further

consideration can be given to the legal implications of the proposals detailed in the report.

EXTERNAL CONSULTATIONS

36 Waste Division officers held informal meetings with the Harefield Village Conservation Area Advisory Panel, (HVCAAP) and the Harefield Tenants & Residents Association. In essence due to concerns over impacts to the visual environment the HVCAAP indicated that they would object to the proposals detailed above if planning permission was sought.

37 In contrast at a meeting with the Harefield Tenants & Residents Association the proposal received general support.

BACKGROUND DOCUMENTS

Draft Joint Municipal Waste Management Strategy – August 2005

DEFRA Landfill Allowance Trading Scheme – 31st August 2003

Waste Strategy Consultation – A Review of the National Waste Strategy 2006