

**Municipal Refuse and
Recycling Collection Action
Plan for 2005-2011
Wandsworth**

December 2005

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1.0 INTRODUCTION

In 2004/05 the London Borough of Wandsworth (Wandsworth) was one of 41 authorities in the country to achieve the 'excellent' rating on its Comprehensive Performance Assessment¹. This rating reflects Wandsworth's commitment to, and overriding aim of providing the best possible services, including waste services, to the people of Wandsworth.

Wandsworth is a Waste Collection Authority (WCA), as defined in the Environmental Protection Act 1990 (EPA 90). As a WCA, Wandsworth has a duty to collect household waste within its area and to ensure that the national performance standard for recycling is met. The standard is challenging, and new strategies together with the extension of existing schemes are required to meet it.

As a WCA, Wandsworth also has a duty to collect commercial waste and recycling on request and may collect industrial waste. At present, no producers of commercial waste have requested such services. No further consideration is made in this plan of commercial or industrial waste. If specific requests are received they will be considered individually, on their merits.

Wandsworth is one of the four constituent WCAs within the area of the Western Riverside Waste Authority (WRWA). The other WCAs are the London Borough of Hammersmith and Fulham, the London Borough of Lambeth and the Royal Borough of Kensington and Chelsea. WRWA is the Waste Disposal Authority (WDA) for its area. Collectively, these five waste authorities work together under the title of the Riverside Waste Partnership (RWP).

This action plan discusses the role of Wandsworth and sets out the objectives, targets and measures that Wandsworth is adopting to achieve success in line with RWP's Joint Municipal Waste Management Strategy (JMWMS). These objectives include minimising the quantity of municipal waste produced in Wandsworth and maximising the proportion of this waste that is re-used, recycled or composted. It also includes the enhancement of the efficiency and effectiveness of the waste collection services provided and increasing the level of public satisfaction with these services. Achieving these objectives requires a coordinated, multi-pronged strategy, which looks to the short, medium and long term, taking account of the diverse nature and needs of the population of Wandsworth. Where possible, the plan quantifies data relating to current waste collection and recycling rates and how these will be affected by the proposals. No costings are included as suitable data is not available, particularly in the longer term when disposal rates will vary.

Wandsworth has already embarked on a wide programme of measures to encourage municipal waste minimisation, re-use and recycling over the last

¹ The Comprehensive Performance Assessment is a measure of the overall performance of each authority and is considered as one of the key national indicators of performance in local government.

decade. This programme, which includes the doorstep collection of recyclates, the promotion of home composting and establishing 'bring sites' around Wandsworth has been successful in enabling Wandsworth to meet its statutory standard for 2003/04. Given Wandsworth's 'excellent' rating and its strong reputation in the field of waste management, there is a high expectation that future targets will be met and exceeded. Therefore, Wandsworth will take forward the policies already developed and build on the path of excellence that has been established.

This document can be read either alone or as an appendix to RWP's JMWMS. It is part of a hierarchy of documents starting from the EC Framework Directive on Waste, with other supporting EC Directives, Waste Strategy 2000 for England, Rethink Rubbish in London, the Mayor of London's strategy, and RWP's JMWMS. As part of RWP's JMWMS, together with the action plans produced by the other boroughs, it details the necessary arrangements at WCA level for the delivery of the JMWMS as a whole, and is therefore a necessary part of it.

As an appendix to RWP's JMWMS, this document relates to the period up until 2011. However, detailed action planning for collection services beyond a period of two years is to some extent a futile exercise, particularly in a policy area, such as recycling and waste management, where change is so rapid. It is envisaged, therefore, that this document will supply the organisational framework for action planning for the whole of that period but with regard to detailed action planning will require biannual review in early 2007 and again in 2009.

2.0 WASTE MANAGEMENT CONTEXT

2.1 Local waste management in 2004/05

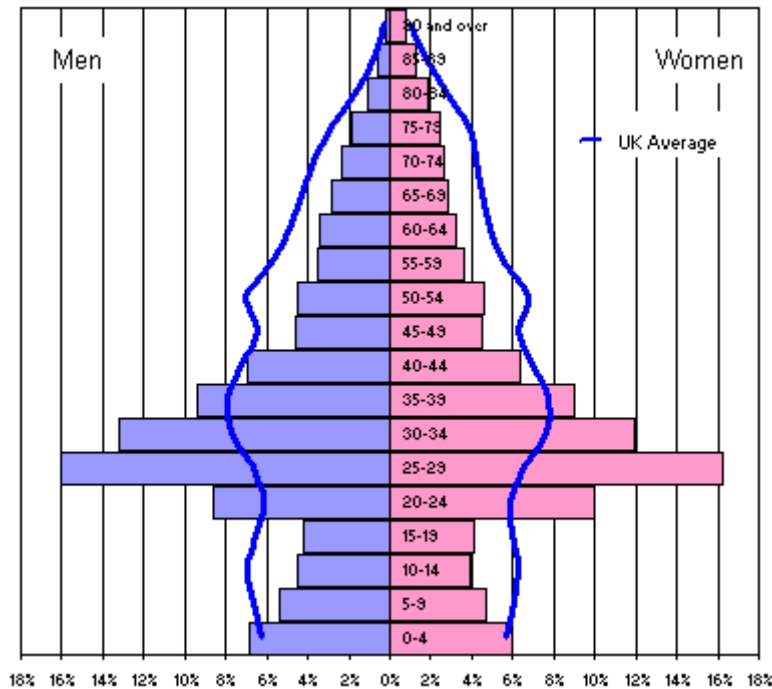
2.1.1 Overview

Wandsworth is a WCA with a duty to collect household waste produced in the Borough. The collection of household waste within Wandsworth is contracted to Biffa Environmental Services Ltd, until March 2012. The service provides for the collection of residual waste from all households and segregated waste for recycling from all low-rise households and those higher-rise households where “near-entry” recycling banks have been installed. Public recycling banks are serviced by Wandsworth’s street cleansing contractor, MRS Environmental Services Ltd, until March 2006 when a new contractor will be appointed. Household waste is collected weekly except where there insufficient storage capacity. 23,500 higher-rise premises receive twice weekly collections and 500 thrice weekly collections. 4,500 lower-rise premises in the five town centres receive nightly collections and 400 on the Burn’s estate now receive collections three times a week. This reduces problems with waste being left on the street for protracted periods and the associated litter. Other collected household waste includes street cleansing wastes and waste from schools, hospitals and nursing homes. Wandsworth does deliver some commercial and industrial waste to WRWA. This is mainly waste from the construction and maintenance activities of the Technical Services Department and very limited quantities of commercial waste arising from street trading. Council offices and some schools make their own arrangements direct with registered waste carriers for their own refuse.

In 2004/05, 119,897 tonnes of municipal waste was collected in Wandsworth with 101,844 tonnes of this being household waste. As the JMWMS states, this is predicted to rise by 1.1% per year over the next 8 years.

To put the scale of waste collection in context, Wandsworth covers an area of 34.3km² and serves a population of over 280,000, with around 127,000 individual households. Of these households over 63% are flats (43% of these being purpose built). This provides a challenge as flats generally have limited storage space, and providing recycling facilities for individual households within the blocks is generally impractical. Flats also provide very limited opportunity for home composting. In addition, the 2001 census showed that over 40% of households in Wandsworth have no access to a car or van. This means that a large proportion of the population will not be able to use their own private transport to take recyclables or bulky waste to public recycling banks or to civic amenity sites. Finally, recent studies have shown that a key factor in increasing participation in recycling is the establishment of a settled pattern of family life, but approximately 56% of people do not live in a conventional family structure. The age/sex chart for Wandsworth is shown in Figure 1 below. The turnover of population is about 25% a year. Each of these factors could act as a barrier to effective recycling within Wandsworth.

Figure 1 Age/Sex chart for Wandsworth²



Once waste has been collected it is delivered to one of WRWA's two waste transfer stations located in Smugglers Way, SW18 and Cringle Street, SW4 or, in the case of co-mingled waste for recycling, to Cremorne Wharf, SW10. WRWA has a duty, under EPA 90, to direct the places for disposal to be used by the four WCAs and arrange for the disposal of this municipal waste³. The policies and procedures adopted by Wandsworth for the collection of municipal waste must be consistent with any directions issued in the future by WRWA under powers in the Waste and Emissions Trading Act 2003 (WETA 03).

At present, waste for landfill is transported by WRWA's contractor, Cory Environmental Ltd on barges down the River Thames to a landfill site in Mucking, Essex. The use of the river for waste transport saves around 100,000 heavy goods vehicle movements each year, across the whole of WRWA, and is a more environmentally sound method of transportation than either road or rail. Cory have plans to construct an Energy from Waste (EfW) plant at Belvedere down river to continue the barge transport but replace landfill with incineration with energy recovery, which is higher up the waste hierarchy.

Co-mingled waste for further sorting and recycling is mixed with similar waste from the other constituent Boroughs and bulk loads are delivered by road to a Materials Recycling Facility (MRF) in Crayford, Kent. Fully segregated waste for recycling is

² From Census 2001 – www.statistics.gov.uk

³ Joint Municipal Waste Management Strategy for WRWA.

mixed with similar waste from the other constituent Boroughs and bulk loads are delivered by road direct to the reprocessors. There are plans for a 84,000 tonne a year MRF to be built in Wandsworth at Smugglers Way, SW18.

WRWA provides two “civic amenity” sites at which residents can deposit their waste and recyclables, these are located within Wandsworth adjacent to WRWA’s two waste transfer stations.

Costs to both WRWA and Wandsworth are extremely important factors in determining what waste minimisation, recycling and disposal options Wandsworth should commit to. It is important to note that any non-household waste delivered to WRWA is chargeable. In the medium term this charge is likely to increase at a rate substantially above inflation due to the impact of the Landfill Tax and the Landfill Allowances Trading Scheme (LATS).

2.1.2 Achievements so far

One of the main overarching aims of Wandsworth is to “*deliver the best possible services to the people of Wandsworth*”⁴. As part of this Wandsworth will:

“...provide the best possible environment for the residents of Wandsworth by delivering high quality waste management services that are customer responsive, efficient and cost effective.”

And also:

“...through the provision of:

- *high quality and comprehensive street cleansing, household recycling and household refuse collection services;*
- *effective enforcement of refuse, litter and street trading legislation throughout the borough”;*

Wandsworth has made considerable progress in the minimisation, recovery and recycling of waste since it first introduced a Borough wide kerbside service in 1994. During 2003/04, Wandsworth recycled 14,908 tonnes of household waste, mostly paper and glass. This equates to 17.5% of all household waste arising in Wandsworth and is a huge increase on the 10.6% achieved in 2002/03. This increase was achieved largely through the introduction, in March 2003, of the “orange sack” recycling service described below:

The “orange sack” service: This is provided to all lower-rise premises (defined as those premises whose household waste is collected in ordinary dustbins or sacks). The service enables these premises to recycle five materials: paper, cardboard,

⁴ Leisure & amenity services corporate plan. Wandsworth 2004.

glass containers, metal containers and plastic bottles by placing them, co-mingled, in orange recycling sacks. These are collected weekly on the same day as residual waste is collected and from similar locations at the front of the premises. Similar services have since been adopted by the three other WCA's.

A similar service for residents of higher-rise premises commenced in 2004/05 and is still being rolled out:

The “orange bank” service: This is provided at higher-rise premises (defined as premises whose household waste is collected in bulk bins). It uses 1,280 litre wheeled recycling banks (black with orange lids) which accept the same mix of co-mingled materials as the orange sacks used at lower-rise premises. It is Wandsworth's intention that all higher-rise premises where it is practical to provide orange banks shall have this service and that the orange banks will be positioned where it is convenient and easy for residents to recycle. These banks are serviced weekly, or twice weekly where needed.

There is also a long-standing network of public recycling bank sites across Wandsworth – most collecting mixed paper and card, mixed glass and cans, with larger sites also collecting textiles, books and toner cartridges.

A network of “commuter recycling banks” for newspapers and magazines was introduced around major transport hubs during 2004/05 to divert these materials from street litter bins.

Achieving high levels of household waste recycling requires the active cooperation of local residents and visitors. To motivate and educate residents, Wandsworth, as part of RWP, benefits from arrangements set up through WRWA's disposal contract with Cory which provides funding (£5 million over 5 years), for education and awareness-raising activities. This is administered through a campaign partnership run by London ReMade and Waste Watch under the brand 'Recycle Western Riverside' (RWR). The partnership's activities include running media campaigns; providing training events for community groups, schools and council staff; assisting with community events and undertaking promotions across all boroughs that the partnership covers.

However, Wandsworth cannot stand still. It has a statutory performance standard to recycle or compost 24% of household waste during 2005/06 and the Department of the Environment, Food and Rural Affairs (Defra) have indicated that there will be the same target for 2007/08. There is talk by the Mayor of London, and others, of much higher targets in the future. However, in practice the real limit for Wandsworth, without excessive cost, is thought to be about 30%.

Wandsworth now has real data on the arisings of household waste which have proved to be higher than the estimates previously recommended by WRWA. As a result, despite increased tonnages, the 2004/05 standard will not be achieved. However, plans are being made to meet the 2007/08 standard. At present, this is

expected to require no change to the orange sack service, where tonnage is still rising, the roll-out of more orange banks, with siting in convenient locations being crucial, so that, overall, 98% of residents have convenient dry recycling services, increased recycling from bulky waste collections and converting the present free service for garden waste into a paid service with the waste being composted. However, the actual services needed will be kept under review with the overall aim of achieving the 2007/08 standard.

2.1.3 Performance improvement since 1999 - Gap analysis

In recent years, particularly since the publication of Waste Strategy 2000 and the national imposition of recycling targets there has been an increasing political focus on this service area. This has led to increased efforts to recycle and recover waste throughout the country. Within Wandsworth, improvements in the recycling and composting rate have been continual over the past few years as shown at Appendix 3 which also shows the growth predicated without any service changes and with anticipated improvements achieving 26.3% which exceeds the proposed 2007/08 standard of 24%. It also shows that Wandsworth will be at or near the National target of 30% in 2010.

2.2 Waste management and statutory targets in the wider context

2.2.1 Waste management in England

Article 3 of the EC Waste Framework Directive requires Member States to take account of the "Waste Hierarchy" and the Government has incorporated it into national policy and legislation. The hierarchy is a simple tool which sets out the main waste management options in order of their relative environmental impacts. It places waste minimisation at the top of the hierarchy followed by (in order of increasing environmental impact) re-use, recycling, disposal with energy recovery and finally landfill.

To comply with Article 3 of the Waste Framework Directive and to divert waste away from landfill, and in accordance with Article 5 of the Landfill Directive, the UK Government has set national recycling targets. These targets were established in Waste Strategy 2000 and are progressive with increases fixed at 5 yearly intervals with the aim of reaching a national recycling and composting rate of at least 25% by 2005, 30% by 2010 and 33% by 2015.

In order to achieve these national targets, the Government set individual statutory performance standards for recycling and composting for each waste authority in England for 2003/4 and 2005/6, based on their performance during 1998/99. Wandsworth's performance standard for recycling and composting household waste during 2003/04, which was exceeded by 1.5%, was 16% and for 2005/6 the target standard is 24%. Defra have produced a consultation paper which indicates that these latter standards will also apply to WRWA and the four WCAs in 2007/08.

2.2.2 London

The Mayor of London has prepared a Municipal Waste Management Strategy (MWMS) entitled “Rethinking Rubbish in London” to which all London WDAs and WCAs must have due regard. The measures adopted or proposed by Wandsworth have paid due regard to the proposals and policies set out in Rethinking Rubbish in London.

3.0 AIMS AND OBJECTIVES

3.1 Aims

The defining purposes of the package of measures outlined in the following sections are to ensure that Wandsworth's refuse and recycling collection services meet all statutory requirements, help it to maintain its overall "excellent" rating and to achieve continuous improvement in the performance of these services, as measured by national Best Value Performance Indicators and Wandsworth's in-house "top-line" indicators. Already a range of services have been introduced which has delivered a significant improvement in Wandsworth's recycling rate. This action plan sets out how continuous improvement will be achieved in order to meet and then exceed the targets that have been set for Wandsworth.

Between 2001 and 2004, Wandsworth made annual increases in the recycling rate, while the amount of waste collected per household decreased. Wandsworth aims to be in the top quartile for all Best Value performance indicators compared to the 32 other London Boroughs (excluding the City of London). Its intention is to deliver waste and recycling services that are amongst the very best that are offered in London, that achieve a consistently excellent performance record, and that manage waste in line with the waste hierarchy as far as is practicably possible.

3.2 Objectives

To deliver the above aims, three main objectives have been identified which will define the areas of work that Wandsworth will prioritise over the period of the strategy. In the delivery of these objectives, it is vital that the overall aim of the waste management function is upheld - i.e. *"to deliver the best possible environment for the residents of Wandsworth by delivering high quality services that are customer responsive, efficient and cost effective"*⁵.

3.2.1 Objective One: Waste minimisation and re-use

Wandsworth both independently and through RWP will promote the minimisation and reuse of waste within Wandsworth, aiming to reduce the quantity of domestic waste produced by, and collected from each household. It will also seek to reduce the quantity of household waste from other sources requiring collection (e.g. street litter, flytips and waste from schools).

3.2.1.1 Targets

Wandsworth's ability to influence the quantity of domestic waste produced by local households is limited as waste production by householders is closely linked to their patterns of consumption. Wandsworth will maximise the potential to re-use waste, and encourage householders to minimise the waste that they produce.

⁵ Leisure and Amenity Services Corporate Plan. Wandsworth Borough Council 2004.

Wandsworth will:

- Seek to establish a furniture re-use scheme in conjunction with RWR for waste furniture.
- Work in partnership with RWR to encourage local residents and schools to reduce the amount of household waste they produce and require to be collected.
- Continue to support the aims of the Real Nappy Campaign.

3.2.2 Objectives Two: Increase recycling and composting

Wandsworth will continually increase the recycling rate for household and other municipal waste, and will actively encourage home and community composting schemes.

3.2.3 Targets

Wandsworth will instate measures to achieve its statutory performance standard for recycling and composting of 24% of household waste during 2007/08 and aim for the national target of 30% in 2010.

3.2.4 Objectives Three: Enhance the efficiency and reliability of waste collection services

Enhance the efficiency and reliability of waste collection services provided by Wandsworth, reduce complaints received from residents and increase levels of public satisfaction with these services.

3.2.5 Targets

Wandsworth will:

- Reduce the number of valid complaints received by Wandsworth in relation to the household waste collection services it provides. The target limits are for no more than 180 valid complaints per week during the 2nd year of the present refuse contract, 160 during the third and thereafter reducing by 10 per week in subsequent contract years.
- Improve the reliability of the waste collection service so that no more than 0.057% of scheduled collections are missed during 2005/06 and 0.051% during 2006/07.

4.0 ACTION PLAN

The full range of planned measures is listed here together with the rationale for each action. Where possible, the projected delivery inputs and the expected outputs (e.g. the tonnes of waste generation avoided or captured for recycling) are shown. In many cases it is not possible to outline precise figures, and some measures will produce intangible, but not invaluable, outputs. A summary of all the actions proposed is listed in Appendix 1 to this document.

Projections performance can never be definite but calculations made here are based upon an analysis of Wandsworth's current waste data and knowledge of the performance of similar measures in different areas.

The actions are organised by the objectives against which they are intended to deliver. Most actions will, of course, contribute to the achievement of more than a single objective. For instance, measures or services intended to promote higher recycling rates on estates may also assist in waste minimisation. The actions have been grouped with the objectives to which they are most closely related.

4.1 Objective One: Waste prevention and minimisation

'Waste prevention and minimisation' describes a range of activities which seek to reduce the amount of waste which is generated and which the authority is therefore required to handle. By reducing the amount of waste generated, the financial and environmental costs of collection, transport and disposal costs are also reduced. Clearly, this is superior to even the best and most efficient handling of any waste that is generated and this fact is illustrated by its position at the top of the waste hierarchy.

Despite its importance, local authorities have found it difficult to reflect the principles of waste minimisation in their waste strategies. In part, this is due to the perception that waste minimisation is someone else's problem, with growth in waste arisings being seen as an inevitable and unavoidable consequence of the trends towards increased consumption and increased packaging. Local authorities have generally seen their influence in effecting change as being minimal, with other organisations having a more important role to play.

In addition, it is inherently difficult to measure the success of waste prevention and minimisation activities, and the focus of expenditure within local authorities tends to be on tangible, measurable outputs, where clear evidence can be found for success. This difficulty is exaggerated by the fact that many factors influence the amount of waste generated across a year. Measures designed to lead to waste prevention and minimisation tend to focus on the role of education and promotion or, have only addressed small parts of the waste stream as with re-use projects.

For these reasons, waste minimisation activities have been seen as being of subsidiary importance to measures designed to directly increase the recycling rate. However, a number of factors have combined to force waste minimisation further up the agenda. Perhaps the most important driver is the rapidly changing economic framework for waste management. Waste treatment costs are rising and are probably set to rise much faster and further. This has created a powerful incentive for authorities to reconsider what actions can be taken to reduce treatment costs by tackling the problem of waste arisings at source. There has also been a growing recognition that there may be many 'soft' less measurable benefits from supporting re-use and minimisation activities. The operational presence in an area of community recycling organisations that provide minimisation and re-use schemes may, for instance, impact upon resident attitudes and subsequent disposal patterns. Engagement with these groups may inexpensively promote the types of activity that change public attitudes and behaviours.

Wandsworth have set out a number of measures to encourage and actively promote waste minimisation as outlined below.

4.1.1 Enforcement to reduce the amount of commercial waste entering the household waste stream

WCAs have a duty to collect most non-bulky household waste free of charge. They also have a duty to collect commercial waste where requested to do so, although a reasonable charge should be recovered. There is therefore a temptation for commercial waste to be illegally abandoned in public areas managed by Wandsworth or surreptitiously presented for collection along with household waste outside domestic premises, in which case it may then be handled as household waste. Wandsworth's Street Care Enforcement Team aims to reduce such activity to a minimum through educating local businesses, vigorously pursuing enforcement action against offenders and by operating a "name and shame" policy as a deterrent. This will reduce the quantity of waste that Wandsworth has to deal with and will force commercial operators to dispose of their waste via alternative, legitimate routes. Given that the commercial waste producers are charged for waste collection, this may act as an incentive for commercial waste reduction.

4.1.2 Outputs

Enforcement action is relatively labour intensive, although where prosecution is sought and successful, costs against the appellant can be awarded. However, such costs do not cover the actual costs of the service. Wandsworth extensively increased its enforcement activity in 1999 and keeps the numbers of staff required under review.

In terms of outputs, it is impossible to predict how much commercial and industrial waste is being / will be diverted from the collected household waste stream but waste enforcement and related awareness-raising activities are likely to have a waste reduction impact. It will also result in a significant improvement to the cleanliness and general appearance of Wandsworth, particularly in the town centres

4.1.3 Re-Use of bulky waste

Wandsworth provides a collection scheme for bulk items of household waste such as furniture and white goods. Many items collected can easily be reused or recycled. Currently none of this waste stream is reused and little recycled.

Wandsworth provides support and funding to the “Wandsworth Work and Play” scheme, which is a community scrap store collecting re-usable waste from local businesses and enables local community groups and schools to utilise the materials. Although “Wandsworth Work & Play” does not handle municipal waste, such schemes help to publicise reuse and recycling, in general, and thus set the scene for improved performance.

Wandsworth has also committed to seeking external funding to establish an appliance and furniture refurbishment and re-use store and will divert suitable bulky waste materials to it as and when it becomes operational. This scheme (called Wandsworth Appliance Re-Use Centre) which is based on a partnership approach will, assuming funding can be obtained, engage the community sector to collect bulky items, white goods, brown goods, small domestic appliances and furniture. The scheme will be run by a charity, with representatives of each partner organisation, who will distribute re-usable and refurbished items to low income families. It is hoped that 30% of collected bulky waste could be diverted from waste disposal routes. Wandsworth could divert its bulky waste collections to the project through their contractor. They will also support the project, helping to identify a suitable property and amending its collection services to ensure re-usable products are kept in good condition. Wandsworth may also purchase some of the products refurbished for emergency housing.

4.1.4 Outputs

There are no weighed tonnage figures for bulky waste collection. However, about 16,000 collections are made per year. Of these 16,000 collections, 14,200 are up to 2 cubic meters in size, with the remaining 1,800 collections being between 2 and 10 cubic meters. Probably, this actually amounts to about 5,000 tonnes of which a quarter could be recycled reasonably easily.

Overall this could increase recycling/reuse by 1.2%. However, it is discounted at the moment as it requires hard to find space and funding.

4.1.5 Support the Real Nappy campaign

Waste analysis data carried out by WRAP indicates that 2.4% of household collected waste (plus bring bank recyclables) is made up of disposable nappies.⁶ In Wandsworth this is equivalent to over 2,000 tonnes. This figure indicates the very considerable gains that may be achieved through attempting to reduce disposable nappies entering the waste.

Wandsworth has already added its name to the list of Councils who support real nappy week and each April erects a display board in Wandsworth offices to promote the initiative. Wandsworth will keep under review initiatives and best practice aimed at reducing the quantity of disposable nappies in the waste stream.

4.1.5.1 Outputs

Quantifiable benefits from such an initiative cannot be obtained and are expected to be minimal.

4.1.6 Home composting

Home composting is a waste reducing activity as, whilst waste must be generated before it can be composted, the waste never enters the measured waste stream. Wandsworth is committed to continue the supply of cheap home composters. Between April and December 2004 inclusive, 280 home composting containers were supplied to residents under Wandsworth's offer, and it is expected that containers will be supplied at a similar rate during each of the years covered by this plan.

In 2004/05, a project run by the London Community Recycling Network (LCRN) and funded by the Western Riverside Environment Fund has recruited and trained volunteers to give instruction to residents regarding how to use composters. Thirteen 'Master Composters', working across the area of the Western Riverside Waste Partnership respond to enquiries from members of the public and, either by 'phone or by email, explain how best a composter should be used and trouble shoot any difficulties that residents may be having. The project plan targeted that 25 hours of support should be provided each quarter but in the first quarter nearly 35 hours worth of advice were provided. 40 residents benefited from the service with fifteen of these receiving advice regarding more in depth queries.

Within the project a survey of residents who have used the service will be completed by LCRN which will allow firmer judgement to be formed regarding the success of the project so far, however at this stage, it would appear that the project is operating well and providing the kind of support that will lead to an increased diversion of green garden waste from the residual stream. This project is very small scale, and the results have not yet been collated. However the support given

⁶ Analysis of Household Waste Composition and Factors Driving Waste Increases, Dr. Julian Parfitt, December 2002

is more likely to act to sustain peoples changed behaviour (i.e. to encourage people to continue composting) by providing assistance in producing useable compost at the end of the process. It is understood that LCRN have expressed interest in securing further funds to continue the project and Wandsworth intends to support any application that is made.

4.1.7 Outputs

At present an optimistic estimate is that each home composter will be used to compost an average of 200 kilos of waste each year that would otherwise be disposed through council refuse collections. On this basis, the present scheme will reduce waste collected by 50 tonnes each year.

4.1.8 Minimising unwanted mail

Direct marketing leaflets and mailed out promotional offers constitute a significant proportion of all that the householder receives through their letterbox. London householders are likely to suffer particularly heavily from this problem and have a large amount of junk mail due to marketing companies targeting inner London areas and the high turnover of residents in rental households that haven't diverted their mail.

This unwanted mail is easily minimised through the use of the Mailing Preference Service which maintains a list of households which are not prepared to accept unsolicited offers through the post. Marketing companies based in the UK are obliged to consult this list and may not send out mail to those who have so registered their objection. Similarly, the use of 'No Junk Mail' stickers placed on letterboxes are surprisingly successful in deterring those who hand deliver leaflets for takeaways and promoting other offers. A number of marketing materials arrive addressed only to 'The Householder'. Where these are delivered by mail, this can be avoided through contacting the Post Office's 'Door-to-Door' service. Residents can register for the mailing preference service at www.mpsonline.org.uk, or can complete a survey which can be obtained by filling in personal details at www.thepreferenceservice.com/contact.asp, or sending details to: The preference service, Parkshot House, 5 Kew Road, Richmond, Surrey, TW9 2PR.

Wandsworth is already committed through the RWR campaign to promoting the Mailing Preference Service and distributing 'No Junk Mail' stickers. This work will continue.

4.1.9 Outputs

London ReMade has estimated that 0.2 – 0.4% of municipal waste can be avoided through this type of measure.⁷ This could lead to the avoidance of perhaps 300 tonnes / annum of waste paper, but is difficult to substantiate. For this reason, and

⁷ London ReMade, Waste Prevention Action Plan template, October 2004.

because efforts in this direction are already well established, it seems more reasonable to hope that these efforts may lead to the avoidance of 75 tonnes / annum disposal.

4.1.10 Summary of inputs and outputs from waste minimisation and prevention actions

The table below summarises the costs and benefits of the actions listed in the sections above. For the purposes of projecting performance and costs, action points and their inputs and outputs are only included here where they are considered very likely to be actioned and where the outputs are significant.

Measure	Financial Inputs from Council	Tonnage Outputs (tonnes diverted from landfill /annum)
Seek funding for appliance and furniture re-use centre	£0	625
Support Wandsworth 'Work & Play'	£10,690	50-100
Distribution of home composters plus support for the LCRN 'Master Composter' scheme	£0	60
Active support for RWR unwanted mail minimisation programme.	£0	75
Totals:	£10,690	810-860

4.2 Objective 2: Increasing the rate of household waste recycling

Minimising waste is only part of the story as Wandsworth must focus on meeting the statutory Performance Standard for recycling and composting set by Government. Currently there are no measurable targets set for waste minimisation but Wandsworth is required to increase household waste recycling and composting to 24% by 2007/8.

While Wandsworth has made huge inroads into this, achieving a recycling and composting rate of 17.5% in 2003/4, Wandsworth have acknowledged that simply relying on those services and initiatives already in place as at March 2004 would not ensure the achievement of 24% by 2005/2006.

Therefore this section focuses on measures that Wandsworth will undertake and are undertaking in order to enhance the recycling rate in Wandsworth. Appendix

Three to this action plan provides theoretical data on the amount of waste that could be recycled within the borough, based on a composition analysis of a 'typical' household waste bin.

4.2.1 Door-stepping higher-rise premises

Doorstepping is a form of direct marketing using face-to-face contact with residents. It has been trialled by RWR in parts of Wandsworth and increased participation in kerbside recycling schemes by up to a fifth. Many estate residents are unaware of the recycling services and take little notice of leaflets pushed through their letter-boxes. As a result the average collected from higher-rise premises is a third of that from low-rise.

The increases from doorstepping should wear off as residents are informed. However, there is a turnover of Wandsworth residents of about a quarter each year. Thus any programme needs to be kept under review to ensure that it is still producing results.

4.2.1.1 Output

Implementing higher-rise doorstepping can be expected to generate around 2,500 tonnes of additional recycling. This could add around 2.5% to performance.

4.2.2 Improve accessibility to recycling facilities

Whilst 100% of lower-rise premises have access to the Orange sack kerbside recycling service, the programme of rolling out Orange banks to the higher-rise premises is still ongoing. At November 2005, 87% had access to banks and the aim is to increase this to 94%. That is to all higher-rise premises except those where it is physically impractical to provide a service. Overall this will mean that 98% of all residents in the Borough will have a convenient recycling service.

On some estates, there has been resistance by a few residents either to the provision of any banks or to placing banks where they are reasonably convenient. Some suggest that the banks are unsightly and others suggest that they will attract flytipping. However, a survey shows that only 3% of residents would be "fairly unhappy" to banks being provided and 68% think they improve the area. Thus it is intended to press ahead with maximising the number of convenient banks on estates with none or inadequate provision. Whilst working with premises owners and occupiers will always be preferred, Wandsworth does have powers under Section 46 of EPA 90 to serve notice on the occupiers to require them to place waste in certain receptacles of a kind and number specified by Wandsworth. Wandsworth will consider using these notices if required.

4.2.3 Outputs

Increasing the numbers and improving the location of banks for higher-rise premises can be expected to generate around 2,500 tonnes of additional recycling. This could add around 2.5% to performance.

4.2.4 Provide reusable sacks to higher-rise premises

Providing re-usable sacks to residents of higher-rise premises makes it easier to separate and store recyclable materials within the home and to carry them to the Orange Bank at ground level. An RWR trial associated the provision of these with a 19% increase in the tonnage recycled.

4.2.4.1

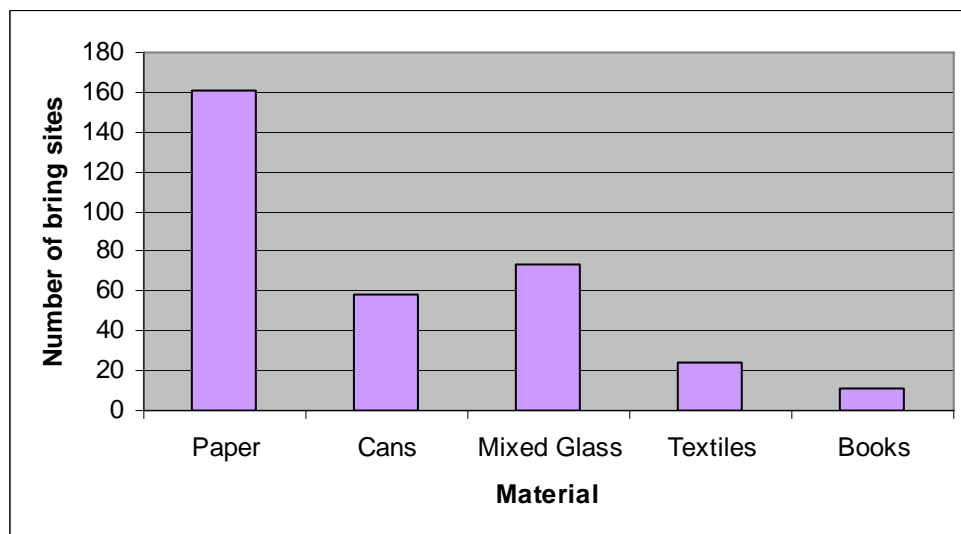
Making it easier and more convenient for higher-rise premises to use the orange banks could generate around 500 tonnes of additional recycling. This could add around 0.5% to performance.

4.2.5 Increase the types of waste that are collected for recycling

In order to address the requirement to reduce the amount of biodegradable municipal waste sent to landfill, it will be essential to maximise the collection of paper and textiles and further encourage home and community composting of kitchen and garden wastes.

So far, Wandsworth has focussed its efforts on the collection of dry recyclables and, to a lesser extent, home composting. This has meant that all lower and higher-rise domestic premises have (or will have in the near future) access to the orange recycling scheme, whether this is via the orange bags or orange banks. In addition to the orange collection facilities there are public bring sites, which collect source separated waste as shown in Figure 2.

Figure 2: Material collection at source separated bring sites



Recent surveys have shown that 8% of Wandsworth residents want to have garden waste collected for composting, 6% want more plastic recycling and 2% want batteries to be collected. There was no significant demand to collect textiles, the dry recyclate in the ordinary dustbin with the highest levels after those collected by the orange services. MRF rejects show that a significant number of residents put their tetrapak containers and yellow pages in the orange sacks and bins and there is also metal other than containers. Tetrapaks need to be segregated from paper in the recovery process but there are few facilities to recover the aluminium and plastic components for reuse. Yellow pages may stain other paper and need to be segregated from other paper.

Wandsworth will suggest to WRWA that the new MRF can provide an opportunity to collect and recycle batteries, yellow pages, more plastics, scrap metal and tetrapack containers.

For many years, Wandsworth has operated a service for two weeks during January for the composting of Christmas trees. During January 2005, 77 tonnes of Christmas trees were composted.

Wandsworth has also trialled garden waste collections for composting in selected parts of Wandsworth between July 2001 and September 2003. During the trial 336 tonnes of material was composted. More recently Wandsworth has trialled the composting of the autumn leaf fall from streets and gardens in selected areas where large street trees cause the autumn leaves to be a particular problem. Nearly 50 tonnes of leaves were composted during the autumn of 2004. These services have not been continued due to the high costs.

The present refuse contract contains two options for collecting garden waste for composting. The first would provide a regular weekly service in the growing season to all premises. This would be very expensive and takes no note that many areas of Wandsworth have few cultivated gardens. The second would stop the present service collecting three sacks free each week with the residual waste and require that collections are booked individually when a collection charge might be made. Thus Wandsworth has options for implementing a Borough-wide garden waste composting services at relatively short notice should this prove to be cost effective means of meeting future requirements.

The refuse contract also contains a priced option to collect kitchen waste. There is some resistance in Wandsworth, and real practical difficulties in serving, wheeled bins which are almost essential to a successful kitchen waste service. Thus this option will not be pursued if other means can be found to reach the performance standard.

4.2.5.1 Outputs

Recycling batteries, yellow pages, more plastics, scrap metal and tetrapack containers is unlikely to produce large tonnages, although any tonnage is welcomed as standards rise. However, it is accepted that widening the range of materials encourages residents to recycle more of everything thus, indirectly, increases other tonnages.

The Christmas tree service will be continued with a tonnage of about 75 a year.

Consideration will be made about the costs of an on-demand collection service for garden waste to replace the present free, un-composted, service. It is estimated that this might add) 0.7% to the performance standard.

The weekly garden waste and weekly kitchen waste service will not be considered further at this time.

4.2.6 Education and promotion

It is recognised that education and promotion of the need for waste minimisation and recycling, together with increasing awareness of the recycling facilities available are vital to achieving the targets imposed. Education and awareness-raising will be key to ensuring continued and accelerated growth in the diversion of recyclables achieved by the orange sack service to maximise the service's contribution to the achievement of future targets.

Wandsworth will continue to support the RWR campaign which aims to increase awareness of waste related issues and influence behaviour to encourage recycling, re-use and reduction of municipal waste. The RWR campaign has funding until 2006 for waste awareness education and promotion. It is hoped that new funding streams will be identified to enable the campaign to continue beyond then.

In addition, Wandsworth undertakes its own publicity to promote and encourage usage of its recycling services and promotes recycling in schools via the provision of services and actively encouraging and supporting participation in the "Ecoschools" programme. Wandsworth will continue to seek external funding for recycling advisors to visit householders at the doorstep to encourage the use of newly installed "orange" recycling banks at higher-rise premises. Such advisors could also undertake further door stepping to encourage participation and increase diversion at low-rise premises as well as encouraging these householders to compost suitable kitchen and garden waste at home.

To target specific geographical areas and ethnic groups Wandsworth will conduct other promotional activities, including poster campaigns and articles in local media.

4.2.6.1 Outputs

No data exists which measures the success of the schemes. However, a recent study by the Open University⁸ reported that within WRWA those who recycle a lot felt much more informed than medium recyclers and considerably more than people who recycle little or not at all. It was also reported that knowledge of recycling services across WRWA is up 14 points, with 53% of people surveyed being aware of recycling schemes in 2003. This increased awareness is likely to be partly responsible for almost a third of people questioned in the study stating that they recycle more in 2003 than a year before. So while the direct benefits of awareness-raising are difficult to quantify, such programmes are extremely important in acting to increase recycling rates across Wandsworth.

4.2.7 Compulsory kerbside recycling

One of the most radical recent developments in WCA waste services delivery has been the introduction in the London Borough of Barnet of a scheme under which residents in a trial area of 25,000 households have been compelled to recycle. This is legal under s46 of the EPA 1990, which allows for the introduction of compulsory segregation of waste together with prosecution for non-compliance.

The scheme increased tonnage capture rates by 10% in the trial area and achieved an 80% participation rate in one specific area where monitoring and enforcement was particularly thorough. However, rates also increased in other areas of Barnet and only one premise was considered for issue of a formal notice. Thus the threat was, in effect, a high power publicity campaign

Wandsworth will look closely at the potential to use Section 46 notices under EPA 1990 within Wandsworth as a means of increasing recycling. In particular, Wandsworth will consider using these to require the managing agents of privately managed higher-rise housing sites to allow the provision of orange recycling banks within them. Such notices could also potentially require the residents to use them. However, until there is a shortage of such locations willing to accept the banks and make reasonable use of them without compulsion being used, it makes sense to treat the provision of orange banks where they will be accepted as a priority.

4.2.7.1 Outputs

As shown in Barnet, publicity can and does increase recycling. Notices under Section 46 must be considered as a last resort if other reasonable methods fail.

⁸ 'Public Attitudes to Behaviour in Western Riverside: research evaluation results from the first year of the 'Rethink Rubbish Western Riverside Campaign'. Dr Christine Thomas. June 2004.

4.2.8 Summary of inputs and outputs from actions to increase the rate of recycling

The table below summarises the costs and benefits of the actions listed in the sections above. For the purposes of projecting performance and costs, action points and their inputs and outputs are only included here where they are considered very likely to be actioned and where the outputs are significant. The costs to Wandsworth indicated do not include the cost savings from reduced disposal costs.

Measure	Increased percentage recycled
Doorstepping higher-rise premises	2.5%
Improving accessibility to recycling facilities	2.5%
Provide reusable sacks to higher-rise premises	0.5%
Increasing the types of waste that are collected for recycling	0.0%
Composting Christmas trees	0.001%
On-demand garden waste service	0.7%
Totals:	6.201%

4.3 Objective 3: Enhance the efficiency and reliability of the waste collection services provided by Wandsworth

The people of Wandsworth expect reliable and efficient domestic waste collection services. It is the responsibility of Wandsworth's Waste Management Section to ensure that these are delivered via the refuse services contract. A new contract for waste collection services let to Biffa Environmental Services Ltd commenced in September 2004. It is important that Wandsworth maintains the good working relations already established with the contractor and deals with any problems quickly.

It is important that plans for continuous improvement are laid and are developed throughout the life of the contract. Improved reliability will have knock on effects for recycling, by acting to encourage and increase the set out rate of orange sacks, as discussed above.

Some of the actions below have already been established and are ongoing.

4.3.1 Staff training and development

As part of the contract for waste collection, Wandsworth has required that at least 50% of the refuse collection staff be trained to a minimum of NVQ level 2 in Waste Management by mid 2006/2007. This will act to increase waste and recycling awareness among the collection staff and improve the effectiveness and efficiency of the waste and recyclable collection services.

4.3.2 Outputs

The benefits of the training are very difficult, if not impossible, to quantify accurately, especially as the measure has not been fully implemented. Outputs have not, therefore, been included here.

4.3.3 Annual quality performance review

It is important that Wandsworth keeps a check on the quality of the services it provides. Such checks can highlight inefficiencies and areas where improvements can be made, as well as highlighting where progress has been made and where successes can be built upon. Being rated as an "Excellent" authority under the Comprehensive Performance Assessment regime exempts Wandsworth from the requirement to undertake regular "Best Value Reviews" of its services. Instead, each year Wandsworth produces an Annual Quality Performance Review of its waste management services. This covers the service aims and objectives, the customer base, resources, activities undertaken and performance in relation to key indicators such as complaint levels and the recycling rate achieved. It also assesses costs and incorporates plans for continuous service improvements. Wandsworth is committed to maintaining these reviews as an important step in monitoring the services provided, including waste management.

4.3.4 Outputs

The review is normal practice for Wandsworth. No quantifiable improvements are expected.

4.3.5 Dealing with complaints

Wandsworth is committed to dealing with all complaints in an efficient and understanding way. To this end, Wandsworth:

- Makes it easy to complain
- Takes all complaints seriously
- Deals with complaints as quickly as possible
- Investigates all complaints fully
- Sends an acknowledgement within 5 working days if the matter cannot be dealt with immediately
- Sends a final written answer within 10 working days
- Keeps the complainant regularly informed if the final response cannot be sent within 10 days
- Explain the results of the complaint in writing

- Treats the complainant with respect
- Treats the complaint in confidence
- Look at the pattern of complaints received and tries to improve areas of continuing problems.

Achieving this in practice will help to enhance the street scene by, for example, ensuring that reported missed collections are removed promptly and by helping to identify and address areas of poor performance.

To ensure good customer service is provided, Council staff are expected to answer the phone within 5 rings or 15 seconds and respond to letters within 10 working days, or provide an acknowledgement within 10 days where this is not possible.

It is acknowledged that too many callers do not get through within 15 seconds. More staff and improved equipment is being introduced to reduce waiting times.

4.3.6 Outputs

No quantifiable improvements are expected.

List of abbreviations

CPA	Comprehensive Performance Assessment
Defra	Department of the Environment, Food and Rural Affairs
EfW	Energy from Waste
EPA 90	Environmental Protection Act 1990
JMWMS	Joint Municipal Waste Management Strategy
LCRN	London Community Recycling Network
LRF	London Recycling Fund
MWMS	Municipal Waste Management Strategy
RWP	Riverside Waste Partnership
RWR	Recycle Western Riverside
Wandsworth	The London Borough of Wandsworth
WCA	Waste Collection Authority
WDA	Waste Disposal Authority
WETA 03	Waste and Emissions Trading Act 2003
WRWA	Western Riverside Waste Authority

Appendix 1: Summary of planned actions

Action	Inputs	Measurable outputs	Priority	Timing and milestones
Enforcement to reduce the amount of commercial waste entering the household waste stream	Continuation of existing action – no new resources required	Outputs difficult to measure, therefore no specific targets set.	High	Ongoing
Re-use of bulky waste	Wandsworth to seek to identify and obtain funds to establish a furniture re-use scheme.	Up to 25% of bulky waste to be recovered/recycled.	Low	To await funding and availability of space
Support real nappy week.	Council to erect display – no additional inputs required from Wandsworth.	Un-measurable and likely to have minimal benefit.	Low	Ongoing
Home composting	400 discounted composters provided per annum. No costs to Wandsworth.	An optimistic estimate is around 50 tonnes.	Med	Ongoing
Support use of 'master composters' to provide advice and guidance.	No specific resource to be provided, general ongoing support given by Wandsworth.	Not measurable	Low	Until April 06
Minimising unwanted mail	No additional costs to Wandsworth as promotion work being carried out through RWR.	Diversion of around 75 tonnes across the borough if the measures are successful	Med	
Doorstepping higher-rise premises	Continuation of RWR campaigns, but now targeted at higher-rise premises	Additional 2,500 tonnes recycled adding 2.5%.	High	
Improve accessibility to recycling facilities	Continuation of present programme	Additional 2,500 tonnes recycled adding 2.5%.	High	By end of 2007, 2,000 banks to have been installed
Provide reusable sacks to higher-rise premises	LRF funding sought to purchase sacks. Delivery from existing Council and RWR resources.	Additional 500 tonnes recycled adding 0.5%.	Med	As soon as funds found

Increase the types of waste that are collected for recycling				
Recycle batteries, yellow pages, more plastic, scrap metal and tetrapaks	Wandsworth officer's time.	Nil measured but important in setting the tone.	Med	
Christmas tree recycling	As in refuse contract	77 tonnes composted in 2005.	Med	Ongoing
On-demand garden waste service	As in refuse contract	700 tonnes a year adding 0.7%	Med	
Education and awareness-raising.	Wandsworth officer's time and RWR programme.	Difficult to measure tangible outputs resulting from education campaigns, but generally accepted to be crucial to a successful strategy.	High	Ongoing
Compulsory kerbside recycling.	Wandsworth to look at use of s46 EPA 90 notices.	Cannot be separated from other publicity measures	Low	Only if needed
Staff training and development	50% collection staff trained to NVQ level 2 in waste management.	Difficult to measure tangible outputs resulting from training, but likely to lead to improved efficiency of service.	High	50% staff trained by 2006/07.
Annual quality and performance review	Wandsworth officer's time	Difficult to measure tangible outputs resulting, but is part of the Wandsworth approach to efficient services.	High	
Dealing with complaints.	Commitment to dealing with complaints effectively – set out in overall Council complaints procedure – no specific inputs required.	Reduced number of persistent complaints.	High	Ongoing.

Appendix 2: Recycling in Wandsworth

Table 2 below shows the potential for recycling within the Wandsworth Borough. The data on composition has been taken from “Re-inventing waste: Towards a London Waste Strategy”, which was produced in 1998 by the Environment Agency and LPAC, and sets out the composition of a typical household waste bin in London. It should be used with caution as it may not represent Inner London. The tonnage data is taken from the total amount of household waste collected in 2003/2004.

Table 2: Composition of household waste in Wandsworth (2003/2004)

Category	%	2004/5 (t)
Paper & Card	23.8	24,239
Glass	7.9	8,046
Cans, Foil & Aerosols	3.2	3,259
Plastic	4.8	4,889
Total Orange recycle	39.7	40,433
Textiles	2.5	2,546
Other Recyclables	0.4	407
Total dry recyclables	42.6	43,386
Compostable Organics	38.1	38,803
Refuse	19.3	19,655
Total	100	101,844

The RWP’s JWMS is focussed on collecting only the dry recyclables. Wandsworth does not provide for the collection of kitchen or garden waste at present. Therefore, Wandsworth, at present, is limiting collection to a maximum of 39.7%. To achieve 24% means that 60% of the available recycle needs to be collected.

Appendix 3: Gap analysis

Percentage Household Waste Recycled or Composted: actuals & targets (forecasts from Nov 05, based on actual household waste from Apr '04)

