

**London Borough of Lambeth**  
**Municipal Waste Management Strategy**  
**2011 – 2031**

**Annex 3**  
**Options Appraisal**

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## 1. Introduction

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Following a restructure in 2008 the responsibility for waste strategy and development at Lambeth moved to a new management team. There was no extant waste strategy in place and a development framework agreed by Cabinet in March 2008 was not being implemented due to a lack of funding and staff shortages in the waste development team.

Although Lambeth is under no statutory obligation to produce a waste strategy, it is considered best practice by Defra to have one in place. In addition, a number of drivers makes it sensible for a strategic framework to be in place, alongside clear objectives and policies for the service. The key drivers are:

- **EU Revised Waste Framework Directive 2008** (the legislative framework for waste management within the EU. Shortly to be transposed into UK statute it will require: the new waste hierarchy to be followed in all waste management activities; separate recycling for households and businesses (including commingled collections sorted at MRFs) for paper, glass, metal and plastic by 2015; 50% of waste from households to be reused, recycled or composted nationally by 2020; a national waste prevention programme and measures to encourage the separate collection of bio-waste)
- **Coalition policy** (the Government has announced a review of national policy with the intention of making waste management more sustainable more quickly – moving Britain towards a zero waste economy; stimulating greater use of AD; encouraging councils to pay people to recycle and do more to tackle litter. Existing Government targets are for a national household waste recycling rate of 50% by 2020)
- **Regional policy** (under the GLA Act 2007 boroughs have to act in general conformity with the Mayor's Waste Strategy when exercising any function under Part II of the Environmental Protection Act 1990. The Mayor's revised strategy is currently out to consultation with objectives and targets including a 50% municipal recycling rate by 2020; household waste reduction targets; provision of recycling services to SMEs; increased use of RRCs; provision of incentives to residents to recycle; enhanced Recycle on the Go opportunities; recycling of street cleansing wastes; move to a plastic-bag free London; and improvements in the enforcement of environmental crimes)
- **Disposal costs** (in April 2009 Western Riverside Waste Authority introduced a differential charging system of cost recovery. Each tonne of waste Lambeth delivers for disposal is charged at a variable rate reflective of the actual treatment costs. In 2011/12 when the EfW facility is operational gate fees will be £128/tonne; whereas for commingled recyclables the cost will be £71/tonne and some separated recyclable materials will generate an income. Food and green waste, currently delivered to merchant facilities cost £50 and £43 a tonne respectively. There is a powerful fiscal incentive to prevent waste arising and to maximise the recycling and composting of the remainder. This however, needs to be looked at in parallel with any increases in collection costs needed for increased diversion)
- **Other Financial Drivers** (Lambeth needs to realise budget savings of at least £62m over the next three years. The waste management contracts represent a significant annual expenditure and it is necessary to examine the potential for cost savings both with Lambeth's own contract and via federated service and joint procurement with other local authorities)
- **Satisfaction with Service**, Lambeth is currently achieving high levels of satisfaction with the refuse and recycling services it provides. It is important that any waste collection strategy aims to maintain and improve on this level of satisfaction.

In 2009 Lambeth commissioned WYG consultants to examine the implications of 17 different collection options, with the variations mainly centred around different collection methods for organic waste. Following the completion of the report Lambeth began a period of discussion and negotiation with Veolia to investigate the most promising options in more detail. During this

process, which lasted several months, new options were added and various refinements took place. The number of different configurations was extensive and they won't all be shown in this document.

By June 2010 other issues had come into play. Lambeth needed to introduce a charge for bulky waste collections in order to introduce the Western Riverside furniture reuse initiative. Without a charge there would have been no incentive for residents to use the service which will operate with a flat fee of £15 per collection. Pressure was mounting to achieve significant savings across the Council forcing a re-think of the options in play to focus more on financial drivers. In addition, the WRATE analysis that the Council had commissioned indicated negligible environmental gain from switching food waste from EfW to in-vessel composting.

## 2. Scope and Context

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### 2.1 Lambeth's Sustainable Community Strategy 2008-2020

Lambeth's Sustainable Community Strategy (2008–2020) sets out a long-term vision for the borough. This is the shared vision of the Local Strategic Partnership, Lambeth First, and as a key member of that partnership Lambeth Council has embedded this vision at the heart of its own Corporate Plan. The vision is:

***“Lambeth is a diverse, dynamic and enterprising borough at the heart of London.”***

This means:

- Lambeth is an economic success supported by thriving business communities throughout the borough, with a world class cultural centre situated along the South Bank. Economic success is more equitably shared and poverty and deprivation actively tackled. Lambeth residents have the skills and ambition to access high-wage jobs across London
- Public and private investment throughout Lambeth has made it one of the most attractive places in London to live, work and visit. There are good quality homes in decent, clean neighbourhoods at prices people can afford
- Lambeth is a safe place with active, healthy, cohesive and empowered communities which enjoy a good quality of life. Vulnerable people are supported; citizens are healthier and enjoy more active lifestyles
- Young people have support, opportunity, aspiration and ambition. In addition, our schools and colleges ensure that our young people achieve their full potential
- **Lambeth is working towards becoming carbon neutral. It has reduced its carbon dioxide emissions and air quality has improved. Reliance on the car has reduced and sustainable transport connects Lambeth to the whole of London.**

**The Community Strategy also aims to achieve the following long-term outcomes:**

- Lambeth is a great place to do business with higher levels of investment and business growth
- Households enjoy improved wellbeing through higher numbers of residents in employment
- Even more children and young people are on the path to success through the provision of good quality education, training and jobs which reduces the risk of exclusion and offending
- People live in empowered, safe and cohesive places and have the confidence to play active roles in their communities
- People have improved health and wellbeing which enables them to live active and independent lives
- Lower levels of poverty and social exclusion are achieved by helping more of our socially excluded adults in employment, education and training
- Mixed and sustainable communities benefit from an increased supply of new homes, improved existing dwellings and a high quality physical environment.

A sustainable waste management strategy does not have a clear role within the Vision, however it will contribute towards making Lambeth carbon neutral, creating clean neighbourhoods and ultimately improving quality of life through reducing the negative environmental impacts of waste treatment. In addition, the implementation of this Strategy will contribute towards some of the long-term outcomes, most notably achieving sustainable communities with a high quality physical environment. Some elements of the Action Plan will lead to health benefits, e.g. cleaner vehicle technologies and reducing global warming impacts of landfilled waste; and the creation of recycling champions and compost doctors will help empower residents to play a more active role in their communities.

## 2.2 Lambeth Council – Corporate Plan 2009-2012

The long-term vision for Lambeth, expressed within the Sustainable Community Strategy, is embedded at the heart of the Council's Corporate Plan. The Corporate Plan shows how Lambeth's services contribute to achieving this vision and the long-term outcomes. In addition, the Corporate Plan sets out Lambeth's own corporate priorities to 2012, which are:

- A safer Lambeth with strong communities
- More opportunities for children and young people
- Better housing and flourishing local economies
- **Respect for the environment**
- Developing personalised care services
- **Serving our customers well.**

Cutting across all these priorities Lambeth remains committed to tackling inequality, reducing social exclusion and engaging with its citizens, whilst delivering value for money.

Underpinning the Corporate Plan priorities are three promises, which are central to the way Lambeth delivers services.

- **Deliver quality and value for money:** Lambeth aims to deliver high-quality services as efficiently as possible, whether directly or in partnership with others. Each year services are compared against national benchmarks for performance and cost and used to set ambitious efficiency targets
- **Tackle inequality and social exclusion:** The Council is committed to ensuring that Lambeth is a borough where people want to live and work, and one where everyone has opportunities and choices. Tackling inequality is central to the work done as a service provider, employer and community leader, and especially focusing on narrowing the gap in access and satisfaction between disadvantaged groups and others in the population
- **Listen to and engage with our citizens:** Lambeth will only become a better place if it reflects the hopes and aspirations of the people who live and work here. The Council is therefore committed to making sure that it listens to what matters to local people and sharing this information with partners and acting on it.

Central to the Council's work in 2009/10 will be a renewed focus on improving the customer experience, which in turn will lead to higher levels of customer satisfaction and greater public confidence in the council. To support these improvements Lambeth has developed a citizen's charter – the "Lambeth promise" – that tells residents and customers exactly what service standards they can expect.

The Corporate Priority most relevant to the provision of waste management services is Priority 4: **Respect for the environment.** This priority is linked to the following Sustainable Community Strategy long-term outcome:

- Mixed and sustainable communities with an increased supply of new homes, improved existing dwellings and a high quality physical environment

and the following strategic outcomes:

- Lambeth's environment is clean and we are adapting to climate change
- Environmental sustainability is emphasised in all policies, services and new development.

The development and implementation of this waste Strategy is a critical element in achieving Corporate Priority 4 and one of the three Improvement Activities under this Corporate Priority is: *To ensure we support the reduction in the volume of waste generated and the increase in recycling we will develop and agree a waste strategy.*

In addition, Priority 6: **Serving our customers well** is relevant to the provision and management of waste services and is addressed in more detail through Objective 8 of this Strategy.

Objectives, Policies and Actions within this Strategy will also contribute to achieving Lambeth's three promises detailed above.

**Deliver quality and value for money:** action through Objectives 8 & 9

**Tackle inequality and social exclusion:** action through the Equalities Impact Assessment carried out as part of the Strategy

**Listen to and engage with our citizens:** action through Objective 8.

### 2.3 Local Development Framework (LDF)

Lambeth's LDF is not expected to be published until 2011, however the draft Core Strategy is well advanced and the relevant policy relating to Sustainable Waste Management is reproduced below.

#### ***Policy S10 – Sustainable Waste Management***

The Council will contribute to the sustainable management of waste in Lambeth by:

- (a) Supporting the waste hierarchy and in particular the efficient use of resources, the reuse of materials and resources, and the recovery of energy from materials.
- (b) Supporting delivery of the Western Riverside Waste Authority's statutory Waste Strategy and implementing its own Lambeth Sustainable Waste Management Strategy.
- (c) Safeguarding existing waste transfer and management sites (listed in Annex 6) for waste management use, unless appropriate compensatory provision is made in appropriate locations.
- (d) Allocating additional sites for waste management in Key Industrial and Business Areas and other appropriate locations to provide the capacity to meet, over the plan period, the borough's waste apportionment set out in the London Plan. These sites must have good access to the main road network, rail or water transport and be located where the operation of waste management services does not unacceptably harm the operation of adjoining firms or the amenities of the surrounding area. They will be considered against the criteria for location set out in Annex E of PPS10, Sustainable Waste Management.
- (e) Requiring wherever feasible the inclusion of on site waste management facilities in major new developments, as a contribution to the borough's waste apportionment set out in the London Plan.
- (f) Requiring appropriate waste and recycling storage and collection facilities in all new development.
- (g) Maintaining an adequate supply of land for the operational delivery of the waste collection service, including depots and waste transfer sites.

The sites in waste management use for safeguarding include Lambeth's Reuse & Recycling Centre on Vale Street. This site is already safeguarded within the existing UDP for waste treatment use.

## 2.4 The Borough of Lambeth

Lambeth is one of the 13 local authorities that make up inner London. Covering an area of around 10.5 square miles, it is located between Wandsworth in the west, Southwark in the east, Westminster across the Thames to the north, and Croydon to the south. The borough is seven miles north to south and about two and a half miles east to west. Waterloo, Westminster, Lambeth, Vauxhall and the Golden Jubilee bridges all join the southern bank of the Thames in Lambeth. The A23 London to Brighton road runs the length of the borough from Kennington to Streatham. The A205 South Circular separates the outer town centres of Streatham and Norwood from the central town centres of Brixton and Clapham. Figure 1 shows Lambeth's position within London as well as illustrating the five town centres.

The borough has thirteen railway stations, including the rail terminal at Waterloo, with important lines running south from Waterloo and Victoria, and the Thameslink line from Bedford. There are six underground stations on the Northern, Victoria and Bakerloo lines. The north of the borough is its commercial and employment centre. The northern waterfront is home to the London Eye, County Hall art gallery, St Thomas's Hospital and Lambeth Palace, the official residence of the Archbishop of Canterbury. This is also the location of one of London, and Britain's, most important artistic sites: the South Bank complex. It includes the National Theatre, Queen Elizabeth Hall, Royal Festival Hall, Hayward Gallery, National Film Theatre and the BFI London IMAX cinema. The Old Vic and the Young Vic theatres, located nearby, are also part of a thriving and expanding arts and leisure industry in Lambeth. Museums in the north of the borough include the Florence Nightingale Museum, the Museum of Garden History and the Museum of The Royal Pharmaceutical Society. The Imperial War Museum is just across the borough boundary in Southwark. Open spaces include Archbishop Park and Vauxhall Park.

The central part of the borough extends from The Oval, familiar to millions of cricket fans worldwide, to the South Circular road in the south. This is a mainly residential area, with pockets of commerce and industry, and contains most of the council's housing developments. It has the shopping centres of Brixton and Clapham High Street, and includes Lambeth Windmill, Brixton Mosque, the Ritzy Cinema, the O<sub>2</sub> Academy music venue, HM Prison Brixton, the Type Museum, the Black Cultural Archive, Lambeth College and King's College Hospital. Open spaces include Brockwell Park, Clapham Common, Kennington Park and Ruskin Park.

The south of the borough has the town centres of Streatham and Norwood. This is primarily a residential area, with the shopping areas of Streatham High Road and Norwood Road. Streatham High Road is a bustling retail and nightlife centre. There are areas of substantial affluence and also considerable deprivation. Open spaces in the south include Norwood Park, Streatham Common and West Norwood Cemetery.

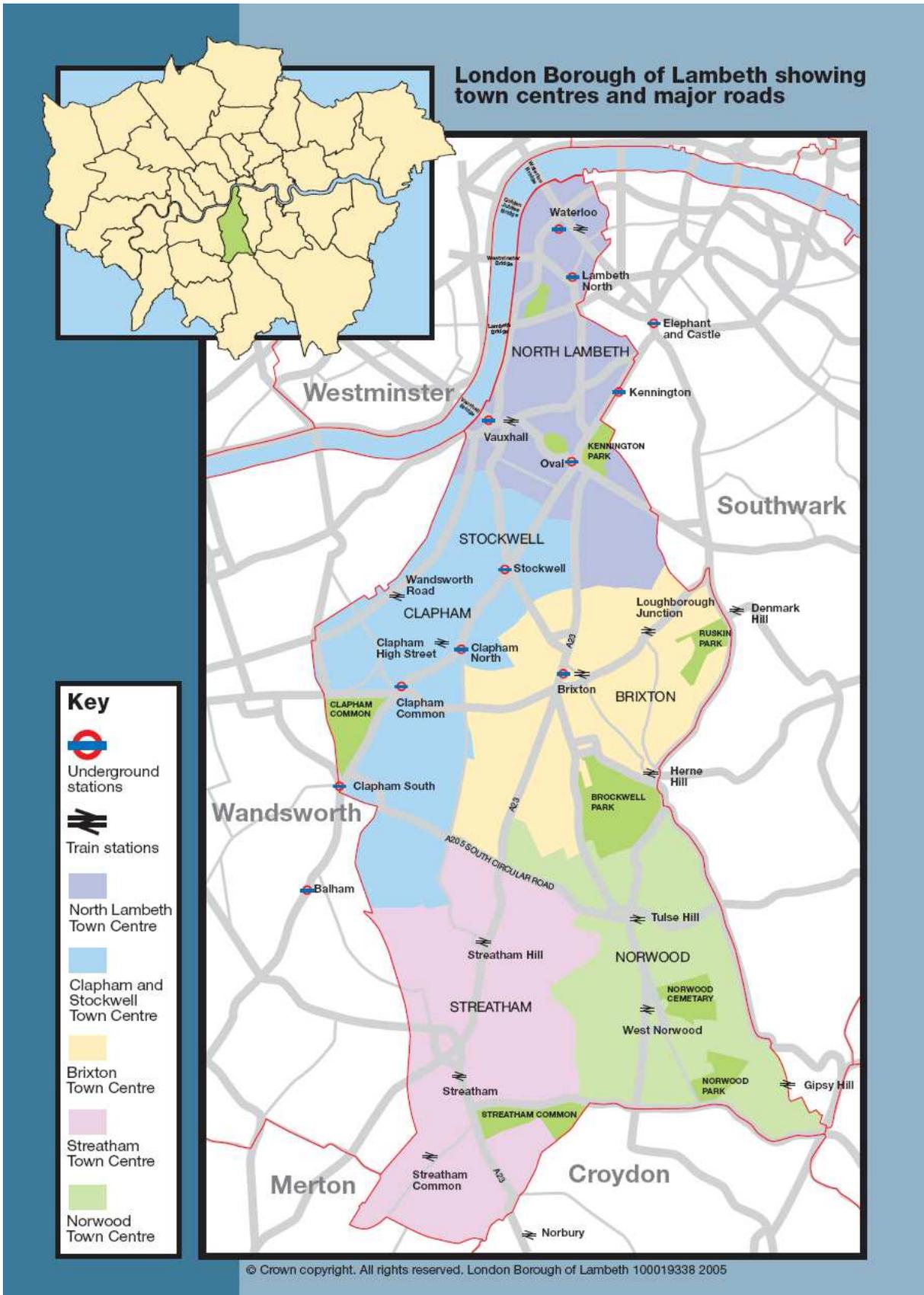


Figure 1: Lambeth town centres

## **2.5 Population**

More than a quarter of a million people live in Lambeth: it is the second most populous inner London borough with a resident population of 288,810 (2009 mid-year estimate). Between 1991 and 2001 the population increased by 8.7 per cent, a smaller percentage increase than for inner London (9.5 per cent), but higher than the overall population increase of the country (4.4 per cent). Lambeth is one of the most densely populated districts in the country, with a population density of 99.2 people per hectare. This is fifth highest in the country, compared with the England and Wales average of 4.4 people per hectare. London has a young age profile compared to the whole country, and Lambeth is young within that. Almost half (45 per cent) of Lambeth's population is between the ages of 20 and 40. This compares with 35.6 per cent for London and 28.3 per cent nationally (2001 Census).

Socially and culturally, Lambeth has one of the most diverse communities in the country. According to the 2001 Census, 38 per cent of Lambeth's population are from ethnic minorities, the seventh highest proportion in the country. Over 68,000 people in Lambeth are classified as Black or Black British. It has the second highest proportion of Black Caribbean residents of any local authority in England (12.1 per cent), after Lewisham, and the fourth highest population of Black African people (11.6 per cent). Anecdotally, Lambeth's Portuguese population is the largest outside Portugal. Approximately 132 languages are spoken in the borough. Among Lambeth students, after English, the main languages spoken are Yoruba and Portuguese (Source: 2003 Lambeth Pupil Survey).

## **2.6 Employment and Unemployment**

There are approximately 9,800 businesses in Lambeth, providing 119,400 jobs. These tend to be small businesses employing 10 staff or less (86 per cent). The public sector is the dominant form of employment in Lambeth providing 37,299 employee jobs, followed by the banking and finance sector (35,133) and hotels and restaurants (22,115). (Source: 2002 Annual Business Inquiry).

According to the 2001 Census, Lambeth has a higher proportion of residents in full-time employment (45.8 per cent) than inner London (42.6 per cent) and England and Wales (40.8 per cent). However, Lambeth has a high unemployment rate of 9.8 per cent, compared to 8.9 per cent for inner London and 4.8 per cent for England (Source: Quarterly Labour Force Survey, Summer 2003 – Spring 2004 figures). The Greater London Authority calculates a claimant count rate based on Job Seekers Allowance figures. Lambeth's current claimant count rate is 6.5 per cent, compared with 6.1 per cent for inner London and 3.0 per cent for England and Wales. For males the figure is 8.6 per cent, and females 4.0 per cent. (Source: GLA Claimant Count rates, July 2004). The problem is compounded by the length of time that many Lambeth residents remain unemployed; 42.8 per cent have been unemployed for more than six months. (Source: ONS Claimant Count figures, July 2004).

## **2.7 Deprivation Ranking**

Lambeth has areas of substantial affluence as well as areas of severe deprivation. This means that, as a borough, Lambeth is not as deprived as some other boroughs, but the most deprived areas within the borough certainly rank among the worst in the country. Looking at the small sub-ward areas counted by the English Indices of Deprivation 2004 – there are 177 of these in Lambeth – Lambeth performs poorly for crime (50 fall into the most deprived five per cent) and for income (11 in the most deprived five per cent). Lambeth is less deprived in terms of health, living environment, barriers to housing and services, employment and education and training.

## **2.8 Residents' Surveys**

Lambeth commissions a borough-wide survey every two years and the latest survey was carried out in January/February 2009 by TNS. Interviews were conducted with 1,076 residents across the borough, ensuring representative quotas were met on gender, ethnic origin, age, working status of women and housing tenure.

Litter was mentioned as an area of concern by 18% of respondents, down 4% from 2007. This compares well to a London average of 24%.

In terms of service delivery, the views of respondents are summarised in Table 1.

Service	Good to Excellent (%)	Poor to Extremely Poor (%)	London average (G to E)	Difference	2007 good to excellent	Difference
Refuse	70	9	70	0	67	+3
Recycling	64	14	68	-4	63	+1
Street Cleansing	60	12	55	+5	51	+9

**Table 1 – Resident’s opinions of waste management services in Lambeth, 2009**

Among users of recycling facilities, 71% rated services as good to excellent, up from 69% in 2007.

### 2.8.1 Budget Consultation 2009/10

In November 2008, an on-street survey was carried out as part of Lambeth’s budget consultation. 531 face-to-face survey interviews were conducted on-street with people who live and work in Lambeth using the five main town centre areas as sampling points. Interviews were conducted with a quota sample according to a defined population profile of Lambeth. These profiles were drawn up to match 2001 census data.

When asked about their recycling habits, 57% stated they recycle everything they can and a further 28% said that they recycle a lot. Only 5% admitted to not recycling at all. Although likely to be a little overstated, this does demonstrate the importance residents place on recycling.

Respondents were then given a list of different collection schedules and asked which they preferred. 43% preferred a weekly collection of food waste and recyclables with a fortnightly collection of residual waste. Only 10% preferred a weekly collection of all streams.

On compulsory recycling and fining those who persistently fail to recycle, 61% of respondents were in support and only 23% opposed.

When asked about garden waste services, 44% said they would use a free collection service, whilst only 15% said they would be prepared to pay 50p per bag collected.

Finally, respondents were asked whether they composted at home, with 23% replying yes and 77% no. Reasons given for not composting at home were: no garden (52%); no room (30%); too much effort (20%); and do not know how to (7%).

### 2.8.2 Waste Strategy Consultation 2009

In order to help inform the direction of Lambeth’s Waste Strategy, a questionnaire was developed aimed at asking residents and community groups a series of questions about the current services, recycling attitudes (benchmarking questions), and future service options. A total of 33,000 copies of the questionnaire were distributed in October 2009 to every ward; properties in the garden and food waste pilots; local libraries; town centre stalls; EXPOs; Council offices; Lambeth’s Reuse & Recycling Centre and using the recycling bus to publicise the consultation at local community events. It was also posted on the council’s website.

The questionnaire was also posted to 300 local community groups, Tenants and Residents Associations, Tenant Management Organisation and local neighbourhood forums.

The responses around existing services are shown in Figure 2 and those around possible service developments are shown in Figure 3.

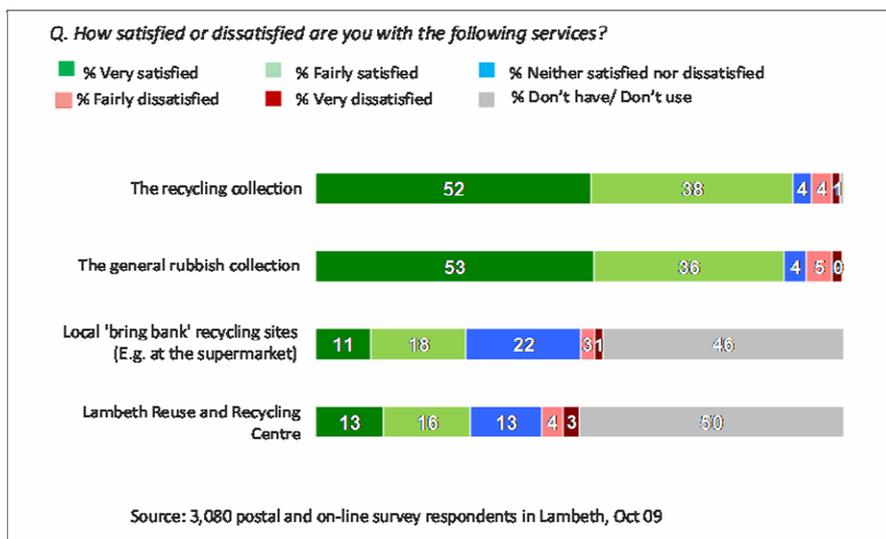


Figure 2 – resident's opinions on existing waste management services, October 2009

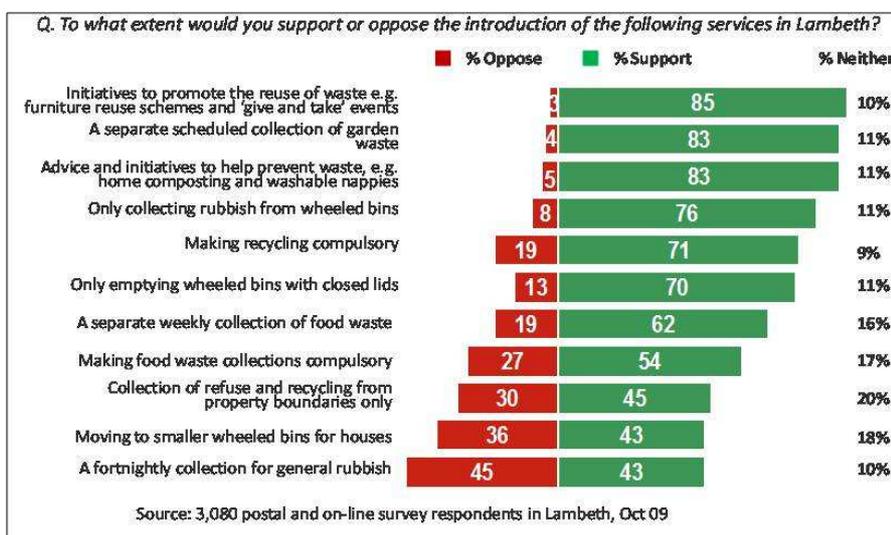


Figure 3 – Levels of support for possible service developments, October 2009

This feedback from residents formed a key part of the decision-making process as the Strategy was developed. Nothing with less than 50% support from residents will be introduced borough-wide. Most proposals with over 50% support will be introduced, however since the survey was conducted a new Government has been elected and the financial outlook for Lambeth has worsened considerably. As a result some proposed initiatives which received high levels of support will not be implemented, or at least not at this time. An explanation is provided in Table 2.

Proposed Service	Support	Comments on Implementation
Initiatives to promote reuse	85%	A wide range of initiatives will be introduced including the Western Riverside Reuse Scheme (which requires charges to be applied to bulky waste collections)
Separate scheduled collection of garden waste	83%	This will be implemented borough-wide, with a small annual fee to encourage residents to manage garden waste at home or take it to RRCs and to cover collection costs following producer responsibility principles

Proposed Service	Support	Comments on Implementation
Advice and initiatives to help residents prevent waste	83%	A comprehensive Waste Prevention Plan forms part of the Strategy with numerous initiatives being implemented
Only collecting rubbish from wheeled bins	76%	Monitoring a 'no side waste' policy requires significant staff resources. With uncertainty surrounding future staffing levels it was decided not to proceed with this policy at the present time
Making recycling compulsory	71%	This will be implemented
Only emptying wheeled bins with closed lids	70%	Implementing a 'closed lid' policy requires significant staff resources. With uncertainty surrounding future staffing levels it was decided not to proceed with this policy at the present time
A separate weekly collection of food waste	62%	Because of the financial situation expanding the current service is not affordable. In addition, the most sustainable treatment method, Anaerobic Digestion (AD), is not presently available within the south-east. Lambeth's disposal authority has said it will oppose Lambeth utilising AD. A WRATE lifecycle analysis has shown that shifting the anticipated quantities of food waste from the Belvedere Energy from Waste facility to in-vessel composting would result in negligible environmental benefits
Making food waste collections compulsory	54%	This will be implemented for the existing service. The relatively low level of support was likely to have been due to the thin service coverage. Participation in the areas covered is high and it is felt that this move would enjoy higher support among those residents already receiving the service
Collections made from property boundaries only	45%	This will not be introduced
Moving to smaller wheeled bins for houses	43%	This will not be introduced
Fortnightly collections for general rubbish	43%	This will not be introduced

**Table 2 – Implementation of proposed waste management services linked to level of public support**

## 2.9 Local Service Surveys

### 2.9.1 Lambeth's Reuse and Recycling Centre

In 2009 a survey was distributed to local residents. In total 481 questionnaires were completed and returned. The key results were that 77% had found the site staff helpful or very helpful, with only 8% finding them unhelpful. Most residents use the site a few times a year (44%) with 40% using it more frequently. Responses indicated most residents anticipated using the site at similar frequencies once it was converted to a recycling-only facility. In terms of requests for new materials, the top 10 'most wanted' were: mixed wood (54%); rigid plastics (54%); expanded polystyrene (50%); carpet (43%); rubble (40%); media (25%); aluminium foil (24%); soil (20%); plate glass (18%) and mobile phones (14%).

### 2.9.2 Food Waste Collection Trial 2009

In October 2009 a questionnaire was sent to all residents on the food waste trial in order to gather feedback, with a total of 448 responses received back. Only 20% of residents had not used the

service at all, with 74% claiming to use it frequently and 7% occasionally. 92% of users were satisfied or very satisfied with the service and 86% were satisfied or very satisfied with the containers provided. 86% of respondents wanted the service to be made permanent and the only significant requests for improvement were around liner distribution.

### 2.9.3 Scheduled Garden Waste Trial

In October 2009 a questionnaire was also sent to all residents on the scheduled garden waste trial in order to gather feedback, with a total of 1,444 responses received back. 91% of users were satisfied or very satisfied with the service and 92% of users were satisfied or very satisfied with the reusable bags provided. 61% of respondents used the service frequently and another 29% used it occasionally. Of the 151 respondents not using the service, only 26 admitted to putting it into their refuse bins. 75% of users placed one or two bags out each time they used the service. Of the users not satisfied with the service, 126 wanted more than two bags; 108 complained that emptied bags were not returned to their original location; 54 complained about missed collections and 48 that not enough information was provided. 99% of respondents said they would use the service if it became permanent. Prior to the service being introduced, 436 respondents put their garden waste into their refuse bin; 315 home composted it and 15 burnt it. The remainder used the on-demand service which was offered previously (591) or took it to Lambeth's Reuse and Recycling Centre (346).

### 2.10 Audit Commission Inspection 2004

Waste Management services in Lambeth were last assessed by the Audit Commission in November 2004<sup>1</sup>. The service was rated as a 'fair', one-star service with uncertain prospects for improvement. The service has improved significantly in the intervening six years and none of the 21 criticisms aired in the report are now applicable. The report made 25 recommendations. All of these have been enacted or are no longer relevant, except perhaps for the establishment of user focus groups. However, this has effectively been addressed through the various user panels and consultations undertaken by the Council as well as the consultation undertaken for the development of this Strategy.

## 3. Strategic Environmental Assessment (SEA)

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Consultants WYG were commissioned to carry out a SEA of the draft strategy. This covered four different strategic options in order to cover whatever decisions were made on the final Strategy. Within the SEA, Option 3 is closest to what is being proposed. The recommendations made for this option were:

**Ensure that waste is delivered as locally to Lambeth as possible.** Recyclables are being processed in Wandsworth; food waste is being treated in Mitcham; green waste is delivered to Mitcham and residual waste to Wandsworth – all locations around three miles from Lambeth.

**Ensure that the collection services are clearly communicated to all members of the community, including making clear their responsibilities in order to minimise detrimental effects on the streetscene.** This is covered through the Communications Plan and the Strategy will usher in a new era of targeted communications.

**Lambeth should investigate the potential to use alternative fuels or technologies for collection vehicles.** Vehicles already use a 5% biodiesel mix and Lambeth is working closely with Veolia to explore possibilities for utilising alternative fuels.

**Ensure that residents are aware of their day of collection and consider the use of enforcement powers to prevent containers being left on the highway.** Lambeth has well established enforcement procedures already in place. Information on collection days is widely available and the intention is to start providing information directly to new movers.

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<sup>1</sup> Audit Commission (2004) Inspection Report: *Waste Management, London Borough of Lambeth*

**Ensure that service changes introduced as part of the Strategy are preceded by a clear and effective communications campaign which ensures that all members of the community understand and are able to participate as far as possible.** Lambeth is preparing a thorough Strategy Implementation Plan with the process being project managed by a specialist consultant and involving cross-departmental representation.

**Ensure that new planning policies developed by the council, incorporate sufficient storage space for waste and recycling and take account of likely future demands of the waste and recycling service in the Borough, for example the requirements contained within the code for sustainable homes.** Lambeth has a well established guidance document for architects and developers and the intention is to strengthen enforcement of this through the LDF.

**Aim to develop partnerships with the third sector to address waste prevention and recycling at the local level, which could lead to training opportunities and potential future employment within the Borough.** The Waste Prevention Plan forming part of this Strategy includes several references to working with the third sector. The Western Riverside reuse project includes a rolling training programme for unemployed people with the specific aim of helping them into permanent employment.

**Do not increase storage implications for properties with limited storage and/or frontage, particularly the number of wheeled bins.** Sacks will be retained for recyclables and properties with no frontage will have the option of sacks for all waste streams. Lambeth intends a range of collection trials. Those involving additional wheeled bins will only take place in areas where appropriate storage space is available. The use of bulk bins on-street for refuse will reduce the visual impact of individual wheeled bins.

The SEA concludes that *“Based on the evidence gathering process undertaken for the background preparation of the MWMS, consultation with officers at the LB of Lambeth and the findings of the SEA, it is considered that Option 4 is to be the preferred option.”* Option 4 was the high recycling option, aiming to achieve a 50% NI 192 rate. However, it also states that: *“Generally, all options performed well in the SEA. However, both options [3 and 4] also identified potentially significant beneficial effects, and... these two options may potentially yield overall more positive results in terms of environmental effects [than the other options].”*

## **4. Implications and Interdependencies of the Proposed Initiatives**

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By June 2010 the list of potential initiatives had changed slightly from those included within the consultation survey. This was due to the increased financial pressure the authority found itself under, the need to introduce bulky waste charges so that the Western Riverside Reuse Initiative could be implemented and as a result of discussions with Veolia and senior managers. The options are discussed in detail below.

### **4.1 Providing a Borough-wide Food Waste Collection Service**

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Lambeth is running a successful food waste collection service for 19,000 households (11,000 kerbside and 8,000 estate) as well as several schools and other organisations producing household waste. Participation averages 60%, but is as high as 73%, and capture rates are reasonable. 94% of survey respondents would like the service to continue and would use it if it became permanent. The service is diverting over 50 tonnes of food waste from landfill each month.

A borough-wide service would be based on the existing provision, with small 5 litre kitchen caddies and free starch liners provided to all residents. Caddy liners would be supplied free of charge on an ongoing basis to participating households on request. It has been clearly demonstrated in London that free liners raise participation by 30%, more than paying for themselves in terms of disposal savings. Kerbside households would be issued with 23 litre caddies for collection, and multi-occupancy households would have shared 240 litre wheeled bins with locked lids and a lined aperture in the top for the full caddies to be dropped through.

The food waste would be processed at Vertal's in-vessel composting facility in Mitcham, three miles from Lambeth. Once composted the material is used on farms in Surrey, replacing the use of fossil-fuel derived NPK fertilisers.

### Performance Implications for 2012/13

Additional tonnage recycled	8,320
Effect on NI 192	9.51%
Set-up costs	£587k
Ongoing revenue costs	£300k
Additional operational costs	£678k
Disposal savings	£674k
Net revenue cost	£304k
Net cost per tonne of additional recycle	£36.58

### Positive Aspects

- 23 London boroughs are already operating food waste collection services
- Separate collections may be mandated soon, this is supported by the EU and extra measures to encourage local authorities to collect food waste separately will form part of the revised national waste policy
- High level of support from Lambeth residents (62% in consultation survey)
- Enables processing at treatment facilities close to Lambeth
- Demonstrates compliance with the waste hierarchy
- The targets in the Mayor's revised waste strategy will not be met or approached without separate collections of food waste
- Food waste would be utilised as compost on local farmland rather than burnt, addressing issues within 'EU Thematic Strategy on Food' for example around long-term soil fertility
- Can be co-collected on specialist Duo vehicles with another wastestream vastly improving the efficiency of the operation
- Collecting food waste has been demonstrated to have positive impacts on reducing food waste and residual waste as well, as it increases awareness of waste being generated
- WRWA have confirmed they will not object to Lambeth collecting food waste separately for composting.

### Disadvantages

- WRWA will not provide tipping facilities for food so Duo vehicles will have to tip at separate locations, reducing productivity
- Very high set-up costs
- If food waste remains within the residual wastestream it will, from May 2011, be treated through the new Belvedere EfW facility. Although food waste has a low calorific value, it will still be diverted from landfill and will contribute to the generation of electricity at the plant. Because of the efficiency of Belvedere and the way the carbon balance is treated for bio-waste, the difference in overall environmental impact between composting and incineration is very slim and the only significant issues are that the food waste is not being returned to the land to contribute to soil fertility, and EfW generates hazardous by-products whereas composting is a clean process.

### Interdependencies

Collecting food waste separately would allow the containment of refuse to be switched to sacks and the commingled recycling to be placed into the existing wheeled bins. This would save the current expenditure on orange sacks (£360k per annum), which is expected to rise to £500k per annum with the introduction of the other strategy elements to boost recycling.

With food waste collected separately, collections of either refuse or recycling could also become fortnightly (within wheeled bins), enabling significant additional savings to be made (in the region of £400k per annum).

#### 4.2 Continuing with the Existing Food Waste Collection Service but not Extending it

Lambeth is running a successful food waste collection service for 19,000 households (11,000 kerbside and 8,000 estate) as well as several schools and other organisations producing household waste. Participation averages 60%, but is as high as 73%, and capture rates are reasonable. 94% of survey respondents would like the service to continue and would use it if it became permanent. The service is diverting over 50 tonnes of food waste from landfill each month.

##### Performance Implications for 2012/13

Additional tonnage recycled	728
Effect on NI 192 (of whole scheme)	1.13%
Set-up costs	£0
Ongoing revenue costs ( <i>liners</i> )	£18k
Additional operational costs	£0
Disposal savings	£58,976

##### Positive Aspects

- No need to withdraw a popular service and suffer the inevitable public backlash and complaints
- WRAP funded a significant expansion of the service in March and may be reluctant to provide grant funding in the future if the service is withdrawn so soon.

##### Disadvantages

- Removing the trial service will offer up savings if it is decided not to implement a borough-wide food waste collection service.

#### 4.3 Providing a Free Borough-wide Scheduled Garden Waste Collection Service (Combined with a Ban on Garden Waste in the Refuse)

Lambeth has been operating a scheduled fortnightly collection service for 10,400 households in the south of the borough for over a year. The scheme has been successful and is very popular. In a survey replied to by just over 1,400 residents, 90% said they use the service; 91% were satisfied with the service and 99% would use the service if it became permanent.

If rolled out borough-wide, all households with a garden would be delivered two green reusable bags and a collection calendar.

##### Performance Implications for 2012/13

Additional tonnage recycled	1,829
Effect on NI 192	2.09%
Set-up costs ( <i>reusable bags</i> )	£70k
Ongoing revenue costs ( <i>bags &amp; calendars</i> )	£10k
Additional operational costs	£0
Disposal savings	£161k
Net revenue saving	£151k
Net cost per tonne of additional recycle	-£82.57

## Positive Aspects

- 83% of Lambeth residents support the introduction of this service (strategy consultation)
- Significantly increases the levels of garden waste collected compared to the on-demand service and is much more user-friendly
- Enables garden waste to be banned from refuse
- Reduces administrative burden from on-demand service
- Green waste is utilised as compost on local farmland rather than being landfilled/burnt
- Can be implemented using the same number of vehicles currently provided for the on-demand service
- Provides a composting option for residents without cars.

## Disadvantages

- Free garden waste services draw extra waste into collections that would be composted or otherwise dealt with at home or taken to Vale Street.

## Interdependencies

This is a standalone service, but to maximise the benefits there needs to be a ban on garden waste being placed into the refuse. In turn, for this to be realistically enforceable, refuse needs to be moved to a sack-based collection.

## Impact of Waste Growth

Garden waste is affected by weather rather than the socio-economic factors that affect other household wastestreams.

## 4.4 Introducing a Chargeable Garden Waste Collection Service (Combined With a Ban on Garden Waste in the Refuse)

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Local authorities are legally entitled to make a charge for the collection of garden waste and many do so. It is well documented that free garden waste services create significant quantities of extra waste that have to be collected and disposed of. Residents do have other options such as grasscycling, using green waste as mulch, home composting or taking waste to the RRCs on Vale Street or in Wandsworth.

## Performance Implications for 2012/13

Reduction in tonnage composted	466
Tonnage removed from wastestream	1,391
Effect on NI 192	-0.41%
Set-up costs ( <i>reusable bags</i> )	£20k
Ongoing revenue costs	£0
Operational savings	£336k
Disposal savings	£110k

## Positive Aspects

- Will greatly reduce the levels of garden waste needing collection, reducing overall household waste
- Shifts garden waste to RRCs and home composting which are much more cost-effective disposal methods
- Should still increase NI 192 performance if the ban is enforced effectively
- Reduces administrative burden from free service provision
- Green waste utilised as compost on local farmland rather than burnt
- Reduces collection vehicles on the road, but may not reduce overall carbon footprint as more residents will drive garden waste for disposal

- Many boroughs already charge for garden waste services.

### Disadvantages

- May lead to large increase in garden bonfires and flytipping
- End of free provision likely to result in large numbers of complaints
- Forces charge on residents without cars
- Likely to be very unpopular.

### Interdependencies

In order to avoid all garden waste just ending up in the refuse, the ban would have to be strictly enforced. This would only be practical if refuse collection was sack-based, as garden waste in the bottom of a wheeled bin is undetectable. Therefore food waste collections would need to be implemented in order to make a chargeable garden waste service workable.

## 4.5 Making Dry Recycling Compulsory

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Several London boroughs have now introduced a compulsory recycling policy for residents in street-level properties. Such policies have been extremely successful and surprisingly uncontroversial. For example in Brent, residents were consulted on possible changes to waste management services in 2007 and 80% supported compulsory recycling. Their green box service became compulsory in August 2008, based on an extensive education, awareness and monitoring programme. Within six weeks 25,000 new boxes had been ordered, borough-wide participation was over 90% and the recycling rate rose from 21% to 30%. An extra 1,000 tonnes a month was diverted from landfill, 75% of which was collected for recycling, saving Brent over £500,000 in waste disposal costs. Residents are recycling so much more that one refuse vehicle and crew were taken off the road from August 2009. This move will save a further £120,000 a year plus staff costs.

In Barnet (the first London borough to make recycling compulsory) and Hackney, evidence shows that a staged process of letters/cards and face-to-face visits over several months can reduce non-participants to a dozen or less households on individual collection rounds. In Barnet, the next stage in dealing with non-participants is to contact The Land Registry to obtain a list of those people who have an interest in the property. The next step is to issue a Requisition for Information Notice under the Local Government (Miscellaneous Provisions) Act 1976, Section 16, to all those residents having an interest in the properties that continue not to take part in the scheme. The Section 16 notice obliges the addressee to provide and confirm their details within a given period. If they do not respond to the Section 16 notice, this carries a penalty of up to £5,000. Barnet have found that most residents served with a Section 16 Notice then begin recycling.

If the addressees begin to participate in the scheme then no further action is taken. If residents provide and confirm their details and are still not participating in the recycling scheme then the second stage, a Section 46 notice (under the Environmental Protection Act), can be issued. This carries a penalty of up to £1,000. If residents do not respond to the Section 16 notice, that was sent using the details from the Land Registry, the council uses other sources of contact information to send new notices to other named individuals at the property. These notices are delivered by recorded delivery and if necessary by hand. By this stage non-participants are in single figures per collection round.

This initiative would be marketed positively using social proof principles with branding along the lines of "*Everyone Recycles*". Residents would be informed about what is expected of them within the booklet covering all aspects of the new Strategy to be delivered to all households. The scheme would involve long-term monitoring of selected collection rounds combined with the use of yellow and red cards and doorstepping to gradually ramp up participation to 90%+. Financial penalties would be mentioned but the intention would be never to resort to them. Barnet have found that issuing Section 16 Notices under the Local Government Act is sufficient in the vast majority of cases to start residents recycling.

## Cost and Performance Implications for 2012/13

Additional tonnage recycled	3,613
Effect on NI 192	4.13%
Set-up costs	£0
Ongoing revenue costs ( <i>collateral</i> )	£5k
Increase in operational costs	£328k
Disposal savings	£213k
Net revenue cost	£120k
Net cost per tonne of additional recyclate	£33.16

### Positive Aspects

- Success proven in eight boroughs since 2004 (e.g. Brent, Barnet, Hackney & Southwark) and other high recycling cities such as San Francisco
- Has proved to be uncontroversial
- 71% of Lambeth residents support making recycling compulsory (strategy consultation)
- Will increase kerbside participation to 90%+
- Maximises efficiency of service provision
- Demonstrates adherence to the waste hierarchy
- Makes a significant contribution to ensuring general conformity with the Mayor's Waste Strategy.

### Disadvantages

- Cannot be enforced for multi-occupancy properties (although may still have a positive impact)
- Requires two additional collection vehicles
- Requires ongoing monitoring and community involvement to maintain improvements.

### Interdependencies

Implementing compulsory recycling will significantly worsen the business case for introducing the Recyclebank incentive scheme for kerbside properties, as there will not be enough recyclate left in the wastestream to realise the increases in performance Recyclebank has achieved in Windsor and Halton.

Any separately collected organic wastestreams could be made compulsory as well.

Not implementing compulsory recycling changes the productivity of the residual waste rounds and would result in an increase in the number of vehicles collecting refuse.

## 4.6 Introducing a Chargeable Bulky Waste Collection Service

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Providing a free bulky waste collection where the collected items are mixed together in a dustcart and landfilled not only encourages a throwaway mentality but is incredibly wasteful of resources. Studies have shown that around 30% of collected bulky waste is reusable furniture. In addition, staff monitoring the bulky waste collections in Lambeth have observed that almost all the waste collected is reusable or recyclable (furniture, wood, garden waste, electrical items, mattresses, carpet, rigid plastics and cardboard) or is in black sacks that could have gone into residents' wheeled bins. In addition, the system is clearly being widely abused as large quantities of rubble and other material from tradesmen is being collected. Construction and demolition waste from households is classed as industrial waste and Lambeth does not have the required permission from Western Riverside Waste Authority to deliver this material to them. The sampled loads also contained plasterboard which is banned from landfill.

The Western Riverside Furniture Reuse Project will launch shortly as the first cluster within the new London Reuse Network. Collections of unwanted furniture for reuse will be chargeable and the reuse charities participating will end their current system of free collections. If Lambeth does not start charging for bulky waste collections, only a very few residents will pay the collection charge (£15) and items currently collected for reuse by the charities will end up in the residual wastestream, increasing Lambeth's disposal costs.

### Cost and Performance Implications for 2012/13

Additional tonnage reused & recycled	726
Waste taken out of Lambeth's collections	970
Effect on NI 192	0.6%
Set-up costs	£0
Ongoing revenue costs	£0
Operational savings	£350k
Disposal savings	£145k

### Positive Aspects

- Local authorities are legally entitled to make a charge for the collection of bulky household waste (but not disposal). Charges could be designed to cover all operational and administrative costs
- 23 London boroughs already charge for bulky waste collections and a further seven limit the number of free collections
- Will enable effective introduction of the WRWA Furniture Reuse initiative which will increase NI 192, decrease disposal costs, encourage job creation and increase the re-distribution of low-cost furniture to low-income households
- Will reduce demand for the service, encouraging residents to reuse, repair and recycle, leading to a positive impact on NI 192
- Will reduce administrative burden on LSC & Veolia
- The Environmental Protection Act is about to be amended to include a legal responsibility for those carrying waste (including local authorities) to take all reasonable measures to apply the waste hierarchy. Changing the service to incentivise reuse and recycling and moving from dustcarts to box vehicles to allow the separation of recyclable items would ensure compliance with this responsibility; whereas the current system would not
- A slimmer service with collection costs covered would have the ability to increase the separation of recyclable items, but would require a change in the vehicles used. This would reduce the disposal costs associated with the service and further improve NI 192
- Could offer one free collection per year or discounts for those on low incomes
- Would end the collection of commercial and industrial waste.

### Disadvantages

- Likely to increase flytipping
- Could be seen as unfair to those without their own means of transport and those on low incomes
- Will be perceived negatively by residents and will generate complaints
- Only alternative disposal option for bulky non-recyclables will be Smugglers Way from 2012.

### Interdependencies

Without charging for bulky waste it will not be possible to implement the Western Riverside Furniture Reuse scheme effectively. This will set Lambeth apart from the other three constituent boroughs.

## 4.7 Introducing the Recyclebank Incentive Scheme onto Estates

The Coalition's Programme for Government includes a commitment to encourage councils to pay people to recycle. The Mayor of London is also a strong advocate of Recyclebank and one of the objectives of his revised Waste Strategy is to incentivise residents to recycle through such schemes.

Although the recycling rate across flats in Lambeth is high relative to London, it still lags way behind that for kerbside properties. The recycling system for estates will only be tweaked and improved through the Strategy rather than overhauled and compulsory recycling cannot be enforced on estates. So, incentive schemes, if they work, are the only option to achieve a step change in performance on estates. Some of the most popular rewards redeemed by residents on the Halton scheme are:

- M&S - £5 off a £25 food purchase
- Ring O' Bells PH – buy 1 get 1 free on main meals
- Kingsway Leisure Centre – free adult swim
- Subway – free regular sub meal
- Odeon Cinema – £5 voucher.

### Cost and Performance Implications for 2012/13

Additional tonnage recycled (estimated)	4,134
Effect on NI 192 (estimated)	4.46%
Set-up costs / ongoing revenue costs	£0
Effect on operational costs	£0
Disposal savings (fund Recyclebank)	£0

### Positive Aspects

- 65% of residents believe incentives would make them recycle more (Strategy consultation)
- There is no need for RFID or bin-weighing equipment for estate-based schemes, reducing costs
- Can be operated on a trial basis and withdrawn if not cost effective
- Wide range of rewards created for residents, proven success in US & in two UK boroughs
- High level of political support at national and regional level to introduce Recyclebank.

### Disadvantages

- No data for London or estates
- Results seen at kerbside properties may not be realised on estates
- Financial risk if tonnage doesn't increase significantly
- The rewards would be averaged across all residents on each collection round rather than being personalised, so the incentive is weakened compared to kerbside schemes. A resident may increase their recycling one week, but may actually receive less reward points than previously if several others do less recycling that week. Recyclebank claim that they will double points if necessary to ensure residents are incentivised
- Introducing an incentive scheme onto estates only may be seen as inequitable and may generate complaints.

### Interdependencies

If an increase in tonnage of several thousand tonnes was realised, it is possible that even more collection banks would be required, impacting on capital expenditure. Otherwise this could be introduced as a standalone initiative on a trial basis initially

## 4.8 Introducing the Recyclebank Incentive Scheme for Kerbside Households

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The Coalition's Programme for Government includes a commitment to encourage councils to pay people to recycle. The Mayor of London is also a strong advocate of Recyclebank and one of the objectives of his revised Waste Strategy is to incentivise residents to recycle through such schemes. For kerbside rounds, recycling would need to be collected from wheeled bins fitted with RFIDs. The collection vehicles would need to have bin-weighing equipment fitted. Lambeth has met with Recyclebank more recently and they are looking at adapting their service to sack-based systems, however a proposal had yet to be received at the time of writing. Residents opt-in to the scheme on a voluntary basis and received weight-based rewards for their recycling. These have an annual ceiling to prevent cheating and can be redeemed at a range of local retailers, normally as money-off vouchers when a minimum spend is made. Some of the most popular rewards redeemed by residents on the Halton scheme are:

- M&S – £5 off a £25 food purchase
- Ring O' Bells PH – buy 1 get 1 free on main meals
- Kingsway Leisure Centre – free adult swim
- Subway – free regular sub meal
- Odeon Cinema – £5 voucher.

### Cost and Performance Implications for 2012/13

Additional tonnage recycled	6,006
Effect on NI 192	6.86%
Set-up costs	£0
Ongoing revenue costs	£0
Effect on operational costs (2 vehicles)	£328k
Disposal savings (fund Recyclebank)	£0

### Positive Aspects

- 65% of residents believe incentives would make them recycle more (Strategy consultation)
- Can be operated on a trial basis and withdrawn if not cost effective
- Wide range of rewards created for residents, proven success in US and in two UK boroughs
- High level of political support at national and regional level to introduce Recyclebank.

### Disadvantages

- No London-based schemes to make performance predictions from
- Anticipated increase in performance is similar to that anticipated from compulsory recycling, however the disposal savings would fund Recyclebank rather than being taken as savings by Lambeth

### Interdependencies

For kerbside properties there is not enough recyclate in the residual waste to add Recyclebank onto a compulsory recycling service and make it worthwhile. Introducing both schemes would not increase NI 192 by 10%.

## 4.9 Introducing Fortnightly Refuse Collections

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A very large number of local authorities have used fortnightly refuse collections to reduce costs and provide an incentive to residents to recycle more. It is a measure that provokes controversy; however this is generally avoided where food waste is collected separately. It is only suitable where wheeled bins are provided for the storage of waste.

## Cost and Performance Implications for 2012/13

Additional tonnage recycled	0
Effect on NI 192	0%
Set-up costs ( <i>included in comms. package</i> )	£0
Ongoing revenue costs	£0
Operational savings	£350k
Disposal savings	£0

### Positive Aspects

- Provides an major incentive to residents to separate their waste for recycling, particularly food waste
- With all food waste and recyclables removed the economics of retaining weekly collections of mainly plastic packaging are dubious
- Around one-third of local authorities already collect residual waste fortnightly and some are talking of moving to monthly collections
- It has been proven that fortnightly refuse collections increase capture of food waste.

### Disadvantages

- Only 43% of Lambeth residents support fortnightly refuse collections (Strategy consultation)
- Such a move would be likely to generate a large number of complaints
- Lambeth does not lend itself to fortnightly collections, with large numbers of converted houses and properties with small frontages
- Fortnightly collections with refuse in sacks is risky and could lead to a significant decline in local environmental quality
- Retaining refuse in wheeled bins and moving to a fortnightly collection wipes out the savings that could be achieved from moving away from orange sacks.

### Interdependencies

Switching to fortnightly refuse would mean that recycling would have to stay in orange sacks, the cost of which is predicted to increase by £140k per annum with the introduction of compulsory recycling, to a total of £500k per annum.

Fortnightly recycling collections could not be introduced as well as fortnightly refuse collections – it would have to be one or the other without the introduction of a second set of wheeled bins.

## 4.10 Introducing Fortnightly Recycling Collections

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If the existing wheeled bins at kerbside properties were used for storing recyclables instead of refuse, the option would exist to switch to fortnightly collections. A large number of local authorities collect commingled recyclables in wheeled bins and they virtually all operate fortnightly collections. A 240 litre wheeled bin is equivalent in capacity to 4-5 full orange sacks. Residents would be asked to place their recyclables loose into the bin which would maximise the available capacity.

## Cost and Performance Implications for 2012/13

Additional tonnage recycled	0
Effect on NI 192	0%
Set-up costs	£0
Ongoing revenue costs	£0
Operational savings	£350k

## Positive Aspects

- Moving to wheeled bins for storing recyclables would provide two weeks worth of capacity for most households
- The majority of local authorities collecting recyclables from wheeled bins empty them fortnightly and some operate a monthly service
- Making recycling fortnightly would be less controversial than refuse
- Dry recyclables are generally clean so there would be minimal odour or public health issues

## Disadvantages

- Some households won't have enough capacity for two weeks and the new MRF specification excludes carrier bags. Decisions would have to be made around what containers are acceptable for surplus recyclables. Cans and glass containers left in open containers next to bins may present a H&S risk
- Residents are used to a weekly collection and the change may generate complaints.

## Interdependencies

This is only an option if recyclables are moved into the wheeled bins and refuse into sacks. This in turn is dependent upon a food waste service being introduced.

### 4.11 Moving Recycling into the Existing Wheeled Bins for Kerbside Properties

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Using the existing wheeled bins for recyclables would make it easier for residents to recycle than to not and provide additional capacity, helping to drive up recycling rates. Many residents already purchase refuse sacks so the resource burden should be minimal. Lambeth currently spends £360k per annum on orange sacks, and making recycling compulsory is likely to drive this up even further. Many of these are wasted on other uses by residents and there are distribution problems to converted houses.

#### Cost and Performance Implications for 2012/13

Additional tonnage recycled	2,697
Effect on NI 192	3.08%
Set-up costs ( <i>vinyls &amp; deployment</i> )	£100k
Ongoing revenue savings	£360k - £500k
Effect on operational costs	£0
Disposal cost savings	£159k
Net revenue savings	£519k +
Net cost per tonne of additional recycle	-£59

## Positive Aspects

- Ends annual purchase of 7.5 million orange sacks (24t of plastic), eliminating administrative and delivery burden
- Makes it easier for residents to recycle than to dispose of general rubbish and provides more capacity for them to do so
- Enables a ban on garden waste to be monitored and enforced effectively
- Majority of residents already buy sacks for their rubbish
- Savings on orange sacks could fund caddy liners for food waste.

## Disadvantages

- Some residents may complain about having to buy black sacks
- Initial contamination of wheeled bins will need monitoring
- Refuse sacks are more likely to be ripped open by scavenging animals than sacks containing dry recyclables

- Negative impact on streetscene when sacks are ripped open by rats and foxes
- Potential fall in NI 195 score.

### Interdependencies

This initiative is dependent on a separate food waste collection to remove Putrescibles from the residual waste. Many councils do operate sack-based refuse collection services without separate food waste collections, however, there is the potential for a serious deterioration in local environmental quality.

If recyclables remain in the orange sacks and a food waste collection service is implemented then the sack delivery resource will need to double in order to accommodate the delivery of caddy liners. However, if food waste is introduced and recycling is switched to wheeled bins, the existing delivery resource can be utilised for caddy liners.

### 4.12 Implementing a Waste Prevention Plan

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Waste prevention is the most favourable waste management option, sitting at the top of the waste hierarchy. By not generating waste in the first place, the need to handle, transport, treat and dispose of waste is eliminated, which can reduce the associated costs and environmental impacts.

The draft Waste Prevention Plan proposes action on 12 key areas (home composting, furniture reuse, Love Food, Hate Waste, real nappies, Junk Mail, Give or Take events, sharing resources, donation, carrier bags, waste aware shopping, Zero Waste Brixton and education).

#### Positive Aspects

- Complies with the numerous legal and political obligations to move waste up the waste management hierarchy
- 85% of Lambeth residents support introducing waste prevention measures (strategy consultation)
- Reduces the quantities of household waste which need to be collected
- Positive socio-economic spin-offs including cost savings for residents and job creation opportunities.

#### Cost and Performance Implications for 2012/13

Additional tonnage reused	424
Additional tonnage prevented	344
Effect on NI 192	0.49%
Set-up costs	£0
Ongoing revenue costs	£25k
Effect on operational costs	£0
Disposal savings	£98k

#### Interdependencies

The furniture reuse scheme will only divert the predicted levels of waste if charges are introduced for bulky waste collections.

### 4.13 Moving to a Curtilage Collection Service

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At present residents are able to leave their waste anywhere within their frontage for collection. Although a large number of domestic properties in Lambeth have very small frontages, at some properties this can entail a fair walk within the boundary to collect and then return containers. By enforcing a curtilage-only collection policy (immediately inside the property boundary), as is

common practice across Britain, it is possible that savings could be realised through reducing loaders. However, this would need detailed investigation to estimate savings as each round would need to be assessed.

Veolia agreed that if a food waste service was introduced using the Dennis Eagle pod vehicles, moving to a curtilage collection would enable the removal of one loader from each crew, achieving a saving of £250,000. If it was decided to move to a curtilage collection, it might be better to introduce this at a later stage because of the workload involved in enforcement and education.

### Cost and Performance Implications for 2012/13

Additional tonnage recycled	0
Effect on NI 192	0%
Set-up costs	£0
Ongoing revenue costs	£0
Operational savings (food waste service)	£250k
Effect on disposal costs	£0
Net revenue savings	£250k

### Positive Aspects

- Increases productivity
- Already adopted by many local authorities.

### Disadvantages

- Will be an unpopular change
- Will be very labour intensive to monitor and enforce and with everything else being implemented the staff resources available will be spread very thinly
- Much of the borough has minimal frontages so anticipated productivity increases may not materialise
- There will be a significant increase in complaints particularly when bins start being left
- This negative message may detract from the positives within the Strategy.

### Interdependencies

None, this can be implemented as a standalone measure whatever other services are introduced. The savings quoted were predicated against a borough-wide food waste service being introduced and may not materialise against other services.

## 4.14 Introducing a Commercial Recycling Collection Service

Lambeth operates a commercial waste collection service currently utilised by approximately 1,900 local businesses. The fees and charges review in 2010 created a pricing structure designed to incentivise businesses to recycle, by offering a 22% discount on bin hire and collection charges. In order to implement a full recycling service investment would be required in containers and capacity would need to be created within the estates recycling service. A full commingled service would be offered with the same specification as for householders and a range of container options would be provided.

The 2007 Waste Strategy for England highlights the importance of reducing the amount of waste generated by commerce and industry. Even when construction, demolition, excavation and mining wastes are excluded, there is more than twice as much Commercial and Industrial waste as household waste – about 68 million tonnes a year, compared to about 25 million tonnes of household waste<sup>2</sup>.

<sup>2</sup> Defra (2009) *Commercial and Industrial Waste in England. Statement of Aims and Actions*. Defra, London

The Council currently collects commercial waste from around 1,717 premises under its refuse collection contract. At present virtually all commercial waste is landfilled as Lambeth does not offer a commercial waste recycling service. Diverting commercial waste for recycling or composting would reduce the Council's waste disposal costs. The Mayor's Waste Strategy states that waste authorities should fully explore opportunities for the recycling of trade waste.

The Waste (England and Wales) Regulations 2010 will transpose the revised Waste Framework Directive and will come into effect on 12 December 2010. One of their requirements is for the separate collection of waste paper, metal, plastic and glass by 2015. This covers commercial waste services operated by local authorities and the private sector. Separate collection does include commingled services where the waste is sorted to a high standard at a MRF. So, if Lambeth is to continue providing a commercial waste collection service, by 2015 it will legally have to offer a recycling service to its customers.

In 2009 Defra published a statement of aims for commercial waste<sup>3</sup>. A key part of their vision is to achieve a greater convergence in policy and handling of commercial and households waste as there are no environmental benefits from handling the streams separately. The document states that by 2014 Defra would like to see that local authorities have considered whether there are benefits in dealing with commercial waste together with similar household wastes; ensuring that what they do with business waste fits with what they do with household and other wastes; ensuring that there is sufficient recycling collection/bring facilities for SMEs.

### Positive Aspects

- From 2015 it will become a legal requirement for anyone offering a commercial waste service (including local authorities) to collect at least paper, metal, glass and plastic separately. This can be through commingled collections provided the material is sorted to a high level of quality in a MRF
- Waste Strategy 2007 encourages local authorities to offer commercial recycling services
- This would be a significant element in ensuring general conformity with the Mayor's revised Waste Strategy
- Meets expectation from local businesses
- Will improve the municipal waste recycling rate
- Cage vehicles converted to collect recycling sacks from businesses on high streets could also divert flytipped recyclable waste
- Offering recycling may attract new commercial customers.

### Disadvantages

- Requires fairly significant set-up costs although these will be gradually recouped through bin hire charges
- Requires additional operational capacity.

### Cost and Performance Implications for 2012/13

Additional tonnage recycled	2,643
Effect on municipal waste recycling rate	2.19%
Set-up costs	£300k
Ongoing revenue costs (publicity)	£5k
Additional operational cost	£164k
Disposal savings	£156k
Net revenue cost	£8k

<sup>3</sup> Defra (2009) *Commercial and Industrial Waste in England. Statement of Aims and Actions*. Defra, London

## **Interdependencies**

None, commercial recycling can be introduced as a stand-alone service and is unaffected by other decisions made on the Strategy. If Recyclebank is introduced on estates the extra capacity created on the service may be utilised fairly quickly and restrict the number of businesses that can be accommodated. However, this is not envisaged to be a significant risk.

### **4.15 Trialling Different Collection Regimes**

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Lambeth is a very diverse borough in many ways, including property-type. Imposing a universal collection method across the borough means opportunities may be lost to encourage additional recycling, reduce the visual impact of containers on-street or provide a more efficient or user-friendly service.

There are a number of different collection methods that could be trialled and evaluated on a small-scale. The following are proposed, but others may be considered during the life of the Strategy:

- Bulk on-street containers for densely populated areas, particularly where individual wheeled bins create aesthetic or operational issues; in streets with a high proportion of converted houses; or with broader consideration if refuse switches to a black sack collection. Such schemes are working successfully in Brighton & Hove, Westminster, Edinburgh and Aberdeen and are well received by residents, offering many advantages
- Providing residents with two wheeled bins – one for recyclables and one for refuse. For streets where space is not such a critical issue providing two wheeled bins would remove the necessity to procure and distribute orange sacks; reduce spillages and windblown litter; reduce manual handling; provide flexibility over possible fortnightly collections; enable restrictions on the levels of residual waste collected to be imposed and allow Recyclebank to be introduced if desired. This could also be a solution for converted houses, where the distribution of orange sacks is especially problematical. Reducing the distribution of orange sacks would realise savings - a 25% reduction would save £90k per annum
- Sack only collections for properties with no frontages and no options for collections to the rear of the properties. Single-use sacks would be utilised for refuse, recyclables and garden waste
- Fortnightly refuse collections for residents with weekly food waste collections
- Wheeled bins for recyclables for houses converted into flats.

### **4.16 Only Collecting Refuse Contained Within the Wheeled Bins (A No Side Waste Policy)**

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At present there are no restrictions on the amount of refuse collected from Lambeth's households and residents can place out additional wheeled bins they have acquired; extra sacks or items. Removing second bins and introducing a no side waste policy would encourage residents to reduce, reuse and recycle their waste and manage it more carefully.

#### **Positive Aspects**

- Many other local authorities have already implemented a no side waste policy
- 76% of Lambeth residents support this policy (Strategy consultation)
- Although difficult to estimate the impact it would encourage waste prevention, reuse and recycling which may well realise disposal savings
- Reducing sacks of rubbish left on the ground next to bins should achieve aesthetic improvements and may reduce spilled waste and litter.

#### **Disadvantages**

- Would need careful monitoring to avoid differences in practice between crews.

## Interdependencies

This policy would only be relevant if refuse remains within the wheeled bins for storage.

### 4.17 Charging for Replacement Wheeled Bins

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At present kerbside residents are able to request replacement wheeled bins for free. Whilst some requests are genuine there is concern that many use this as a means to get a second bin for themselves or friends, or to pass on to businesses etc. A charge would stop abuse of the system and encourage residents to take more care of their bins.

The recommended option – a charge of £45 per bin (based on the London average charge) – is predicted to raise £43k per annum through the sale of 950 bins.

#### Positive Aspects

- Would reduce wasted resources and realise savings from cutting the number of replacement bins
- Even if the policy was applied in a discretionary manner depending on individual circumstances, as a published policy it should reduce abuse of the system
- Residents moving into new or existing properties would receive a bin free of charge
- Residents in receipt of certain benefits would be exempt from charges.

#### Disadvantages

- No public opinion has been canvassed
- Would be unpopular
- Only a few local authorities have introduced this measure and some have reversed it due to extensive opposition.

## Interdependencies

This policy would only be relevant if refuse remains within the wheeled bins for storage.

### 4.18 Retaining Commingled Collections

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Recent publications and campaigns have proclaimed the advantages of kerbside sort recycling systems, arguing that material quality is higher and net costs are lower. However, WRAP<sup>4</sup> recognises that commingled collections may well be the most appropriate system in dense urban areas, or for high-density flats, areas of high population churn and multi-occupancy properties; and that '*ultimately, the choice of collection system remains a matter for local authorities to decide*'. In addition, a detailed review carried out by consultants WYG<sup>5</sup> found that:

- 26 of the top 30 performing Councils for dry recycling diversion rates operated a commingled service, with Worcester City Council achieving the highest diversion at 30%
- On average, local authorities with commingled systems collect 25% more material for recycling than those with kerbside sort systems
- Kerbside recycling yields of 304kg/HH/year are possible for authorities with commingled systems in place as opposed to 244kg/HH/year for kerbside sort schemes
- Overall, recycling and composting levels of 70% can be achieved where commingled collections are combined with weekly food waste collections and fortnightly collections of residual waste
- There is evidence from some councils that moving from kerbside sort to commingled has resulted in a marked increase in recycling levels.

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<sup>4</sup> WRAP (2009) *Choosing the right recycling collection system*

<sup>5</sup> WYG (2010) *Review of Kerbside Recycling Collection Schemes Operated by Local Authorities*

The latter point has been clearly proven in Lambeth. In 2003 when a kerbside sort system was in place, recycling rates were in slight decline. Following the move to a commingled service during 2004, the recycling rate increased dramatically from 10% in 2003/04 to 23% in 2005/06.

The WYG report also found that:

- Reject rates from MRFs sorting commingled recyclables are actually lower than figures quoted in previous reports. Certainly for Lambeth the reject rate to landfill is only 2.8% and this consists entirely of non-recyclable waste that should never have been placed out for recycling
- No generalisms could be made over cost and that either commingled or kerbside sort systems could be cheaper for a given local authority depending on local factors such as proximity of MRF, MRF gate fees, collection frequency and tonnages collected.

## **5. Presentation of Final Options**

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A report presenting five options for consideration was produced in July 2010 and discussed at CMB, DLT, SLB and Informal Cabinet. Key elements of the report are reproduced below. The outcome of the process was that Option 1 was chosen as the preferred option to be presented to Cabinet in November 2010.

A wide range of options are open to Lambeth in terms of aligning its operations more closely with the proposed strategic objectives. A WRATE (Waste and Resource Assessment Tool for the Environment) lifecycle analysis has been carried out on several different possible configurations. This has demonstrated that the Energy from Waste (EfW) facility (which will be receiving Lambeth's residual waste from May 2011), recycling and composting all have significant environmental advantages over landfilling. Whatever initiatives are chosen to make up Lambeth's final strategy, moving the relatively small variable quantities involved between EfW, recycling and composting makes no significant difference against the parameters used within WRATE. Therefore, the key issues for consideration are cost, recycling performance, residents' satisfaction and compliance with legislative obligations.

A number of key potential initiatives have been aggregated to produce five collective options for Lambeth's Waste Strategy. The options are summarised below, with Table 4 illustrating the initiatives within each option and Table 5 displaying the expected savings, performance and set-up costs for each option.

Lambeth is not proposing anything radical or controversial – the vast majority of these initiatives are common practice across the country. For example: 23 London boroughs collect food waste and 23 charge for bulky waste collections; 8 have compulsory recycling; all have waste prevention programmes; nationally 44% of all local authorities offer a commercial recycling service. The collection of recyclables from wheeled bins is widespread and many local authorities service them fortnightly; sack-based refuse collections; curtilage collections and no side waste policies are also all extremely widespread.

Some of the possible initiatives are less common. Recyclebank is being heavily promoted by the Government and London's Mayor, but is only operating in two English boroughs and although an estates trial may commence in Tower Hamlets in October, currently there are no estate-based schemes. The system proposed for estates simply apportions the tonnage from each round to the households served. Benefits are divided equally and provided to those residents confirming that they have recycled that week. This removes the personal incentive, but Recyclebank have stated that they would ensure residents have credits to exchange after two weeks. Only six London boroughs charge for kerbside collections of garden waste, mostly as opt-in services with an annual charge offering bins or biodegradable sacks. A relatively small number of local authorities charge for replacement wheeled bins. The use of large, on-street communal bins for kerbside properties is rare but well received.

Services	Option 1 The low risk option	Option 2 The well received medium risk	Option 3 The high risk option	Option 4 The high yield high risk option	Option 5 The statutory minimum high risk option
Food waste collection service borough-wide		✓	✓	✓	
Food waste trial continues	✓				
Free garden waste service + refuse ban				✓	
Chargeable garden waste service + refuse ban	✓	✓	✓		✓
Compulsory recycling services	✓	✓	✓	✓	
Chargeable bulky waste service	✓	✓	✓	✓	✓
Recyclebank trial on estates	✓	✓	✓	✓	
Fortnightly recycling collections					✓
Moving recycling into wheeled bins/refuse in sacks			✓	✓	✓
Waste Prevention Plan	✓	✓	✓	✓	✓
Moving to curtilage collections					✓
Introducing a commercial recycling service	✓	✓	✓	✓	✓
Different collection trials	✓	✓	✓	✓	✓
Charging for replacement wheeled bins	✓	✓			

**Table 3 – Final Collection Options Presented for Decision**

It should be noted that each of the options have a number of implications both financially and environmentally and these have been summarised below.

### **5.1 Option 1 – The Low Risk Option**

This option maximises income opportunities and recycling performance comfortably moving Lambeth into the upper inner London Quarter while not rolling out food waste borough wide at the current time. Environmental quality would be maintained at a high standard. It is felt this option could achieve general conformity with the mayor's strategy, meet the majority of the administration's aspirations for waste management and be well received by residents. Contract costs would not increase with this option and savings would be maximised by waste disposal savings from reduced gate fees associated with increased recycling and composting as well as charging for bulky and green waste collection. There is not the option to introduce curtilage collections as the number of residual vehicles has been reduced to maximise efficiency without causing non collection and on street obstruction issues. This option would provide the authority with the opportunity to fully understand the implications of the revised EU and national strategies and look at the development of food waste treatment infrastructure before committing to a number of contracts.

#### **Risks**

The risks associated with this option are fairly small as the introduction of compulsory recycling elsewhere in London has yielded significant increases in recycling performance with little complaint from residents and this is supported in the customer survey. The introduction of a charge for bulky and green waste will undoubtedly receive a negative reaction from residents however given the authorities financial situation the charges are needed to reduce costs, support a sustainable furniture reuse network. The green waste charge will be based on an opt in at an approximate cost of £40 per annum for a fortnightly collection.

## **5.2 Option 2 – The Well Received Medium Risk Option**

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This option maximises income opportunities and recycling performance moving Lambeth into the top performing inner London Borough category while maintaining environmental quality at a high standard. It is felt this option would achieve general conformity with the mayor's strategy, meet the administration's aspirations for waste management and be well received by residents. Although contract costs would increase significantly these would largely be offset by waste disposal savings from reduced gate fees associated with increased recycling and composting. There is not the option to introduce curtilage collections as the number of residual vehicles has been reduced to maximise efficiency without causing non collection and on street obstruction issues.

### **Risks**

The main risks associated with this option are around participation in recycling and not achieving the estimated transfer of waste material to benefit from lower gate fees. However, trials both in and outside the borough suggest this risk is small to medium. The compulsory and chargeable elements are as in option 1

## **5.3 Option 3 – The High Risk Option**

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This option maximises income opportunities and recycling performance moving Lambeth into one of the best performing London Boroughs. There are significant risks around maintaining environmental quality at a high standard as this option requires the residual waste to be moved from the wheeled bins to sacks. Despite introducing food waste collections, not all residents will conform and there will inevitably be a residue of food in the sacks from ready meals etc., which may attract pests and consequently complaints from residents and enforcement issues. It is felt this option would achieve general conformity with the mayor's strategy and meet the administration's aspirations for waste management. Although contract costs would increase significantly these would be offset by waste disposal savings from reduced gate fees associated with increased recycling and composting. There is not the option to introduce curtilage collections as the number of residual vehicles has been reduced to maximise efficiency without causing non collection and on street obstruction issues.

### **Risks**

The main risks associated with this option are around participation in recycling and not achieving the estimated transfer of waste material to benefit from lower gate fees; satisfaction levels for waste collection dropping and additional costs in cleansing and dealing with complaints. The compulsory and chargeable elements are as in option 1

## **5.4 Option 4 – The High Yield High Risk Option**

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This option maximises income opportunities and recycling performance is improved on the high risk option by not charging for the collection of green waste. There is a risk around maintaining environmental quality at a high standard as this option requires the residual waste to be moved from the wheeled bins to sacks. Despite introducing food waste collections not all residents will conform and there will inevitably be a residue of food in the sacks from ready meals etc., which may attract pests and consequently complaints from residents and enforcement issues. It is felt this option would achieve general conformity with the mayor's strategy and meet the administration's aspirations for waste management. Although contract costs would increase significantly these would be offset by waste disposal savings from reduced gate fees associated with increased recycling and composting. There is not the option to introduce curtilage collections as the number of residual vehicles has been reduced to maximise efficiency without causing non collection and on street obstruction issues.

### **Risks**

The main risks associated with this option are around participation in recycling and not achieving the estimated transfer of waste material to benefit from the lower gate fees, satisfaction levels of

waste collection dropping and additional costs in cleansing and dealing with complaints. The compulsory and chargeable elements are as in option 1 although there is no charge for green waste in this option.

### **5.5 Option 5 – The Statutory Minimum High Risk Option**

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This option maximises the income opportunities and reduces contractual costs leaving disposal costs very much as they are now. Although the national target is 50% recycling and composting by 2020, currently no individual targets have been set for boroughs. However, this option will not meet the administration's manifesto commitment.

#### **Risks**

There is a risk that the Mayor of London would argue this is not in general conformity with his strategy and insist we take measures to become more compliant which may have financial implication, however to date he has never utilised these powers. There are also a number of environmental concerns associated with this option as moving the recycling into the wheeled bins and not introducing a food waste collection will potentially cause a number of problems such as vermin ripping open sacks containing food, complaints from residents, contamination and enforcement problems as residents refuse to comply with the strategy. This option would also require the cessation of the highly popular food waste service that is being delivered to 19,000 households and several schools. The additional cost of addressing these problems has not been factored into the financial implications. The compulsory and chargeable elements are as in Option 1.

### **5.6 Financial Implications**

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Waste arisings in Lambeth have fallen continuously since 2004/5. This is due to a number of reasons such as change in behaviour due to educational campaigns, impact of the Packaging Regulations and the economic downturn. In previous projections performance and cost were based on 1% waste growth per annum. However, given the country's financial situation there is no reason to believe that this trend will change and waste will start to increase in the short to medium term, even with the estimated number of additional properties expected to be developed in the borough. Consequently the above projections are based on a gradual decline in waste arisings. The projections are also based on a number of assumptions around participation and capture rates.

As each option affects both the operational and disposal costs, the projections are based on the overall financial impact to the authority in 2012/13 when all residual waste is being delivered to the Energy from Waste facility. Any contingency arrangements with corporate finance will need to be evaluated against the preferred option agreed.

Tables 4-6 summarise the financial implications for existing service provision and for the five options. These costs are indicative and contractual costs will be fully assessed using Veolia's Comm-Cost system once an option has been agreed.

Waste Strategy Option	Current cost of service (a)	Change to contract cost (b)	Change to additional revenue costs (c)	Change to disposal cost (d)	Additional income generated (e)	Total revised cost (f) = a+b+c+d+e	Net growth/ (savings) g = f - a	Set up costs (capital) h	2012/13 NI 192 score
Option 1 - The low risk option	31,201	30	-4	-186	-368	30,673	-528	320	37.49%
Option 2 - The well received medium risk option	31,201	1,688	266	-533	-368	32,254	1,053	907	47.00%
Option 3 - The high risk option	31,201	970	266	-713	-368	31,356	155	1007	50.08%
Option 4 - The high yield high risk option	31,201	1,238	325	-907	-244	31,613	412	1057	51.36%
Option 5 - The statutory minimum high risk option	31,201	-774	-34	82	-368	30,107	-1,094	420	31.21%

**Table 4: Full Year Financial Analysis Based on 10/11 Costs £'000**

It is important to reflect the disposal costs for 12/13 as the price of disposing of a tonne of general waste increases by £24 per tonne over the next two years as well as an increase in the levy costs. Table 5 shows these increases.

Waste Strategy Option	Current cost of service (a)	Increase in disposal costs For 12/13 (b)	Change to contract cost (c)	Change to additional revenue costs (d)	Change to disposal cost (e)	Additional income generated (f)	Total revised cost g = a+b+c+d+e+f	Net growth/(savings) h = (g - (a + b))	Set up costs (capital)	2012/13 NI 192 score
Option 1 - The low risk option	31,201	2,845	30	-4	-282	-368	33,422	-624	320	37.49%
Option 2 - The well received medium risk option	31,201	2,845	1,688	266	-795	-368	34,838	792	907	47.00%
Option 3 - The high risk option	31,201	2,845	970	266	-1,039	-368	33,874	-172	1007	50.08%
Option 4 - The high yield high risk option	31,201	2,845	1,238	325	-1,306	-244	34,059	13	1057	51.36%
Option 5 - The statutory minimum high risk option	31,201	2,845	-774	-34	-112	-368	32,758	-1,288	420	31.21%

Table 5: Full year financial Analysis based on 10/11 Contract costs and 12/13 Disposal Costs.

£'000	2010/11 Existing Budget	2011/12 Draft Budget	2012/13 Draft Budget	Option 1	Option 2	Option 3	Option 4	Option 5
Contract base budget	17,459	17,459	17,459	17,459	17,459	17,459	17,459	17,459
Contract growth/savings required				-342	1,586	868	1,319	-1,176
Disposal base budget	12,896	13,742	16,208	16,208	16,208	16,208	16,208	16,208
Disposal growth/savings requirement (currently funded through contingency)	846	2,466	379	97	-415	-660	-927	510
<b>Total Full Year Budget</b>	<b>31,201</b>	<b>33,667</b>	<b>34,046</b>	<b>33,422</b>	<b>34,838</b>	<b>33,874</b>	<b>34,059</b>	<b>33,001</b>

Table 6: Growth and Savings Requirements

**NB:**

- Contract costs exclude any inflationary increases
- Disposal costs are based on contingency payments of £846k from corporate in 2010/11 and £2.465m in 2011/12.

**5.7 Comments from Finance**

The contract values detailed in this report do not include the impact of RPIX inflation adjustment on the Waste contract. The RPIX rate is agreed too late for inclusion in the Budget setting process and is therefore not fully funded. However, the resulting gap is widening and creating significant financial pressure for the service. As part of the financial implications of any agreed strategic option, a full financial assessment will be undertaken to establish the budget requirement. However to provide an indication of the financial implication the waste arisings are projected to continue to fall by 1% and estimated gate fee predictions supplied by the WRWA for the next 3 years have been used.

Gate fee increases and actual tonnage variations are currently funded through a corporate contingency. This is expected to continue and increase by £846 2010/11 and approximately £2.8m over years 2011/12 and 2012/13.

## **6. Options Rejected**

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Inevitably many options were not included in the final proposed strategy. The reasons behind the rejection of each option are laid out below.

### **6.1 Six-Day Working**

The vast majority of collection services for residents currently operate on a Monday-Friday basis. Some local authorities have moved to a six-day Monday-Saturday operation and this change was investigated. Such a move would have resulted in a small reduction in the overall fleet through a more efficient use of resources. However, this option was rejected for a number of reasons:

- The potential for complaints about noise on Saturdays, particularly as collections start so early in Lambeth
- The Vale Street depot does not have planning permission to operate full services on Saturday. There would have been a high level of risk associated with securing an amendment to the planning permission, particularly because the depot is only operating under temporary planning permission and there is considerable local opposition to this arrangement
- Because of the level of shift allowances that would be required for staff, six-day working was no cheaper overall than the existing arrangements
- Ex-Lambeth operatives may have chosen redundancy over a change in terms and conditions, resulting in loss of experienced labour and additional costs
- There were concerns over the long shifts that operatives would have to work.

### **6.2 Co-collection of Food and Green Waste**

A number of options were created which included the co-collection of food and green waste using Rotopress vehicles. However, this was decided against for the following reasons:

- The economics were less favourable than collecting food and green waste separately
- Garden waste tonnages are very low for three months of the year and keeping collections separate allows flexibility to reduce the labour resource employed on the service during this period and realise savings
- The Mayor has made it clear through the London Plan and his draft revised Municipal Waste Management Strategy that he requires boroughs to ensure waste is treated within London. At present the only facility that could accept mixed food and green waste from Lambeth is in North Kent. Treatment facilities for food waste exist at Mitcham, just three miles from Lambeth's boundary, and a composting facility for green waste exists at Swanley, within the Greater London boundary
- Technical advice from WRAP recommended keeping food waste separate for a number of reasons
- Growing political pressure to collect food waste separately for AD to contribute towards the country's energy security.

### **6.3 Collection of Food and Green Waste on the Same Vehicle but in Segregated Compartments (Pods & Split-Bodies)**

A number of early options included these configurations but were rejected on the grounds of cost and lack of ability to be flexible over the seasonality of green waste collections.

## 6.4 Borough-wide Food Waste Collections

The issue of whether to collect food waste separately has been at the heart of Lambeth's Options Appraisal. In the end a borough-wide roll-out was rejected at this juncture for the following key reasons:

- The expense of purchasing the caddies and liners was very hard to justify in the present financial climate. If costs could have been covered by disposal savings the situation would have been different, but this wasn't the case under Veolia's proposals
- The WRATE analysis carried out for the council showed that there was negligible difference to the overall environmental impact between switching 15% of waste from the Belvedere EfW facility into composting. AD was the most environmentally benign treatment option but this is not available at present and WRWA have confirmed that they would object to constituent boroughs taking waste out of the Cory contract and sending it to an alternative recovery facility.

## 6.5 Providing a free Scheduled Garden Waste Collection Service

Lambeth has provided free garden waste collections to residents for several years, primarily via an on-demand service. In 2009 a scheduled fortnightly service was introduced for 10,400 households in the south of the borough and has proven to be extremely popular. Local authorities are entitled to charge for the collection of green waste, however the vast majority collect it for free as a response to weight-based recycling targets. Lambeth had planned to roll out the scheduled service across the borough, but decided to switch to an opt-in chargeable service instead, for the following reasons:

- The transposition of the revised Waste Framework Directive will require local authorities to take all reasonable measures to take account of the waste hierarchy when undertaking waste management operations. Charging for green waste collections will encourage residents to take action to manage their garden waste at home through home composting, grasscycling or using green waste as mulch. Advice and support for these initiatives will be provided by Lambeth as part of its Waste Prevention Plan
- It is well established that free garden waste collections create waste that wasn't there before. This is not commensurate with Lambeth's objectives to reduce waste arisings
- The free scheduled garden waste service switched fairly significant quantities of green waste from the RRCs provided by Lambeth and Western Riverside Waste Authority. For example, the tonnage of green waste collected at Lambeth's RRC fell from 819 tonnes in 2008/09 to 697 tonnes in 2009/10. Green waste taken to Lambeth's RRC is very cheap to dispose of compared to kerbside collected material
- Free garden waste collections cost £320,000 per annum with disposal costs of £75,000. All residents are paying for this service which is currently used by only 15% of households. This seems inequitable in an era of financial cutbacks and much fairer to ask for a small annual contribution from those using the service
- Residents have a number of other free disposal options open to them – it can be managed at home or taken to one of three RRCs
- According to guidance from Defra on applying the waste hierarchy, prevention is the most environmentally preferable method, followed by anaerobic digestion (AD). However, AD systems suitable for garden waste do not exist in the UK. Below AD, the guidance states that the relative position of composting garden waste as opposed to sending it to an Energy from Waste facility is unclear, although on the evidence there is, it appears that there is little overall difference. Lambeth's residual waste will be treated through the new Belvedere EfW facility from May 2011. If the environmental driver is removed, then the key issue for Lambeth is financial. Disposal savings are significant, but can only be realised if collection costs are covered by levying a charge on users

- Moving to a subscription-based service will enable a significant reduction in the administrative resources needed to manage the service.

## **6.6 Continuing with Free Bulky Waste Collections**

Local authorities are entitled to charge for collections of bulky waste and the vast majority do so. In London, 23 boroughs levy charges. Lambeth currently provides residents with a limited number of free collections per annum. The decision to move to a charge-based system was taken for the following reasons:

- Lambeth is a partner in the Western Riverside furniture reuse project which will be introduced in late 2010. All collections made through the initiative will be charged at a flat rate of £15. At the same time, local reuse charities will stop making free collections from residents so as not to undermine the scheme. Unless Lambeth introduced charges for its bulky waste collections residents would be reluctant to use the reuse service and items previously collected by local charities for reuse would end up going to landfill. The reuse project will realise a wide range of benefits such as employment training for unemployed residents and a significant increase in the local supply of low-cost furniture
- The bulky waste service currently costs £325,000 per annum for collection and £145,000 in disposal costs. All residents pay for the provision of this service, effectively subsidising those able to afford a new bed, suite or appliances. Again, this is inequitable against the worsening financial situation. The charge that Lambeth is proposing is relatively small and will be a minor addition to the cost of large, new household items
- Residents will have a range of alternative disposal methods open to them including store take-back schemes, the three RRCs provided by Lambeth and Western Riverside Waste Authority, Lambeth Freecycle and other internet-based exchanges, selling items or leaving them in the front garden inviting others to take them away
- A recent analysis of bulky waste collections in Lambeth revealed that large amounts of commercial waste were finding their way illegally into the system; a significant percentage of items had already been removed before the crew arrived; many items could have been collected as part of the weekly refuse collection service; virtually everything else placed out was recyclable or reusable
- Free collections encourage a throwaway mentality and a disincentive for residents to try and find more sustainable options for getting rid of their unwanted items
- Defra is proposing an amendment to The Environmental Protection Act 1990 as part of the transposition on the revised EU Waste Framework Directive. This would include a legal responsibility for those carrying waste (including local authorities) to take all reasonable measures to apply the waste hierarchy. The current service would not be compliant and it is difficult to see how it could become so without a significant increase in costs due to the huge number of collections made. Changing the service to reduce the number of collections made and levying a charge to cover collection costs would enable the use of box vehicles, allowing the separation of recyclable items. This would enable compliance to be demonstrated and would also reduce disposal costs still further.

## **6.7 Fortnightly Refuse Collection for Kerbside Properties**

Almost 50% of local authorities have moved over to fortnightly refuse collections as a powerful tool to incentivise behavioural change and cut costs. It is only suitable where wheeled bins are provided and therefore formed a potentially viable option for Lambeth. However, it was rejected as a borough-wide option at the current time for the following reasons:

- It was supported by only 43% of residents in the strategy consultation

- Without separate food waste collections this method would result in complaints about odour and maggots during the warmer months.

### **6.8 Moving Recycling into Existing Wheeled bins for Kerbside Properties**

Using the existing wheeled bins for recyclables would make it easier for residents to recycle than not to and provide additional capacity, helping to drive up recycling rates. Many residents already purchase refuse sacks so the resource burden should be minimal. Lambeth currently spends £360k per annum on orange sacks, and making recycling compulsory is likely to drive this up even further. Many of these are wasted on other uses by residents and there are distribution problems to converted houses. However, the decision was not made for the following reasons:

- This option was largely dependent on a borough-wide food waste collection service being introduced so that with food waste out of the refuse sacks, spillage from foxes, rats and other vermin would be minimised
- Some residents would have complained about having to buy black sacks
- Initial contamination of wheeled bins would need intensive monitoring and staff resources may not have been available
- Refuse sacks are more likely to be ripped open by scavenging animals than sacks containing dry recyclables
- Negative impact on streetscene when sacks were ripped open by rats and foxes
- Potential fall in NI 195 score.

### **6.9 Introducing Fortnightly Recycling Collections**

A large number of local authorities collect recyclables on a fortnightly basis. However, this is generally where wheeled bins are provided for commingled recyclables, or several containers are provided for separated materials. This option was dependent on the existing refuse wheeled bins being used for recycling because of the lack of storage space at many Lambeth households. As the decision was made to continue to use the orange sacks for storing recyclables, the move to fortnightly collections was no longer an option.

### **6.10 Moving to a Curtilage Collection Service**

Lambeth currently collects refuse from anywhere within property frontages. The same applies for recycling although most residents place their sacks out on the pavement. In theory, moving to a curtilage collection, i.e. collecting from up to one metre inside the property boundary only, speeds up operations and could result in savings through a reduction in required loaders. However, this move was rejected for the following reasons:

- The strategy consultation revealed a low level of support (45%) among residents for such a move
- The Council had no wish to implement something that in other boroughs has proved deeply unpopular, particularly when set against the other points below
- Most properties in Lambeth have short property frontages and the actual productivity benefits of moving to a curtilage collection policy may have been minimal
- Negotiations with Veolia have revealed alternative ways to reduce the level of resources required for refuse collection which will not impact on customer satisfaction
- Implementation would require significant staff resources to deal with residents not placing their refuse in the correct location. With uncertainty over staffing levels and the need for officers to

implement other aspects of the Strategy it was not possible to guarantee that sufficient resources would be available

- The potential increase in complaints, dissatisfaction and negative perception may have distracted from the positive aspects of the Strategy.

### 6.11 Only Collecting Refuse Contained Within the Wheeled Bins

At present there are no restrictions on the amount of refuse collected from Lambeth’s households and residents can place out additional wheeled bins they have acquired; extra sacks or items. Removing second bins and introducing a ‘no side waste policy’ would encourage residents to reduce, reuse and recycle their waste and manage it more carefully. 76% of residents indicated support for this policy as part of the Waste Strategy consultation. However, it was not deemed acceptable to introduce this policy at the present time. This was largely due to the reluctance to introduce another ‘negative’ policy (on top of the introduction of charges) that would be liable to increase complaints and require considerable input from monitoring staff. It was hoped that other initiatives would provide a more positive way of encouraging residents to reduce their residual waste.

## 7. Risk Assessment for Recommended Option

Risk	Likelihood	Impact	Implications	Mitigation	Residual Risk
Community resistance to Strategy	M	H	Negative PR; lower participation and tonnage, so higher disposal costs; increase in complaints; potential for policy reversal	Front-loaded consultation exercise with actions proposed according to results; very small number of ‘negative’ initiatives; extensive communication and social-proof marketing campaign being planned; EqIA and action plan; current financial climate will increase understanding of need for charges	L
Food waste tonnage lower than predicted	M	M	Every additional tonne predicted to be composted but disposed of as residual waste instead reduces predicted savings by £78 in 2012/13. Additional savings predicted for 2012/13 due to moving to a compulsory service and other strategy actions are £56,792	Promotional leaflet being funded by RfL for distribution in 2010 will highlight: availability of second free caddy, all cooked food waste can be taken, financial advantage of composting, competitive element between rounds. Extra bins will be delivered onto estates; liner distribution points for estate residents will be increased; service will be compulsory from April 2011 and this needs existing staff resources to monitor and doorstep; persistent non-participants will be	L

Risk	Likelihood	Impact	Implications	Mitigation	Residual Risk
				issued with a 'red card' / S46 Notice; threat of FPNs	
Participation in recycling schemes on kerbside rounds lower than predicted	M	H	<p>Every additional tonne predicted to be recycled but disposed of as residual waste instead reduces predicted savings by £56.93 in 2012/13.</p> <p>Additional savings predicted for 2012/13 due to moving to a compulsory service and other strategy actions are £215,118</p>	Promotional leaflet being funded by RfL for distribution in 2010 to 30,000 households; service will be compulsory from April 2011 and this needs existing staff resources to monitor and doorstep; persistent non-participants will be issued with a 'red card' / S46 Notice; then a S16 Notice if necessary; threat of FPNs; improvements to orange sack distribution; tailored small-scale trials, e.g. wheeled bins for recyclables	L
High level of complaints over chargeable services	H	L	Public pressure to reverse decision	Charges will be set at relatively low levels; the changes will be marketed positively selling the many benefits accruing from the introduction of charges as well as the alternative options available to residents; the current financial situation is well understood and the need to realise savings and increase revenue is more likely to be appreciated; charges only affect direct service users	L
Lack of staff resources to implement strategy	L	H	Implementing the Waste Prevention Plan and compulsory recycling will be labour intensive; reducing existing resources will prevent predicted diversion levels being achieved and reduce disposal savings	Senior managers have been made aware that effective implementation of the strategy will be threatened by reduction of posts within the Waste Development team	L
Bulky waste charges lead to increase in flytipping which cannot be managed within existing	M	M	Additional resources may be required to remove flytipped materials; increase in negative perception from residents; increase in complaints	Charges will be set at a relatively low level; residents will be reminded of the potential implications from flytipping; enforcement activity will be increased	L

Risk	Likelihood	Impact	Implications	Mitigation	Residual Risk
resources					
Complaints from kerbside properties not receiving Recyclebank	L	L	Increase in complaints	Residents will be informed in response that Lambeth is investigating the potential for introducing Recyclebank for kerbside properties, but that compulsory recycling achieves the same results and enables the disposal savings to offset Lambeth's costs rather than going to Recyclebank. Compulsory recycling cannot be enforced for households with a communal collection	L
Recyclebank fails to incentivise residents as anticipated	M	H	Every additional tonne predicted to be recycled but disposed of as residual waste instead reduces predicted savings by £56.93 in 2012/13. Additional savings predicted for 2012/13 due to Recyclebank are £235,349	Recyclebank have a commitment to residents having enough vouchers to redeem after 2 weeks. If necessary they will double the standard allocation to ensure residents are incentivised	L
Waste Prevention Plan fails to achieve targets	M	M	Every additional tonne predicted to be prevented but disposed of as residual waste instead reduces predicted savings by £128 in 2012/13. Additional savings predicted for 2012/13 due to the Waste Prevention Plan are £98,350	Plan will be adequately funded with £25k budget; Waste Development team has sufficient resources; Plan includes creation of a voluntary Waste Prevention Officer; many actions offer a financial incentive to participants; very high level of support from residents for waste prevention initiatives; introduction of charges for bulky waste service will allow effective introduction of Western Riverside reuse initiative	L
Businesses fail to take-up commercial recycling	M	M	Every additional tonne predicted to be recycled but disposed of as residual waste instead reduces predicted savings by £56.93 in 2012/13. Additional savings predicted for 2012/13 due to	The service will be significantly cheaper than paying for residual disposal. Using the service will help businesses gain silver under the Keep Britain Tidy awards which will lead to positive PR	L

Risk	Likelihood	Impact	Implications	Mitigation	Residual Risk
			commercial recycling are £133,597		
Collection trials meet local resistance	H	M	Negative perception; resistance; complaints; lower participation; poor results; failure of trials	Engagement and consultation will be carefully undertaken with each community before trials are introduced; case studies will be used to demonstrate successful introduction into other areas; generally the trials have a positive message for residents and should improve their service	L
Public backlash against charging for replacement bins	H	L	Increase in complaints; public pressure to reverse policy; increase in negative perception	? discretion to waive the charges in certain cases where it is obvious a bin has gone missing through no fault of the homeowner	H
Communication materials inaccessible to local residents	L	H	Lack of understanding; lower participation; increase in complaints when Strategy introduced	Engaging with a significant number of residents in this very deprived ward will be a challenge. Officers will seek advice on design and content from within the local community and will 'road-test' a draft version. We will be prepared to take an unconventional approach and focus on areas likely to appeal most	L
Population churn	H	M	Gradual reduction in participation in waste prevention and recycling services	New movers card being developed – will be mailed to all new residents; regular education and awareness raising to ensure that new members of the community are engaged	L
Contamination of food waste	L	M	Rejection of waste sent for treatment and consignment to landfill	Clear and regular service leaflets; following-up contamination reports from crews; Vertal facility has front-end picking line to remove contaminants	L
Contamination of dry recyclables	H	H	Individual sampling arrangements would mean higher reject rate for Lambeth, lower recycling performance and potentially	Crew training and visits to MRF to clarify specification; use of contamination stickers on sacks; updating information printed on sacks; better use of leaflet included with sacks; more regular distribution	M

Risk	Likelihood	Impact	Implications	Mitigation	Residual Risk
			a higher gate fee	of service information; increased communication with residents contaminating recyclables; range of measures on estates including physical prevention; more signage on and around bins; repositioning of problem bins; more help from caretakers in checking bins and increased communication with residents	
Contamination of commercial recycling	H	H	Individual sampling arrangements would mean higher reject rate for Lambeth lower recycling performance and higher gate fee	Visual checks by crew; follow-up visits by commercial waste officers; non-emptying if necessary; procedure being created at present	M
Procurement delays	M	L	Delay in procuring new vehicles, introducing commercial recycling service and opt-in garden waste service	Current lead-in times for vehicles are relatively short; standard vehicles are being purchased; procurement process for vehicles and containers will begin shortly	L
Ineffective communication campaign	L	H	Complaints from residents that they were not aware of the changes; low take-up of commercial recycling service and opt-in garden waste service; residents confused when accessing bulky waste service and when being contacted over compulsory recycling	The communication campaign is already being planned in liaison with the Corporate Communications team and is being led by the Campaigns and Marketing Manager for HRE. WRAP have agreed to provide funding via Recycle for London	L
Lack of general conformity with Mayor's Waste Strategy	M	M	Delay over implementation; potentially having to re-write elements of the Strategy and go through the approvals process again	Informal dialogue entered into; will continue liaising on a regular basis; general conformity has been taken onto account in shaping the Strategy	L
Objections to service plans from WRWA	L	H	Potential delays and changes to services	Early liaison with WRWA will take place. Clarity has been achieved by WRWA over Power of Direction and a new procedure is in place. The option proposed will not result in objections as it does not involve	L

Risk	Likelihood	Impact	Implications	Mitigation	Residual Risk
				Lambeth sending waste to a recovery facility that is not included within the WMSA contract	
Draft Strategy not approved at Cabinet	L	H	Delay in publicising and implementing Strategy; loss of some elements; re-write needed; delay in realising savings	There has been a robust evaluation process resulting in a shortlist of options which have been discussed at CMB, DLT, SLB and Informal Cabinet with consensus being achieved over the preferred option	L
Bulky waste service is non-compliant with revised EPA and Hazardous Waste Regulations	H	H	Financial penalties, negative PR	Charging encourages reuse and recycling. However, the new Duty to apply the waste hierarchy includes transporting waste so at some stage the use of RCVs needs to end and box/cage vehicles will need to collect the waste so that recyclable materials can be segregated. The current practice of placing CRTs that have been booked for collection into RCVs needs to end as it contravenes the Hazardous Waste Regulations	M
Strategy has a negative environmental impact	L	M	A range of negative environmental impacts	Lambeth's Strategy has taken account of the waste hierarchy as far as is practicable; a SEA has been carried out and a WRATE analysis. The new infrastructure currently being built by WRWA will greatly improve environmental performance over the current landfilling of residual waste	L
Customer satisfaction declines long-term	M	M	Increase in complaints; lowering of public perception; potential backlash against service changes	An extensive and positively marketed communications campaign is being planned; the number of negative initiatives is small and will only affect those that choose to use the services concerned (except for bin replacement charges) and alternatives are available to residents in most cases; several initiatives with high levels of public support will be introduced	L

Risk	Likelihood	Impact	Implications	Mitigation	Residual Risk
Additional funding needs not met	L	M	<p>Inability to implement the commercial recycling service; opt-in green waste service and the Waste Prevention Plan.</p> <p>Potential loss of disposal savings of £231,947 for 2012/13</p>	<p>There is a strong savings case for the initial investment. The cost of purchasing containers for the commercial recycling service will be recouped through bin rental charges. The Waste Prevention Plan requires an annual budget of £25k which will generate savings of £98,000 in 2012/13. The cost of bags for the garden waste service will be recouped through the annual subscription charges</p>	L
Unmanageable increase in tonnage at Lambeth's RRC arising from introduction of charges	M	L	<p>Storage problems on site particularly for appliances and CRTs; may force reorganisation of site layout; removal of other containers</p>	<p>This is already being planned for; an extension to the site boundary has been proposed, which along with a reorganisation on site will create plenty of extra space for appliances and CRTs. There are already two large skips for green waste and usage declined significantly last year anyway with the introduction of the scheduled service. It is likely that extra collections for most materials could be arranged if necessary</p>	L

## Existing Partners

The Council has a number of external partners who will be key to achieving the successful implementation of its strategic objectives.

### **BHF**

The British Heart Foundation was founded in 1961 by a group of medical professionals who were concerned about the increasing death rate from cardiovascular disease. Their aim was to raise money to help fund extra research into the causes, diagnosis, treatment and prevention of heart and circulatory disease. In 1986, the BHF become more involved in public education, and in 1990 moved into rehabilitation. BHF utilise recycling opportunities to help with their fundraising efforts.

BHF have media collection banks at Lambeth's Reuse & Recycling Centre and at some on-street local recycling points. In 2009/10 these banks collected 20 tonnes of books, tapes and discs for re-sale at their shop in Streatham.

### **Brixton Bicycle Art**

Brixton Bicycle Art Workshop (offered by Artworks Direct) is a series of seminars, workshops and activities at present aimed at, and involving, nine to sixteen year olds from within the Lambeth area. The students are taken through a process, beginning with the origins, refinement and manufacture of product materials. This includes recycling of old bicycles. Community safety, responsibility and bicycle maintenance are also taught.

Lambeth is in the process of installing a shipping container into the Reuse & Recycling Centre on Vale Street for unwanted bicycles brought to the site by residents and Lambeth's Grimebusters team. The bicycles will be collected by Artworks Direct and used mainly for their weekly 'Bling yer bike' workshops.

### **Chris Carey's Collections Ltd**

Chris Carey's Collections is an established family-run textiles processing business now in its fourth generation and employing over 100 staff at its two London centres. The company provides textile collection banks to businesses, local authorities and schools.

The company runs many schemes to help local and long term unemployed back into work and also runs education schemes with local schools and colleges.

All goods are sorted for remanufacture or export according to customer requirements. Clothing is baled and shipped worldwide. A lot of the textiles are remanufactured in the UK, but many are resold or remanufactured worldwide. This produces employment on a global scale. Wellington boots are recycled into floor coverings, rulers and pencils.

Some of the textiles will be sorted and mutilated so that the fibres are ready for re-weaving. This material is then compressed and distributed to companies for remanufacture into wadding, damp-proofing and car lining etc.

Chris Carey provide collection banks at Lambeth's RRC and are in the process of installing banks on estates across Lambeth. The collection banks at the RRC yield an average of four tonnes per month and the Council receives a remuneration for the textiles collected.

## **City of London**

The City of London manages the London-wide collection contract for household hazardous waste and so their contractor provides a direct collection service for Lambeth households and on occasions for Lambeth council. However, the service is overseen by Western Riverside Waste Authority across the four constituent boroughs.

For the quarter April-June 2010 the service collected asbestos from 14 households and 199kg of chemicals from 11 households.

## **Community and Residents' Groups**

The Waste Development Team works with numerous community and residents' groups on waste prevention, recycling and composting initiatives. The involvement may centre around promotion of events or initiatives, building community compost bins or joint running of events. Some of the groups currently worked with are: Hyde Farm Climate Action Group, Moorlands estate and Sustainable Streatham.

## **Croydon ARC**

ARC is a charity that was set up to help low income families by providing quality low cost furniture and domestic appliances, providing a training facility for unemployed people and reducing waste sent to landfill.

ARC has a well-equipped domestic appliance repair workshop manned by skilled engineers refurbishing washing machines, fridges and cookers. Donations of good quality furniture are accepted and ARC runs a collection service as well with furniture sold via a showroom open Monday to Friday. Disabled people are able to gain work experience training under a scheme provided for Croydon Social Services in partnership with Mencap.

ARC is registered as a Designated Collection Facility under the WEEE Regulations, able to collect Domestic and Business WEEE for recycling and reuse, and is registered as an Approved Authorised Treatment Facility for refurbishing domestic appliances.

ARC visit Lambeth's RRC on a weekly basis to remove appliances suitable for refurbishment in their workshop. This typically averages 10 units per week and consignment notes are left detailing each collection.

## **Emmaus South Lambeth**

Emmaus is a charity supporting homeless people, many of whom arrive at Emmaus at a very low point in their lives. People become homeless for many different reasons but relationship breakdown, bereavement, addiction or abuse have often played a part. In Emmaus, they find the space and support they need to start rebuilding their lives. The first Emmaus Community was founded in Paris in 1949 by Abbé Pierre. The idea spread around the world, but Emmaus didn't arrive in the UK until 1992, when the first Community opened in Cambridge. Emmaus communities centre their fundraising and work activities around the collection and sale of secondhand goods.

Emmaus South Lambeth is a relatively new community, based in West Norwood where they have a new accommodation building, a furniture superstore and two shops on West Norwood High Street. They welcome donations of furniture, electrical items and bric-a-brac. or will arrange collections across Lambeth.

Lambeth works with Emmaus South Lambeth to increase reuse within the Borough. Emmaus have a shipping container located at Lambeth's Reuse & Recycling Centre on Vale Street into which site operatives place saleable furniture and bric-a-brac brought in by residents. These items are removed

by Emmaus and sold in their warehouse and shops. They also collect bedding from Vale Street for use at homeless hostels.

### **Environmental Business Products Ltd**

Environmental Business Products Ltd. (EBP) is one of the world's leading suppliers of inkjet cartridges and laser toner cartridges. EBP is the largest collector, recycler and remanufacturer of inkjet cartridges in Europe and donates money to charities and other good causes for the recyclable items donated to them.

EBP provide printer cartridge collection banks at on-street local recycling points in Lambeth and at Lambeth's Reuse & Recycling Centre.

### **First Fruit**

First Fruit is an East London-based charity which works to develop training opportunities, employment experience, life-skills support and back-to-work initiatives for people with a history of unemployment and / or homelessness. Rigid plastics from Lambeth's RRC are delivered to their facility for processing.

### **KPS**

KPS is a Sussex-based composting company. They are not direct partners, but the green waste currently delivered to SITA is processed by KPS at Boathouse organic farm in Isfield. KPS currently compost 40,000 tonnes per annum of green waste and cardboard at Isfield. Around 80% of the compost produced is 25mm agricultural grade soil conditioner. The rest is 10mm grade Soil Improver and Green Topsoil (a blended product) sold to amateur horticulture and trade markets. The compost is certified to BSi PAS100 and fully compliant with the Compost Quality Protocol. Additionally the compost is licensed by the Soil Association for use in organic systems.

### **Living Fuels**

Living Fuels is a waste oil collection company who collect oil for recycling into their patented fuel LF100. Based at Hockwold, near Thetford in Norfolk, they form part of Renewable Energy Generation, a £100m AIM-listed renewable energy company.

Living Fuels provides a collection service for waste cooking oil to both the public and private sectors. Among its customers are 16 County Councils and 17 London Borough Councils, over 500 schools, 16 prisons and in the private sector several major food processors and a number of restaurant and hotel chains.

Living Fuels provide a used cooking oil collection container at Lambeth's Reuse & Recycling Centre.

### **Oxfam**

Oxfam started as the Oxford Committee for Famine Relief in 1942 to help Greek civilian victims of war. Oxfam opened one of the world's first charity shop chains starting with a shop in Oxford in 1948. Oxfam now has 600 collection banks, in supermarket and local council sites, and regular servicing via a network of local warehouses. Banks provide saleable stock for Oxfam shops; any items which do not sell are collected by Wastesaver. Items are sorted for other shops e.g. Oxfam Originals (specialist retro, designer and high street fashion), for other charities with special needs, sent overseas for emergency aid, or sold to recycling companies. 70% of garments not sold in shops are sold overseas, packed for export sale to over 18 countries, mostly in Africa where there is huge demand for quality, affordable, second-hand clothing. Wastesaver is governed by Oxfam's ethical trading policy, selling only to recognised companies in countries where second-hand clothing is freely available, with no

negative impact on local manufacturing. 25 per cent of items collected are recycled for fibre content, for mattress filling or as industrial wiper cloths.

Oxfam have textiles collection banks on several on-street local recycling points in Lambeth and in 2009/10, 24 tonnes of clothing and textiles were collected via these banks.

### **RTS Waste Management**

RTS Waste Management Ltd is based in Bermondsey. Rigid plastics from Lambeth's RRC are transported to their MRF for sorting and baling.

### **Recycle Western Riverside**

Recycle Western Riverside is a campaign which encourages residents to recycle, reduce their rubbish and buy more recycled products. The campaign works within the four constituent boroughs of Western Riverside Waste Authority and has a core schools programme as well as undertaking specific additional campaigns and activities such as doorstepping, waste analyses and Love Food, Hate Waste promotions.

The Recycle Western Riverside campaign is delivered by Waste Watch and London Remade Solutions, and is funded by the Western Riverside Waste Authority and Cory Environmental.

The campaign is:

- **Making recycling easier** - helping the four boroughs to improve recycling services
- **Raising public awareness** - through communications campaigns, promotions, events and activities across all four boroughs
- **Working with schools** - campaign staff have so far worked with over 120 schools to take action on rubbish
- **Encouraging people to buy recycled products** - helping organisations to sign the Mayor's Green Procurement Code - a pledge to buy recycled products.

### **Remade in Brixton**

Remade in Brixton is a community initiative for a waste-free Brixton. They develop and promote action to make better use of resources locally, focusing on efficient use, repair, reuse and recycling. As part of Transition Town Brixton – a community group developing local positive action on climate change and peak oil – they prioritise projects that cut carbon and build local resilience.

Their vision is of a Brixton where there is no such thing as waste: every resource will be used to its full capacity, and every discarded item will become raw material for something else. More things will be made to last, be shared or swapped, get reused over and over, be repaired when broken, and be designed for disassembly into different parts and materials that can be reclaimed or recycled.

Wherever appropriate, resources will be reused / recycled / composted locally rather than remotely. Remade in Brixton has begun creating a Re-Directory: mapping Brixton's reuse, repair and recycling enterprises and services.

Remade in Brixton recruited and manages the Brixton Low Carbon Zone Waste Prevention Adviser and is a partner in the Zero Waste Brixton initiative.

### **Salvation Army**

The Salvation Army is one of the largest, most diverse providers of social services in the UK after the Government. Founded in East London in 1865, they are now working in 117 countries worldwide.

Worldwide there are over 1.6 million members, with programmes including homeless centres, drug rehabilitation centres, schools, hospitals and medical centres, as well as nearly 16,000 church and

community centres. The work of The Salvation Army is funded through donations from its members, the general public and, where appropriate, local authority and government grants.

Salvation Army Trading Company Ltd was established in 1991 and is the UK's leading textile and clothes recycling company. Through its Clothing Collection Scheme, Salvation Army Trading Company Ltd operates a network of 3,800 textile recycling banks around the country collecting clothing, shoes and household linens. It also has a network of more than 60 shops nationwide which sell items from bric-a-brac and books to clothing and household goods.

All profits from the scheme are gift aided to The Salvation Army to support its social welfare projects caring for vulnerable people throughout the UK. Projects include homeless shelters, care centres for the elderly, substance misuse support, disability services and family tracing services.

Salvation Army Trading Company Ltd recycles clothes, shoes and textiles and even soft toys, all items are put to good use for clothing or making items such as mattresses.

The Salvation Army has a number of textiles banks sited at on-street local recycling points in Lambeth and in 2009/10, 27 tonnes of clothing and textiles were collected via these banks.

### **SCOPE**

Scope was set up 50 years ago to provide education facilities for young people with cerebral palsy when state services were poor or non-existent. Scope now has a wide range of services and is often the initial point of contact, for parents, professionals and carers. It provides information, support and practical help via national and local services. While specialising in information about cerebral palsy, Scope Response responds to enquiries on other impairments.

SCOPE has textiles banks on a number of on-street local recycling points and in 2009/10, 21 tonnes of clothing and textiles were collected via SCOPE banks in Lambeth.

### **SITA**

SITA UK is a recycling and waste management company which has been in the UK market since 1988. SITA UK has 5,000 employees and in 2006 generated a turnover of £600 million. Services are provided to over 12 million residents and more than 35,000 business customers. SITA UK is a subsidiary of Suez Environnement.

Lambeth makes use of the SITA waste transfer station in Mitcham for the bulking of non-kerbside collected green waste. Their transfer station in Brixton has been used in the past for the bulking of mixed wood and may be utilised in the future for bulking green waste, subject to planning permission being granted.

### **Social Landlords**

Officers work very closely with the borough's ALMOs and other social landlords and they are vital partners in increasing awareness of recycling services among residents and improving the management of sustainable waste services.

### **Straight plc**

Straight is a UK-based company, established in 1993 as a specialist supplier of recycling containers. Straight hold the contract for the Local Government National Home Composting Framework for the supply of home composting bins, which Lambeth is signed up to. Straight process orders, supply the containers direct to residents, provide data on the uptake, aftersales support and promote the scheme via various marketing channels.

## **The European Recycling Co. Ltd**

The European Recycling Company are specialist shoe recyclers with over 5,000 shoe collection points throughout the UK accepting all footwear, in any condition. Established in 1994, and based in Croydon, the company employs over 37 people, many of whom were previously unemployed. They work with many retailers and local authorities throughout the United Kingdom.

Shoes that can be reconditioned and reused are sold to companies and individuals in developing nations and Eastern Europe who repair and refurbish the shoes and then sell them on at affordable prices to those who otherwise would go without.

In 2009/10, 19 tonnes of shoes were collected via European Recycling Co. Ltd banks in Lambeth.

## **Tools for Self Reliance**

Tools for Self Reliance (TFSR) is a small UK based charity working since 1979 to help relieve poverty in Africa. Their approach to development is to focus on the artisan sector in rural communities. They have a small number of staff and hundreds of volunteers who help to collect and refurbish tools, and who actively campaign against the causes of poverty.

They only collect the following types of tools: blacksmiths tools; carpentry tools; engineering and metalworking tools; bicycle repair tools; shoe repair tools; auto-mechanics tools; electrical repair tools; arc welders; industrial quality power tools and certain types of sewing machines.

The Lambeth Reuse & Recycling Centre is being established as a collection point for TFSR during 2009.

## **Tools Shed**

The Conservation Foundation runs Tools Shed in partnership with HMP Wandsworth. Unwanted and broken garden tools are donated to various collection points and collected by the prison. The tools are repaired and refurbished by prisoners, assembled into packs and given away to schools.

Lambeth's RRC on Vale Street operates as one of the collection points for Tools Shed.

## **TRAID**

Textile Recycling for Aid and International Development (TRAID) is a registered charity with three main objectives:

- To protect the environment by diverting clothes and shoes from landfill;
- To reduce world poverty by raising funds for overseas development projects; and
- To educate the UK public on environmental and world poverty issues.

Today, ethical fashion is firmly on the map and TRAIIDs latest retail adventure will see a new flagship store opening in the heart of Camden. As well as diverting waste from landfill, clothes reuse means TRAIID raise funds in support of international development projects to fight global poverty. Benin, Malawi, Delhi, Angola, Brazil, Madagascar and Uganda are just some of the countries where TRAIIDs contribution has transformed lives.

TRAID operates over 900 textile recycling banks across the UK. Clothing donated to TRAIID is transported to their central warehouse and sorted by hand according to quality and style. The clothing is then sold back to the public in one of TRAIIDs charity shops. Clothing that is torn or stained is reconstructed and redesigned into new one-off pieces and sold under the award-winning recycled fashion label, TRAIIDremade. The money that is raised by TRAIID through this operation is used to expand TRAIIDs recycling activities, fund assemblies and workshops in London schools and donated to overseas development projects. TRAIID established its Education Programme at the end of 2003.

Having started as a simple assembly addressing textile waste and recycling, school visits now consist of discussion activities on the relationship between climate change and world poverty, hands-on customising workshops and culminating events such as photoshoots and fashion shows.

TRAID have a number of textiles banks at on-street locations across Lambeth and have taken their education programme into several of Lambeth's schools. In 2009/10, 82 tonnes of clothing and textiles were collected via TRAIID banks in Lambeth.

### **Veolia Environmental Services Ltd**

Veolia Environmental Services has been present in the United Kingdom since 1990. The leading UK waste management organisation, Veolia provides a range of services including refuse collection, recycling, waste treatment and street cleansing to over 21 million customers from around 100 local authorities in the UK.

#### **Key figures**

- 2008 revenues above £1.3 billion
- 12,500 employees
- Serves 73,000 commercial and industrial customers
- 133 refuse collection, recycling, street cleansing and grounds maintenance contracts in partnership with 100 local authorities and waste disposal authorities
- 13 landfills with a total void capacity of 48 million m<sup>3</sup>
- Total installed power generation of 233 Mw
- Six energy recovery facilities with a total capacity of 1.4 million tonnes
- Five composting facilities processing a total of 200,000 tonnes of green waste per annum.

In 2007 Veolia was awarded the new seven year waste services contract (including refuse collection, recycling services, the management of Lambeth's RRC, street cleansing and ancillary services). Cleanaway, bought out by Veolia, previously held Lambeth's waste management contract.

### **Vertal**

Vertal is a small waste management company that opened a food waste treatment facility in Mitcham in 2010. The company converted a derelict dairy to house their plant which uses an innovative wet in-vessel aerobic process known as ATAD (Autothermal Thermophilic Aerobic Digestion) generating temperatures of up to 80°C and completely pasteurising the food waste in as little as 72 hours. Lambeth has been sending all its collected food waste to Vertal since March 2010 and is currently delivering around 50 tonnes a month. The finished compost is utilised on Surrey farmland.

### **Waste & Resources Action Programme (WRAP)**

WRAP supports Lambeth in a number of ways, through technical advice and funding of various projects either through grants or other financial mechanisms.

### **Western Riverside Waste Authority (WRWA)**

WRWA is a statutory waste disposal authority; in law a 'joint waste disposal authority', established under the Waste Regulation and Disposal (Authorities) Order 1985.

WRWA has a statutory responsibility, primarily under the provisions of the Environmental Protection Act 1990, to accept household and commercial waste from the statutory waste collection authority, and to arrange for the disposal of that waste.

WRWA currently fulfils its obligations for disposal via a 30 year contract (usually referred to as the Waste Management Service Agreement (WMSA)) which was awarded to Cory Environmental Services Ltd. and commenced in 2002.

WRWA has a Member group. Each constituent authority appoints two Members to the authority. Each has a voting right at authority meetings.