

Mayor & Cabinet

Report Title	Lewisham's Waste Management Budget Proposals	
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1. Summary

1.1. Following the 2009/10 budget setting process, this report sets out a number of initiatives that can be implemented from the menu of options that was presented in November to Mayor & Cabinet to achieve the delivery of the Council's waste priorities and targets.

2. Purpose

2.1. The purpose of this report is to outline proposals for waste management options for Lewisham following the 2009/10 budget setting process.

2.2. This report recommends proposals that will address the needs to increase recycling and composting as well as tackling waste minimisation and thus addressing the Council's Local Area Agreement target to reduce residual waste. These proposals are detailed below in Table 1, although awaiting final confirmation of figures from Finance.

Table 1 – New Initiatives

No.	Initiatives	Capital	Revenue
1	240l Green Recycling Bins rolled out over 4 years (10,000 annually)	£250,000	£200,000
	Enhanced Organic Waste Collections Satellite Garden Waste Sites x 4		£118,400
	Street Litter Recycling		£163,000
	Estates Recycling - Increase Frequency		
	Waste Minimisation Love Food Hate Waste Home Composting Real Nappies Campaign Bulky Reuse Service Mail Preferencing Service Eco-Teams Waste Min Officer x 1		£117,000
	Awareness Raising & Behaviour Change Service Standards & Bin Hangers Waste Advisors (x3) to include enforcement & monitoring		£124,000
	Trade Waste Recycling Service (income generated not included here)		£147,000
	Recycling Credits		£15,000
		£250,000	£721,563

3. Background

3.1. Following the report that was agreed at Mayor & Cabinet in November, a budget has been agreed to implement the Council's current waste strategy and associated targets, which are set out in the table 2 below.

Table 2 Targets

	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10	2010/11	2010/11
Recycling & Composting Rate	10.21%	12.24%	15.70%	22.01%				
BV 84 Waste arisings per head	460kg	470kg	470kg	451kg				
Resident Satisfaction for Recycling Services	55%	63%	56%	62%				
NI 191 – Residual Waste per Household (LAA Target),				809kg (Baseline)	670kg (YTD)	663kg* (1% reduction on previous year)	656* (1% reduction on previous year)	649kg* (1% reduction on previous year)
NI192 – Household Waste Reused, Recycled and Composted					23% (21.02% Apr-Jan)	23%*	24%*	25%*
NI 193 – Municipal Waste Land Filled					10% (6.48% Apr - Jan)	9%	8%	7%

* targets to be agreed following annual review

3.2. There are areas in the service delivery that the authority has yet to improve upon and a key area will be to ensure that our customers know what our services and commitments are to them but also to inform them of how they too can help. The Council also has a number of priorities for dealing with waste and the associated targets are set out in the Table 1.

3.3. In order to achieve the levels of recycling set out in the targets the Council needs to improve its capture rates of recyclable material. Analysis of the capture rates show that they are low and could be significantly improved. Capture rates to be achieved by March 2011 are:

- Paper / card from 48.76% to 70%
- Glass from 50.74% to 60%
- Plastic bottles from 30.48% to 50%
- Cans from 23.12% to 50%.

3.4. As detailed on the November report, it would be sensible to target options that delivered 'High Recycling' and 'High Waste Minimisation' to achieve the levels of capture that are required and to reduce the amount of waste collected in general. Consideration has been given to all the options that were detailed in the November report and the identified initiatives to be rolled out are set out below.

3.5. **240l Green Recycling Bins** - This proposal will ensure that all residents are able to participate in the recycling service through the provision of 240 litre recycling wheelie bins to all kerbside properties (where practicable, clear bags and boxes where not), ensuring adequate capacity for recyclable materials. Approximately 33,500 kerbside properties will have recycling wheelie bins following the distribution of the bins that are currently on order.

- 3.6. Recycling wheelie bins can be rolled out borough-wide over a period of four years with the current growth investment. This would be undertaken on a round by round basis allowing the service to identify properties suitable for wheelie bins and where not alternatives can be provided, such as green boxes / clear sacks. Within this provision has been made for an extra crew that will ensure that there is sufficient capacity to collect the additional materials.
- 3.7. **Satellite Garden Waste Sites** – Unfortunately, the investment in recycling services is not sufficient to roll out a borough wide garden waste service. An alternative option to offering a wheelie bin for garden waste service would be to keep the current request for service using sacks for those people that are happy to use this service and offer satellite garden waste sites around the borough, which would be available to all residents who have a garden and want to use the service rather than a chosen few.
- 3.8. Refuse collection vehicles would be located at set locations across the borough every weekend during the growing season, typically from April to September and residents could bring their garden waste to the satellite sites for free disposal. This would provide an alternative to residents using the Reuse and Recycling Centre, especially as this is deemed not accessible to all Lewisham residents, particularly those living in the south of the borough.
- 3.9. By implementing the satellite garden waste sites across the borough would have the added benefit that all the boroughs residents would have access to a free scheme, which would be strategically placed at four / five locations across the borough. Again based on 2007/8 waste data figures and adding in the potential tonnage (which assumes that the refuse trucks would fill up twice in the weekend), four satellite sites would yield a 2.3% composting rate and five satellite sites would yield a 2.8% composting rate.
- 3.10. A further advantage for this option is that no additional vehicles would need to be purchased as this could run with the current fleet immediately.
- 3.11. **Street Litter Recycling** - In 2006 Lewisham Street Cleansing Services began an initiative to sort through street cleansing arisings for recyclable litter. This was piloted in the main areas of Catford and Lewisham before being extended to Sydenham, Forest Hill and New Cross. The recyclable arisings from street litter were 30,313 kg in 2006/7, 56,885kg for 2007/8 and for April and May of 2008, before it was withdrawn, 26,065kg.
- 3.12. A service for the separation of street litter should be resumed and implemented borough wide. This would require its own mini Refuse Collection Vehicle and would fit well with the Government's wish to promote Recycling on the Go.
- 3.13. **Estates Recycling** - Much has been done on estates to encourage people to recycle, including new signage and stickers on bins, door knocking and provision of bags for recyclables to be carried down to the near entry recycling site. The trend in tonnages on estates shows an increase but this isn't to the level that would affect a huge change in recycling rate.
- 3.14. Through consultation undertaken, one explanation for the lack of participation in estates recycling services was because of problems encountered with the service. Whilst in a pre-campaign survey 57% of respondents who used the estates recycling bank service had not experienced any problems, problems have been encountered for the remainder of respondents. Out of those that had experienced problems, the most common one related to the banks being full (52%).
- 3.15. In rolling out the wheelie bins for recycling additional capacity has been built in and this could also provide a solution for providing additional collections on the estates rounds with the extra round.

- 3.16. **Waste Minimisation** - Lewisham has a Local Area Agreement to reduce the amount of waste in the residual bin per household. Outlined below are a number of initiatives that could be pursued in terms of raising awareness and actively engaging with our communities to reduce the amount of waste that they produce. This will not only realise environmental benefits in terms of waste reduction and carbon savings but also should amount to savings to the council in terms of disposal costs.
- 3.17. Through the appointment of a dedicated Waste Minimisation officer a number of waste minimisation initiatives can be run, including the continuation of the Real Nappies campaign, Home Composting, Love Food Hate Waste, Eco Teams and the promotion of the Mail Preferencing Service. Many of the campaigns below will have relatively small budgets and a key element would be an officer to deliver the campaigns effectively. Campaign areas to focus on would include:
- Organic Waste – in particular promoting composting at source, reducing food waste and the promotion of reusable nappies;
 - Paper Waste – Reducing the amount of unwanted flyers / newspapers with No Junk Mail Stickers and encouraging the use of the Mail Preference Service;
 - Packaging – by encouraging people to choose packaging that can be returned to place of purchase (e.g. organic box schemes) and to refuse and complain about over packaged items, promoting tap water over bottled water and encouraging the use of reusable bags over plastic bags;
 - Bulky and Other Waste – encourage people not to purchase excess goods through the promotion of reuse of clothes, reuse of furniture, electrical and electronic equipment, toys and other bulky waste.
- 3.18. Specifically more work needs to be done around home composting. Although, the Council has done much to promote home composting (since January 2007 until January 09, over 3,000 compost bins have been distributed for free or subsidised through the WRAP Home Composting scheme), the WCA shows that 16.7% of food waste in the residual bin could be home composted as well as the nearly 10% of garden waste that is in the residual bin.
- 3.19. Further, WRAP have just announced that they are unable to fund the subsidised composters through the Recycle Now Home Composting scheme beyond September 2009. Until then the price of the subsidised bins has increased by over 58% to £27, which given the current economic crisis may not entice people to purchase them. The cost of the subsidised bins has increased by 170% over the past two years. Therefore a budget should be allocated for subsidised home composters and workshops to enable householders to deal with their waste at source.
- 3.20. The Council is also keen to assist people through this recession and a further way in which this can be done is through the Love Food Hate Waste campaign. The WCA showed that the dominant category in the residual waste was organic catering amounting to 29.8%, or 3.54kg per household of food waste being thrown into the refuse bin each week. For Lewisham, this equates to 405 tonnes a week costing the Council nearly £20,000 for disposal. In annual terms this is 21,060 tonnes costing over £1m. On average the food that is wasted accounts for approximately £420 per household per year / 0.8 tonnes CO2 equivalent per household - £610 for households with children. In addition there is the environmental cost in terms of food production, transportation, refrigeration and disposal, all contributing to green house gases.
- 3.21. An intensive Love Food Hate Waste campaign as detailed in the M&C report of November coupled with an intensive home composting scheme should assist in the reduction of residual waste and therefore helping achieve the authorities LAA target.
- 3.22. A further, target for the Council is to reduce the amount of Municipal Waste sent to landfill. By entering into a more formal arrangement with the third sector to operate a Bulky Resue

scheme, the authority could assist in the continuation of local social enterprises as well as redirect waste sent to landfill.

3.23. A potential service would work on the basis of the Furniture Reuse Organisation operating within the borough on set days making up to fifteen collections per day. Bulky waste would be redirected away from the waste stream, thereby moving waste up the hierarchy of reuse and waste minimisation as well as assisting the authority in achieving its Landfill Allowance Trading Scheme (LATS) obligations and having a positive impact on the boroughs recycling rate.

3.24. **Awareness Raising & Behaviour Change** - The Council distributed Environmental Service Standards in 2003 stating the roles and responsibilities of the Council and informing residents of their responsibilities. However, these were never enforced and confusion has arisen as to whether the service standards are still adhered to.

3.25. With new services introduced since the initial service standards and with new priorities, new service standards should be issued. In terms of the proposals mentioned in this report, which will enable the Council to address its priorities and reach its targets there are a few key points that should be introduced:

- Information detailing any new bin system ;
- Information as to when and where the bin should be placed out for collection:
 - Residents to put bins out at edge of property (which will then enable the crews to return bins to the property);
- Ensure effective communication for requesting containers including how and what to recycle and promotion of services to new residents in the borough;
- No side waste by the residual bin;
- No garden waste in the residual bin;
- Promotion of potential new services e.g. Green Waste and Bulky Reuse Service;
- Assisted collections would be clearly communicated to enable those that require them to contact the Council.

3.26. It is also evident that further communications work needs to be undertaken through the results of the waste compositional analysis. There were a number of non-targeted materials arising in the dry recyclable collection, which included dense plastics (packaging and other), plastic films, organic catering, and misc. combustibles (nappies and wood). On average 0.84kg/hh/wk (15.24%) of material collected in the dry recyclable collection was non-target material. A further 2.57kg/hh/wk (21.6%) of the materials collected in the residual waste can be recycled and aren't so further work needs to be done around promoting recycling including what residents themselves can do to increase recycling.

3.27. To ensure that all waste services are communicated effectively and promoted a small team of Waste Advisors (three to cover leave and sickness) should be appointed. These would have the responsibility of undertaking monitoring of schemes including participation rates, door knocking on low performing rounds, advising members of the public and assisting with any education and as a last resort enforcement action that may be required through the re-issuing of the service standards.

3.28. **Trade Waste Recycling Service** - The demand for a trade recycling service is now growing as home recycling becomes more entrenched and staff begin to demand similar services and facilities at work. It is important that the Council provides services to meet the needs of the whole community. The Waste Department has recently run a trial of a trade recycling service and to expand this service will require adequate funding, so it is proposed that a dedicated round is funded to operate a trade recycling service for local businesses.

3.29. **Recycling Credits** - Credits are to be paid where waste is collected for recycling or reuse by third party organisations in the borough. A policy for the issuing of third party credits will be

drawn up setting out what the authority would want to see in an application in order to agree to pay credits. Third parties should not expect to receive credits merely because they are recycling and have submitted an application for credits. Although local authorities should be predisposed to the payment of credits to third parties, they also have a duty to maximise the potential of their budgets and ensure that their householders and their area get good value for money. To this end a budget will be set over which credits will not be paid. The payment of recycling credits would be reviewed annually.

4. Conclusion

- 4.1. This paper looks at a number of options for the provision of enhanced waste services, which will focus on the short to medium term to achieve high recycling and waste minimisation.
- 4.2. The initiatives will address the points that were originally highlighted as issues to address in the waste management strategy, namely to:
 - Ensure all householders have recycling waste containers;
 - Ensure at a minimum there is no growth in household waste;
 - Ensure all householders are using the recycling services;
 - Enhance organic waste collections.

5. Report Author

- 5.1. For further information relating to the report, please contact Sam Kirk, Strategic Waste & Environment Manager on 020 8314 2076 of email sam.kirk@lewisham.gov.uk.