



Recycling: Looking to the Future

10 January 2006

Report to the City Council

Recycling: Looking to the Future



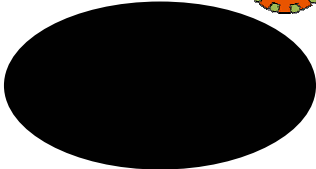
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Preface

By Councillor Alistair Dow

Chair, Transportation and Street Services
Overview and Scrutiny Committee



Today's world is often referred to as a "disposable society", but the reality is that disposing of these goods takes time, skill and money, and local authorities must tackle the problem of increasing volumes of waste across the City. How we collect and dispose of this waste in a way that benefits the residents of Birmingham both economically and environmentally was the focus of this review.

It is worth noting that, whilst Birmingham is behind many other local authorities in the percentage of waste recycled, having Tyseley Energy from Waste Plant means we actually landfill much less waste than other authorities. Indeed, if the Government were to include post-incineration recovery of metals and ash in recycling percentages, the City Council's target of 30% for 2020 would be reached and surpassed now.

Notwithstanding this however, Birmingham must increase the percentage of waste recycled. In examining how this might be done, it was not our intention to produce only a prescriptive list of "must dos" – although there are some of those – but to present a range of options to present to the Executive in their consideration of how we progress. The City must make the step change necessary to meet targets and satisfy public demand.

We are fully aware that there will be costs attached to this. However, decisions have to be taken and doing nothing will result in expense for the Council – whether through penalties for not meeting targets or through higher landfill taxes. We also discovered that there are opportunities to generate money, including for the region as a whole in the promotion of recycle processing industries which can sell services to other authorities.

Birmingham is uniquely placed to take full advantage of these opportunities. As a large city at the centre of the country it has a large potential workforce, a supply of recyclable materials and markets. As a Council, we can lead the way in innovative approaches to collection and disposal. Birmingham residents rightly have high expectations of the Council in this area, and they have a right to progressive and ambitious leadership from their civic leaders.

The will to do this is undoubtedly here – I am pleased that all members of the Transportation and Street Services O&S Committee were enthusiastically involved in the review, and that they represented a cross-party, cross-city group encompassing the widest range of ages. Both members and witnesses involved in the review have given much considered thought to the issues, and we hope that this is reflected in how these important decisions are taken forward.

A handwritten signature in black ink, reading "Alistair Dow".



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Glossary

APC	Air Pollution Control
BREW	Business Resource Efficiency and Waste
CfC	Chloroflourocarbon
CO ₂	Carbon Dioxide
CRED	Community Recycling and Economic Development Programme
DEFRA	Department of Environment, Food and Rural Affairs
DETR	Department for Environment, Transport and the Regions (former Government department)
EA	Environment Agency
EfW	Energy from Waste
EIA	Environmental Impact Assessments
HRC	Household Recycling Centres
IBA	Incinerator Bottom Ash
LATS	Landfill Allowance Trading Standards
LFP	Ladywood Furniture Project
MORI	Market and Opinion Research International
MRF	Materials Recycling Facility
NISP	National Industrial Symbiosis Programme
NRF	Neighbourhood Renewal Fund
ODS	Ozone Depleting Substance
PET (plastics)	Polyethylene terephthalate
PPS	Planning Policy Statements
Recyclate	Collective term for materials which can be recycled
ReMaDe	Recycling Market Development – UK projects based on the original CWC model, Seattle, USA.
ROTATE	Recycling and Organics Technical Advisory Team
RSS	Regional Spatial Strategies
SA	Sustainability Appraisal
SEA	Strategic Environmental Assessment
SELCHP	South East London Combined Heat & Power – flagship energy recovery facility, Greenwich
SME	Small–Medium Enterprise
TWD	Tyseley Waste Disposal Ltd
WEEE Directive	Waste Electrical and Electronic Equipment Directive (EU)
WIP	Waste Implementation Programme
WRAP	Waste Resources Action Programme



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1 Summary

- 1.1.1 The impetus behind this Review was threefold: public expectations of a good quality, wide ranging recycling collection programme; targets imposed by Government on the percentage of waste to be recycled; and increasing pressure nationally and from Europe to significantly increase the amount of recycling undertaken in Birmingham.
- 1.1.2 The Committee spoke to a range of witnesses, including local organisations who are currently working within Birmingham and national organisations that are able to assist the Council. We also undertook visits to three other local authorities: Lichfield, Leeds and Greenwich.
- 1.1.3 Our conclusions coalesce around six key issues to be addressed in the coming months and years:
- Where should responsibility for recycling lie: in the corporate centre or with Districts?
 - How should the public be consulted and engaged?
 - What role should community organisations have?
 - What role should Tyseley Energy from Waste Plant play?
 - What role should kerbside collection play?
 - What involvement should the City Council have in the disposal and reprocessing of recycled materials?
- 1.1.4 The first is being addressed by the Scrutiny Review of Devolution and Localisation currently being undertaken by the Co-ordinating Overview and Scrutiny Committee. However, the importance of incorporating local nuances into service delivery is crucial, particularly when considering types of containers for kerbside collection.
- 1.1.5 The Committee found that no large scale assessment of public opinion on recycling has been undertaken, nor have there been any real attempts to engage Birmingham residents across the city in recycling activities. We therefore recommend that programmes to address this are brought forward.



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- 1.1.6 Community organisations have value in engaging people and in feeding back to the community. However there are often concerns around efficiency and cost-effectiveness. The role these organisations can play in helping to increase recycling rates and awareness should be recognised appropriately.
- 1.1.7 The City has one dimension to its waste management that many others do not. Tyseley Energy from Waste Plant currently plays an important role in diverting waste from landfill – which would cost the Council – and does not currently restrict the capacity to recycle. The long term question to be addressed is “is the goal to always have an incinerator in Birmingham or to reduce and recycle vastly higher volumes so that incineration is not viable?”
- 1.1.8 Kerbside collections of recyclable materials are recognised to be the primary way to get people recycling, by making it easy and convenient. However, getting the right programme in place is critical: type of container and frequency of collection are considerations, along with whether any scheme should be compulsory or not. There are currently kerbside collections of paper from most of the city – we suggest that this is extended to the whole city. Pilots of multi-material and green waste collections are currently underway and the results from these will be critical in forming future policy. However, it is clear that city-wide kerbside collection of recyclable materials must play a major part in any future plans.
- 1.1.9 We found excellent examples of local firms reprocessing recyclable materials – most notably Kappa Paper Mill, which takes all forms of paper and card and produces container board. Evidence suggests more of these processing industries are needed in the region and the region has the capacity to provide them.
- 1.1.10 It is clear that part of remaining focused on what must be achieved in the future is in addressing these key issues. We intend to take a strong interest in this area, over and above the tracking and performance monitoring process. We therefore request annual reports to ensure we are on track to deliver.



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2 Summary of Recommendations

	Recommendation	Responsibility	Completion Date
R01	The Cabinet Member should bring forward plans to consult with the public across the city on recycling issues.	Cabinet Member for Transportation and Street Services	31 July 2006
R02	An on-going communication and engagement strategy for recycling should also be published.	Cabinet Member for Transportation and Street Services	31 July 2006
R03	The Cabinet Member should consider using recycling credits to reward community groups such as Brumcan. This consideration should include: <ul style="list-style-type: none"> • Benefits to the City Council; • Benefits to the community groups; • Benefits to the wider community in supporting these groups. 	Cabinet Member for Transportation and Street Services	31 January 2007
R04	The Cabinet Member should recommend the use of blank space on the reverse of Bulk Refuse Collection leaflets distributed to residents to 'advertise' the services of recycling initiatives offered by voluntary and community organisations within Birmingham.	Cabinet Member for Transportation and Street Services	31 March 2006
R05	The Cabinet Member should investigate the feasibility of the further development/extension of Tyseley Energy from Waste (EfW) plant to allow the City Council to generate income by taking in waste from other local authorities and producing energy.	Cabinet Member for Transportation and Street Services	31 October 2006
R06	The Cabinet Member should lobby Central Government to change the calculation of recycling rates to include: <ol style="list-style-type: none"> a) Energy generated from waste; b) The recovery of materials post-incineration; c) Materials that are re-used. 	Cabinet Member for Transportation and Street Services	31 March 2006
R07	The Cabinet Member for Transportation and Street Services should consider extending the kerbside paper collection recycling scheme to all homes, including flats and apartments, in Birmingham in the next financial year (2006/07).	Cabinet Member for Transportation and Street Services	31 March 2007



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	Recommendation	Responsibility	Completion Date
R08	<p>The Cabinet Member should bring a report to the Transportation and Street Services Overview and Scrutiny Committee on the completed pilot kerbside collection schemes. This report should include:</p> <ul style="list-style-type: none"> • Volume of waste collected; • Costs incurred; • Participation rates; • Progress on meeting the Household Waste Recycling Act 2003 across the City. 	Cabinet Member for Transportation and Street Services	30 June 2006
R09	The Cabinet Member considers the extension of the multi-material collection scheme to all homes, including flats and apartments, served by a specified Waste Management Depot (e.g. Lifford Lane) in the next financial year.	Cabinet Member for Transportation and Street Services	31 March 2007
R10	The Cabinet Member should investigate the feasibility of the construction of a Materials Recycling Facility within Birmingham.	Cabinet Member for Transportation and Street Services	31 October 2006
R11	<p>The Cabinet Member should, as part of a resident-focused approach:</p> <p>a) maintain the weekly residual domestic waste collection to all properties in Birmingham;</p> <p>b) review the frequency of all kerbside recycle waste schemes and if necessary bring forward proposals for change;</p> <p>c) review all containers in which recycle and residual domestic waste is collected and to bring forward proposals for change, if necessary.</p>	Cabinet Member for Transportation and Street Services	31 January 2007
R12	The Cabinet Member should explore increasing the range of materials recycled at Household Recycling Centres.	Cabinet Member for Transportation and Street Services	31 October 2006
R13	<p>Updates on progress with recycling will be requested on an annual basis to ensure the Committee is fully briefed on developments as the City Council strives to meet national targets up to 2015.</p> <p>The first of these reports will take place in September 2006.</p>	Cabinet Member for Transportation and Street Services	30 September 2006
R14	<p>Progress towards achieving these recommendations should be reported to the Transportation and Street Services Overview and Scrutiny Committee no later than its July 2005 meeting.</p> <p>Subsequent reports on progress will be scheduled by the Committee on a regular basis thereafter until all are completed.</p>	Cabinet Member for Transportation and Street Services	31 July 2006



3 Introduction

3.1 Reasons for the Review

- 3.1.1 Recycling activity has existed across Britain for many years, but in the last decade the stakes have been raised considerably. Firstly, there has been increasing public awareness of environmental issues with a corresponding willingness of people to “do more”. Alongside this is the growing recognition that ever higher volumes of waste combined with ever decreasing space (and enthusiasm) for landfill demand that, on practical grounds alone, waste disposal methods must change.
- 3.1.2 In England and Wales, industrial, commercial and municipal waste totals over 100 million tonnes per year, and this is growing at a rate of around 3% per annum. Provisional figures from the Department of Environment, Food and Rural Affairs (DEFRA) show that during 2004/05, English households recycled almost 23% of their waste – one of the lowest rates in Europe.
- 3.1.3 Pressure also comes from central government and Europe. The most pertinent piece of national legislation is the Household Waste Recycling Act 2003 which requires Local Authorities to arrange the kerbside collection of at least two materials for recycling from all households by 2010.
- 3.1.4 There is also an increasing body of European legislative requirements which are being translated into UK law. This includes a Directive aimed at reducing the amount of waste sent to landfill, resulting in the Landfill Tax.
- 3.1.5 The Government’s response has been to impose targets on local authorities across the country in order to meet the following national targets:
- To recycle or compost at least 25% of household waste by 2005;
 - To recycle or compost at least 30% of household waste by 2010;
 - To recycle or compost at least 33% of household waste by 2015.



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- 3.1.6 The specific impact on Birmingham of this and other legislation is set out in more detail later in the report (section 5.1). It is enough to note at this stage that the requirements placed on the City Council are wide and challenging, and that failure to meet these challenges will have serious financial and environmental consequences.

3.2 Methodology

- 3.2.1 This Review was undertaken by members of the Transportation and Street Services Overview and Scrutiny Committee. We aimed to take a wide view of the subject, looking at:

- Collection methods and issues around disposal;
- The public's clear wish for more recycling to be undertaken;
- How residents can be encouraged to recycle more;
- The role of community and other local organisations in providing these services;
- The support available from regional and national resources;
- Where recycling issues influence the wider sustainability agenda.

- 3.2.2 The key question we aimed to answer was:

"What action should the City Council be taking now to ensure meeting the target of 30% of waste to be recycled by 2010?"

- 3.2.3 Evidence gathering sessions were held during full Committee meetings between April and November 2005.

- 3.2.4 The evidence gathering fell into four parts. The first step was to investigate what Birmingham City Council and its partners currently do and plan to do with regard to recycling (Chapter 5). This included:

- Taking evidence from Birmingham City Council officers representing Waste Management, the Sustainability Team and Corporate Procurement;
- Visiting Tyseley Energy from Waste Plant;
- Visiting Kappa Paper Mill;
- Visiting Brumcan;
- Taking evidence from the Manager of the Ladywood Furniture Project.



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- 3.2.5 It was also decided to take evidence from organisations with a wide experience of recycling and learn from the “experts” (Chapter 6.) including:
- Waste Resources Action Programme (WRAP);
 - National Industrial Symbiosis Programme (NISP);
 - Urban Mines.
- 3.2.6 Members undertook further visits to three other local authorities to examine success elsewhere (Chapter 7):
- Lichfield District Council – the highest performing authority in 2003/04 for recycling rates (46% in 2003/04);
 - Leeds City Council – the highest performing core city in 2003/04 for recycling rates (15% in 2003/04);
 - Greenwich London Borough Council – an authority which had a similar rate to Birmingham in 2003/04 (12%) but one which has dramatically increased its recycling rates since then (to 21%).
- 3.2.7 The fourth strand of evidence-gathering was to discuss the information uncovered as part of the review with the Cabinet Member for Transportation and Street Services (Committee meeting on the 4th October 2005) and District Directors (informal meeting on the 11th October 2005). Their feedback is incorporated within the Conclusions and Recommendations chapter.
- 3.2.8 A full list of witnesses is contained in Appendix 1.



4 Context

4.1 Introduction

- 4.1.1 This chapter of the report will set out the context necessary to understand fully the myriad of issues involved in the consideration of recycling.
- 4.1.2 The first and most obvious driver is the targets imposed by Government and the impact these have on Birmingham. We will then go on to consider other legislative requirements.
- 4.1.3 The views of Birmingham residents are a key factor, and there is also a need to consider the wider issues of sustainability and planning, and the need for policy integration.

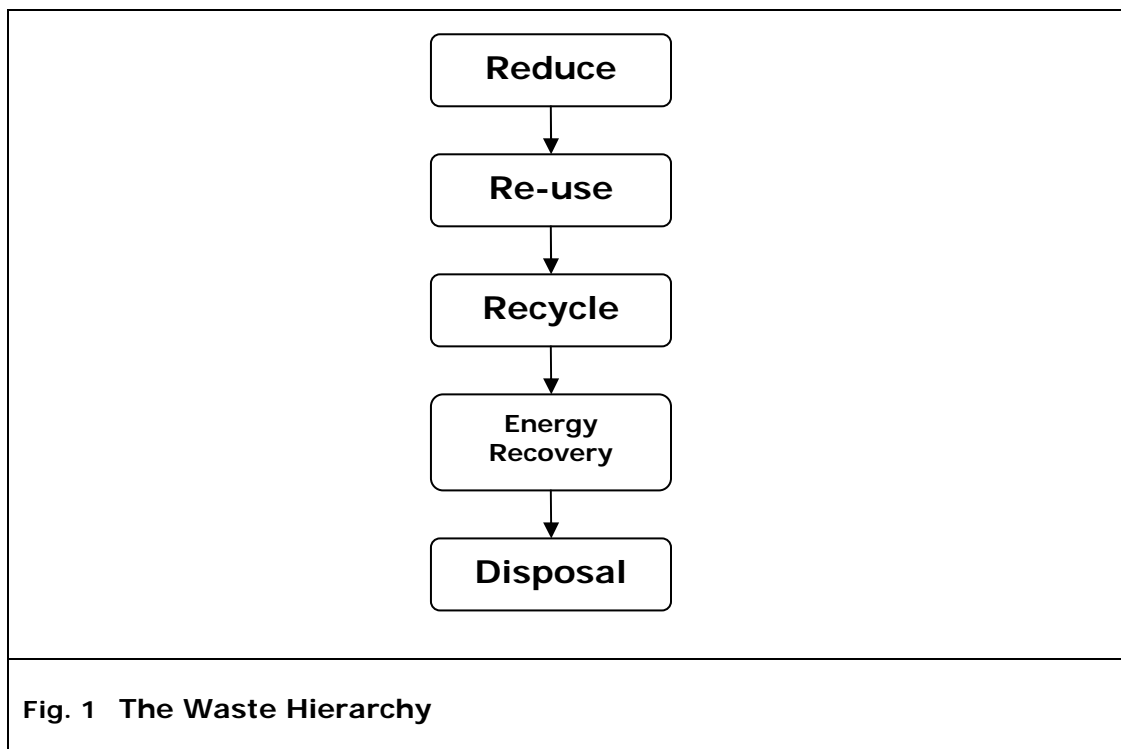
4.2 Targets

- 4.2.1 The statutory targets Birmingham must meet are set out in the Waste Strategy 2000 (England and Wales), produced by the former Department for Environment, Transport and the Regions (DETR). This also sets the principles of sustainable development underpinning current legislation. The strategy specifies a number of recommendations for action, including greater efforts to meet actions at the top end of the waste hierarchy (see Fig. 1), i.e.:
- **Reduce** waste;
 - Increase **re-use**;
 - Increase **recycling and composting**; and,
 - **Recover energy** from waste through incineration where it cannot be recycled.
- 4.2.2 The national targets are set out in paragraph 3.1.5 of this report. Within these national targets, specific targets are set for each local authority and Birmingham's target for 2005/06 is 18%. Targets for 2010 and 2015 have not yet been set. Recent guidance from DEFRA suggests interim targets may be introduced for 2007/08.



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- 4.2.3 A number of local authorities failed to meet their targets in 2003/04, however the consequences of this are not yet clear. The Secretary of State does have powers to intervene, possibly to bring in a special project team. Fines may also be imposed (though as yet there is no information on how much these might be) alongside the inevitable injury to the reputation of the authority.
- 4.2.4 The targets refer to household waste only and are strictly defined. A number of items are excluded:
- Post incineration products (bottom ash and metals);
 - Soil and rubble;
 - Fly tipped waste;
 - Trade and business wastes;
 - Reuse (e.g. textiles, shoes and books).



4.3 Legislation

- 4.3.1 Alongside the recycling targets there are many other legislative and regulatory drivers which shape Birmingham's recycling activities. These are determined, by and large, by EC Directives and their transposition into UK legislation. They include a range of targets and enforcement mechanisms, and over a range of timescales. These are summarised in Appendix 2.



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- 4.3.2 Perhaps the most significant example of these – excepting the targets discussed above – is the Landfill Tax, introduced to deter landfilling. This is now charged at £18 per tonne, and will increase by £3 per tonne per year until £35 per tonne is reached. The Landfill Directive sets targets of a 25% reduction in baseline 1995 levels of biodegradable municipal waste stream to landfill by 2010.
- 4.3.3 In addition to this range of legislative mechanisms, a number of key policies and strategies exist outside of the standard regulatory framework, yet still possess an important influence on the direction of the UK's (and consequently Birmingham's) recycling operations. These include EU Thematic Strategies and further details are contained in Appendix 2.
- 4.3.4 It is worth noting that these requirements are placed on local authorities and other corporate bodies. There are, as yet, no responsibilities placed directly on citizens, as in some other European countries.

4.4 Views of Birmingham Residents

- 4.4.1 Whilst it would be untrue to say that recycling is considered to be the most important issue by Birmingham residents, it is nevertheless a prominent issue. The 2004 MORI survey shows that, of the services the Council provides:
- 31% of residents considered '*doorstep recycling*' to be one of the most important;
 - 30% considered '*recycling facilities*' to be one of the most important;
 - 65% of respondents considered 'household waste collection' to be one of the most important.
- 4.4.2 Also relevant is the fact that less than half of respondents perceived Birmingham as 'a green city' (45%) and a third (37%) considered Birmingham 'a clean city'.
- 4.4.3 In terms of the recycling service provided at the time of the survey (i.e. excluding the pilots discussed in section 5.8):
- Two-thirds of residents were satisfied with local recycling facilities overall;
 - One in four (24%) residents felt that recycling facilities had got better over the past three years, while just one in 14 (7%) residents felt that these facilities got worse over this period;
 - Three fifths (62%) of residents were satisfied with the reliability of the collection of items for recycling – a fifth (21%) were dissatisfied;



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- Over half (58%) of residents were satisfied with doorstep recycling overall.

4.5 Wider Issues

Sustainability

- 4.5.1 There are several national and European 'Sustainability Strategies' which set out commitments, priorities and guiding principles on sustainability – for example, the UK Sustainable Development Strategy 2005 and DEFRA's 5-year strategy 'Delivering Essentials for Life'. Details of these are shown in Appendix 2.
- 4.5.2 These stress that waste management overall should be considered alongside other concerns such as transport, housing, health, economic growth, natural resources and regeneration. It is recognised that waste management can make a positive contribution to the development of sustainable communities.
- 4.5.3 At the core of this shift in focus must be the concept of an integrated approach which can be supported by the general public. It is with this in mind that we have approached the issue of recycling.

Planning

- 4.5.4 Another of these areas is planning, which has an impact in four main ways:
- Planning controls governing the siting of waste handling and processing facilities;
 - Planning controls within developments which can, for example, require the inclusion of space for recycling storage;
 - Regional Spatial Strategies to which local authorities are required to conform, for example the West Midlands Regional Spatial Strategy;
 - National guidance via Planning Policy Statements (PPS), including PPS10: Planning for Sustainable Waste Management.
- 4.5.5 In written response to questions from the Committee, Birmingham's own planning department stated:
- Environmental Impact Assessments (EIA) and Sustainability Appraisals (SA) are used in assessing the waste and recycling needs of major planning applications.



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- The planning process requires developers to demonstrate a commitment to recycling 'to a certain extent'. Major public facilities are required to have recycling banks e.g. superstores or leisure centres.
- The current planning process encourages new developments to include comprehensive, detailed and practical schemes for dealing with waste likely to arise both at the construction phase of development and during its lifetime.



5 Findings: The Current Position in Birmingham

5.1 Introduction

- 5.1.1 This chapter sets out the position in Birmingham as it stood at the time of writing (November 2005). We looked at:
- The City Council's performance against targets;
 - The various means for meeting those targets, both large and small; and
 - Current proposals to meet forthcoming targets.

5.2 Current Performance

- 5.2.1 In 2004/05, the City Council collected 467,967 tonnes of municipal waste. This excludes rubble (a further 11,494 tonnes) and trade / business waste and fly tipped waste (88,943 tonnes), of which 70,274 tonnes were recycled (14.95%) – an increase of 2.02% from 2003/04.
- 5.2.2 The latest figures for 2005/06 show recycling rates at 16.62% (Quarter 2 figures). The commentary states that with over achievement on composting: 'the final outturn will approach the combined statutory target of 18%'.

LA	2003/04	Target 2003/04
Lichfield District Council	46%	26%
Daventry DC	42%	30%
East Hampshire District Council	36%	16%
St Edmundsbury Borough Council	35%	33%
Isle of Wight Council	35%	26%
Forest Heath District Council	33%	33%
Melton Borough Council	31%	33%
Eastleigh Borough Council	31%	33%
Wealden DC	30%	16%
Staffordshire Moorlands District Council	30%	10%

Fig. 2 Top Performing Authorities 2003/04

Source: Audit Commission



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5.2.3 Comparing Birmingham's performance to other local authorities shows that Birmingham is some way off the top performing authorities (Lichfield achieved 46% in 2003/04) (Fig. 2). However, it is worth noting that we are not comparing like with like across these tables – these authorities are of a very different character and nature to Birmingham.

LA	2003/04	Target 2003/04
Walsall MBC	15%	16%
Coventry City Council MBC	14%	12%
Dudley MBC	14%	10%
Birmingham City Council MBC	13%	10%
Solihull MBC	13%	10%
Sandwell MBC	9%	10%
Wolverhampton MBC	9%	10%

Fig. 3 West Midlands Authorities 2003/04

Source: Audit Commission

5.2.4 Looking at other West Midlands Authorities shows Birmingham to be mid-table. Walsall achieved the highest rate at 15%, but failed to meet its target of 16%. (Fig. 3). Appendix 3 shows the various schemes operated by the West Midlands authorities, showing a range of kerbside collections already in operation.

5.2.5 Comparison with Core cities is of course more realistic and Birmingham is one of the top performing core cities. Only Leeds had a higher rate in 2003/04 with a rate of 15%. However, Birmingham did surpass its target of 10% (Fig. 4.). Details of these cities' recycling provision are contained in Appendix 3.

LA	2003/04	Target 2003/04
Leeds City Council MBC	15%	14%
Birmingham City Council MBC	13%	10%
Bristol City	13%	18%
Sheffield City Council MBC	12%	10%
Newcastle-upon-Tyne City Council MBC	10%	10%
Nottingham City Council	9%	8%
Manchester City Council	8%	7%
Liverpool City Council MBC	4%	8%

Fig. 4 Core Cities 2003/04

Source: Audit Commission



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- 5.2.6 Planning to meet future targets must be set against a context of increasing waste. The volume of waste has increased between 2% and 3% on annual basis in recent years. Based on these forecasts, there will be a small increase in the volume of waste going to landfill and the Tyseley Energy from Waste Plant, with recycling and composting taking up most of the increase in tonnage.
- 5.2.7 However, one area where Birmingham is undoubtedly ahead of many other local authorities is with regard to the Landfill Allowance Trading Scheme (LATS). Credits are given to each Local Authority to enable them to send waste to landfill: if an authority has more waste to landfill than credits then it must buy from authorities who have less waste and can therefore sell credits.
- 5.2.8 The existence of Tyseley Energy from Waste Plant, which reduces our landfill, means Birmingham will have surplus LATS credits up until 2014. However, sales are currently intermittent and the Council is waiting until the fourth quarter of the municipal year when most local authorities will be in a position to buy (and therefore know what they need). The Council hopes to make some money from this (although is not yet able to say how much). It is the Committee's belief that this should be used to invest to recycle.

5.3 Waste Collection and Disposal

- 5.3.1 The vast bulk of household waste collected in Birmingham is processed in one of three ways:
- Re-used – for example by Ladywood Furniture Project (see Section 5.4);
 - Recycled via the City Council collection schemes or Household Recycling Centres, or by one of the City Council partners (see Section 5.5 - 5.8);
 - Incinerated to generate energy, at the Tyseley Energy from Waste Plant (see Section 0).
- 5.3.2 The remainder is sent to Landfill – approximately 19.83% in 2004/05.

5.4 Re-Use: Ladywood Furniture Project

- 5.4.1 The Ladywood Furniture Project (LFP) has two core objectives
- Helping economically disadvantaged and individuals to locate household furnishing at affordable cost;
 - Developing volunteering and training that will lead to employment opportunities within the areas of its expertise.



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- 5.4.2 Neither recycling nor re-use are mentioned here – yet both are positive by-products of these goals.
- 5.4.3 It is worth emphasising that as *re-users* rather than *recyclers*, LFP's activities do not count towards the City Council's recycling targets. However, the activity is extremely worthwhile in both reducing the volume of waste and extending the life of whole items.
- 5.4.4 The LFP collects household furniture and white goods donated by the residents of Birmingham and Solihull. Approximately 600 tonnes are collected per year. The service is publicised through the media and some referrals are received from Contact Birmingham.
- 5.4.5 All items are inspected by staff for suitability and cleaned and repaired (to a limited, economic degree) before going on display in the warehouse and showroom.
- 5.4.6 LFP clients are entirely drawn from benefits referrals from agencies across the City. Around 6,000 people visited the showroom in 2004/05. LFP is the only organisation in Birmingham seeking furniture for people in need – other organisations collect goods, but for re-sale to generate funds.
- 5.4.7 Some financial support has been received from the Ladywood Ward Committee (in the form of Neighbourhood Renewal Fund monies), although pleas for more City-wide support had been less successful, with only a couple of other Ward Committees having pledged financial support. However, the organisation has, in response to earlier encouragement, become more self-financing.
- 5.4.8 LFP's main source of income is derived from their contract with TWD (Tyseley Waste Disposal) the City's partner in waste management. LFP collects, transports and stores refrigerators and freezers as part of our ODS (Ozone Depleting Substance) Regulation activities to remove CFCs from such equipment. LFP collects fridges and freezers from our five Household Recycling Centres (HRCs), and receive fridges and freezers from our Bulky Waste Collection Service.
- 5.4.9 LFP then sort out any reusable units and add these to their activities supporting the socially deprived. The remaining units are then transported by LFP to the processor in Darlaston to complete the activity.
- 5.4.10 Approximately 50,000 fridges and freezers from Birmingham are dealt with this way (and are included in the annual recycling figures), with around the same number again coming from Solihull, Coventry and Leicester. However, from June 2006, LFP will need to meet new licensing requirements of the EA (Environmental Agency) if they are to continue generating income from this activity and will have to negotiate new service agreements with Electrical Goods Manufacturers and Producers, who will take over responsibility for "end of life" electrical products from local authorities, under the WEEE directive.



Recycling: Looking to the Future

5.5 Recycling: Collection and Disposal

5.5.1 The collection of waste for recycling in Birmingham is conducted via three main routes:

- Kerbside collection of paper via the "Paper Round", servicing 328,500 households across the city (approximately 80%). This is operated in conjunction with Kappa Paper (see Section 5.6);
- Household Recycling Centres – 5 within the city, operated by Tyseley Waste Disposal Ltd (TWD), which, at current estimates collect around 40% of the City's recycling and composting;
- Bring banks – approximately 400 sites across the city, serviced by a range of different organisations, including:
 - o Alutrade: an aluminium extrusion scrap service based in Oldbury. A sister company produces products for the window blind and sign trade using the recycled material, although the reclaimed material is exported all over Europe;
 - o Oxfam, the Salvation Army, Scope, Green World and the British Heart Foundation service textile banks;
 - o Book Banks are provided and serviced by Oxfam.

5.5.2 Figure 5 shows the breakdown of the tonnage recycled in 2003/04 and 2004/05.

Material	No of sites 2003/04	Tonnes recycled 2003/04	Tonnes recycled 2004/05	% increase
Paper*	298	28,922	31,040	7.3%
Green Garden Waste*	5	11,640	16,275	39.8%
Metals	5	7,100	7,365	3.7%
Glass (min. 3 per site)	277	7,262	7,751	6.7%
Wood	5	1,736	6,334	72.4%
Textiles	118			
Books	3	1,377	877**	-63.7%
Shoes	5			
Vehicle Batteries	5	285	314	10.2%
Oil and Tyres	5	172	224	30.2%
Drinks cans	53	46	94	104.3.0%
Cardboard	5	-		-
Total	-	58,540	70,274	20.0%

*Kerbside collections operating in parts of the city **Reduction for Reuse by Audit

Fig. 5 Recycling in Birmingham

Source: Birmingham City Council



Recycling: Looking to the Future

5.6 Recycling: Kappa Paper

- 5.6.1 The Council currently sends paper collected on the kerbside rounds and at 'bring banks' to the Kappa Paper Mill in Birmingham. The mill can take all types of paper, and produces over 180,000 tonnes of 'container board' (the lining for cardboard boxes) a year.
- 5.6.2 The Mill is the second most modern container board manufacturer in the country. The company specialises in this particular form of packaging as it is a relatively high grade product and thus more profitable.
- 5.6.3 Birmingham is seen as an excellent location for the mill, not only as most key raw materials can be found nearby but also because of its proximity to the motorway network.
- 5.6.4 Birmingham households supply around 30,000 tonnes to the mill each year – around 15% of the mill's capacity. Kappa also takes paper from a range of other authorities and companies.
- 5.6.5 Kappa operates a number of recycling banks across the city. The introduction of the kerbside collections has not affected volumes of paper brought to recycling banks, in fact, despite a small initial drop the volume has now increased. The cardboard-only collection points introduced at all five household waste recycling sites have been particularly successful.
- 5.6.6 All types of paper are accepted and then sorted and cleaned at the mill, thus encouraging higher recycling rates by removing some of the responsibility and time input from the householder or business.
- 5.6.7 It is important to note that there is still considerable capacity to recycle at the Mill. The Managing Director has pledged to take any paper collected within Birmingham, however high the volume. The company sees this as its responsibility, as they have the expertise to properly dispose of paper.
- 5.6.8 Kappa SSK and Kappa Paper Recycling together employ around 140 people, and there are approximately five times as many jobs dependent on the operation through suppliers.

5.7 Recycling: Community Schemes

- 5.7.1 In addition to the Council-run operation outlined above, there are a number of smaller community ventures that we came across in our investigations. Examples include:
- Brumcan;
 - CSV Environment; and
 - Brandwood Ward Resident Scheme.



Recycling: Looking to the Future

Brumcan

5.7.2 Brumcan, a registered charity, operates dry materials kerbside collection in some parts of the City, and is perhaps one of the most significant of these community schemes. In 2003/04, Brumcan collected the following amounts from some 16,000 households and 1,024 high-rise flats:

- Paper – 74.13 tonnes;
- Aluminium Drinks Cans – 14.49 tonnes;
- Glass – 58.81 tonnes;
- Textiles – 18.45 tonnes.



5.7.3 It should be noted that the tonnes recycled during this period arose from a phased-in expansion programme, so they are not reflective of the annual recycling rate for the entire population served.

5.7.4 Currently, Brumcan's operation includes:

- *Birmingham Estates Recycling Project*: installations of 43 Mini Recycling Centres (MRCs) serving 2,718 households across 16 different estates:
 - o Bartley Green;
 - o Civic Centre;
 - o Harborne;
 - o Priory Estate;
 - o Pritchett's Tower;
 - o St Oswald's Court;
 - o Welsh House Farm;
 - o Kemble Croft;
 - o St Basil's.
- *Birmingham Waste & Resources Project*: weekly household collection & recycling service from 16,000 households across South Yardley, Moseley & Bordesley Green wards.

5.7.5 Brumcan's service delivery had grown to around 20,000 households by mid 2003 - 2,500 of which were high-medium rise flats. However, funding cuts led to a reduction of around 8,000 weekly household collections in Sparkbrook and Nechells and new funding has also been gained to expand into a new area. Participation rates vary across the neighbourhoods served: e.g. currently 11% in Bordesley Green; 17% in South Yardley and 46% in Moseley.



Recycling: Looking to the Future

5.7.6 Brumcan aims to:

*" ... advance education relating to the benefits and environmental importance of recycling waste materials and generally to improve the physical environment of Birmingham and the surrounding area."*¹

5.7.7 It operates in four key service areas:

- Education and Community Outreach;
- Domestic Collection and Recycling;
- Commercial Collection and Recycling (all profits go to the Brumcan charity);
- Special Projects.

5.7.8 During its 14 years of operation, it has fostered working partnerships with customers including schools, youth groups, neighbourhood and community groups, local authority and domestic householders and businesses (e.g. Highways Agency, Banks).

5.7.9 Brumcan employs 15 staff, and supplements this with a range of volunteers and trainees. At the time of writing, the Brumcan operation involved 50 local volunteers – three with special needs, and around 25 New Deal Trainees per annum.



Brumcan's Depot

¹<http://www.brumcan.co.uk/>, Accessed 17 November 2005



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- 5.7.10 The collected material is sorted back at the depot to sell on. Brumcan receives some income from this, but not a significant amount. Surplus income is used to raise environmental awareness, fund educational and community outreach and to provide training.
- 5.7.11 The household collection of dry recyclate is not designed as a fast service, but is considered to have an educational value through a highly visible presence of electric pedestrian-controlled collection carts and recycling operatives. Brumcan has six electric collections carts which are suitable for particularly dense urban areas. Costing around £15,000, the carts are battery operated and recharged overnight, thus requiring secure housing.
- 5.7.12 Any Brumcan revenue is returned as financial remuneration via residents groups to the community as a means to promote ownership of waste and recognition of resources.
- 5.7.13 In 2004, Brumcan's turnover amounted to around £0.6million (10% trading; 90% grant / sponsorship). Funders have included:
- Government Office for the West Midlands;
 - Birmingham City Council, mainly through Neighbourhood Renewal Funding;
 - New Opportunities Fund (CRED Programme);
 - Landfill Tax Credit Scheme (although no longer eligible to apply);
 - Private sector sponsorship (e.g. LDV free lease-hire of vans).
- 5.7.14 There are of course many uncertainties attached to these forms of funding. In the first half of 2005, NRF funding to Brumcan was cut from Nechells ward, due to concerns about the viability of the scheme as Brumcan was not successful in its applications to other wards.

CSV Environment

- 5.7.15 CSV Environment operates a kerbside green waste collection scheme called Run-A-Muck. The scheme services approximately 8,000 households in the Small Heath, Washwood Heath and Nechells Wards of Birmingham, and 40,000 households in the Moseley and Small Heath areas.
- 5.7.16 At a cost of £80-100,000 per year per ward, and part-funded by ward allocations of the Neighbourhood Renewal Fund, the scheme provides a green garden waste fortnightly collection service. Collected by a combination of paid staff and volunteers, the material is composted at specially created community composting sites the final product is offered back to residents as a soil conditioner, mulch or chippings.



Recycling: Looking to the Future

- 5.7.17 In 2003/04 "Run A Muck" collected and composted 311.70 tonnes which contributed to the City's overall recycling performance.

Brandwood Ward Resident Scheme

- 5.7.18 This is a small resident-run scheme using a disused drying area at the rear and centre of a group of houses. Residents collect and store recyclable materials in a small quantity of 240-litre wheelie bins supplied by the Waste Management section of Birmingham City Council. On an occasional basis these bins are collected by staff members of the Recycling Team in a small flat-back vehicle. The wheelie bins have been loaned to the group and the collections are funded within the current Recycling Team budget.
- 5.7.19 Although this is very much a small-scale operation and therefore not particularly cost effective, it does illustrate the willingness of local residents to get involved in recycling schemes.

5.8 Recycling: Future Plans

- 5.8.1 Methods of improving the City's performance on recycling are already being considered. There are currently pilots operating to explore the feasibility and practicality of extending kerbside collections. The pilots have been taking place in the south west of the city for 26 weeks from autumn 2005 into spring 2006. These have comprised:
- Green waste collection from approximately 20,000 domestic properties on a weekly basis;
 - Green waste collection from approximately 20,000 domestic properties on a fortnightly basis;
 - Multi-material kerbside collection of paper / cardboard, clear glass and drinks cans from approximately 5000 domestic properties on a weekly basis;
 - A similar multi-material kerbside collection from approximately 5,000 domestic properties on a fortnightly basis.
- 5.8.2 These pilots, costing around £0.4m, are currently being evaluated and will feed into the development of policy. However, initial evidence suggests that they have resulted in an increase of 2,000 tonnes of green waste – a 14% increase. The multi-material pilots collected an average of 7.5 tonnes a week and also increased the take up of paper recycling.



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5.8.3 The City Council also intends to increase recycling through Household Recycling Centres (HRC) and Bring Banks, in particular through increasing garden waste, wood, paper and cardboard recycling. This will be partly achieved via the re-negotiation of the Waste Disposal Contract with TWD, which includes discussions around:

- Redeveloping Perry Barr HRC as a Materials Recovery Facility, transfer station and split level HRC;
- A redeveloped split level HRC in Sutton Coldfield;
- Introducing new bays in other HRCs to improve segregation of waste;
- Maximising dry bay recycling;
- Extracting base material, e.g. silicon, from street sweepings.



Tyseley Household Recycling Centre



Recycling: Looking to the Future

5.9 Incineration: Tyseley Energy from Waste Plant

- 5.9.1 Tyseley Energy from Waste Plant is the third-largest of fifteen energy from waste plants in the UK. Waste is incinerated and the energy used to generate electricity which supplies the national grid. Currently 350,000 tonnes per annum are incinerated to provide around 25 megawatts of electricity to the National Grid – sufficient to power up to 25,000 households within Birmingham. This constitutes recovery of waste and reduces landfill. However, it does not constitute recycling under the Government targets.
- 5.9.2 The plant is operated by Tyseley Waste Disposal (TWD), which also operates Birmingham's five Household Recycling Centres. TWD has a 25-year contract expiring in 2019 with Birmingham City Council to handle the city's waste. The company is part of the Onyx group, which has a big presence in both the municipal and commercial UK markets, and covers all aspects of waste management.
- 5.9.3 The development of the Tyseley plant cost £95 million, including new infrastructure, a 350,000 tonnes per year mass-burn energy from waste facility (2 furnaces, each 23.5 tonnes per year), a separate clinical waste facility, electricity cable and grid connection.
- 5.9.4 The plant powers itself by the electricity it generates. It has a single turbo-generator with a net output of 25 megawatts. Tyseley uses 3 megawatts and the rest is exported to the National Grid for use in Birmingham.
- 5.9.5 The Plant of course produces emissions, which are tightly regulated – more tightly than traditional power stations. However, there are a number of benefits of the energy from waste operation:
- Minimises landfill;
 - Conserves fossil fuels (Tyseley saves approximately 120,000 tonnes per year of coal being excavated);
 - Recovers value – up to 600 kilowatt per tonne;
 - Minimises haulage;
 - Higher environmental standards than coal/oil fired power plants;
 - Ferrous metal recovered for recycling (although these are not counted towards the targets as they are collected post-incineration);
 - Residues can be re-used in construction material.



6 Findings: The Experts

6.1 Introduction

- 6.1.1 Notwithstanding the huge amount and range of expertise held within the City Council and its partners, we felt it important to look wider and consider the knowledge and experience of other organisations and authorities. Whilst the next chapter looks at our visits to other local authorities, this chapter looks at the evidence gathered from national organisations.
- 6.1.2 The witnesses invited along to Committee meetings were:
- Waste Resources Action Programme (WRAP);
 - National Industrial Symbiosis Programme (NISP);
 - Urban Mines.
- 6.1.3 These are key organisations providing significant support to local authorities, including Birmingham. Their submissions are set out in the following sections.
- 6.1.4 It is worth pausing to note the wide range of support mechanisms available nationally. These are mainly through DEFRA programmes, government-funded organisations and other national bodies.
- 6.1.5 The support, be it advisory or financial, tackles many facets of recycling including:
- Raising awareness across the board and within specific groups, e.g. black and ethnic minorities;
 - Community grant schemes
 - Setting up recycling networks,
 - Funding for pilot local authority, business and industry schemes.
- 6.1.6 A selection of the major schemes is included in Appendix 4. It is important to note that Birmingham City Council officers with recycling and waste responsibilities are very aware of the support available and make use of it wherever possible.



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6.2 Waste Resources Action Programme (WRAP)

- 6.2.1 The Waste and Resources Action Programme (WRAP) was established in 2001 in response to the UK Government's Waste Strategy 2000 to promote sustainable waste management.
- 6.2.2 In order to reflect the multi-faceted nature of waste and recycling issues, WRAP has a range of teams which aim to support specific areas of waste minimisation and recycling. Of these, the Recycling and Organics Technical Advisory Team (ROTATE) is specifically targeted at supporting local authorities. ROTATE provides a free advisory service to local authorities on issues such as kerbside collections, sale of recyclable materials, communications and awareness programmes. Further resources such as best practice guides and toolkits are also available and listed in Appendix 4.
- 6.2.3 Evidence provided to the Committee fell into four main areas:
- Public participation;
 - Financial implications;
 - Markets for recycled materials;
 - Kerbside collections.

Public Participation

- 6.2.4 WRAP note that all recycling services should ideally be complemented with promotional activities and the continued encouragement of participation. Increasing public participation can principally be achieved through good publicity exercises, although the provision of a high quality service will always encourage participation.
- 6.2.5 Effective communication and promotion can also have the added benefit of improving the quality of recycled materials. A particular concern for the effectiveness of collections is that the right materials are put into the correct containers. Some local authorities put leaflets into their annual council tax envelopes, others employ door knocking. The latter can be very effective, but often expensive.

Financial Implications

- 6.2.6 The ongoing pilot schemes within Birmingham, some funded by central government, are proving to be successful and are an important mechanism through which to assess how well city-wide recycling initiatives may be received. However, the Council needs to have a strong commitment to continue these initiatives once the pilots have completed. Essentially this will require mainstream financial resources, particularly as pilot projects and initiatives rarely qualify for the same funding twice.



Recycling: Looking to the Future

- 6.2.7 Value for money is a key issue when providing a service. On the other hand, it must be appreciated that the Council will have to bear some additional costs as it increases its recycling activities.
- 6.2.8 WRAP suggest that there are ways in which a proportion of these costs could potentially be mitigated, such as:
- Introducing a formal tendering process to procure services;
 - Alternating weekly collections (e.g. one week residual waste, the next dry-recyclable material);
 - Maximising the market price obtained for collected materials.
- 6.2.9 A further financial consideration arises out of the LATS obligations. As we have already noted, Birmingham City Council is in a good position due to its partnership with Tyseley Energy from Waste. This relationship presents an opportunity to trade allowances for revenue as the incineration of waste diverts it away from landfill.
- 6.2.10 Nonetheless, WRAP clearly stated that having an incineration facility must be complementary to recycling activity. Indeed, increasing kerbside recycling rates can potentially free some incineration capacity, which can then be sold to other local authorities with a higher reliance upon landfill.

Markets for Recycled Materials

- 6.2.11 Plastics recycling is becoming an important consideration for all local authorities and is a popular item to recycle. In terms of processing however, plastics are bulky, energy-intensive materials and can be a challenge to collect.
- 6.2.12 Advances in collection systems for plastics are increasingly offering opportunities for local authorities. Perhaps more significantly is that WRAP evidence suggests that the plastics market is currently robust, with baled plastic bottles fetching around £100 per tonne (as at November 2005).

Collections

- 6.2.13 There are a number of ways and means by which the Council can collect recyclable materials. WRAP evidence suggests that kerbside collections hold the most potential for increasing recycling rates for the simple reason that they are convenient and accessible to non-car drivers.
- 6.2.14 However, the benefit of Household Recycling Centres and 'bring' sites should not be discounted – indeed they are excellent amenities, providing complementary services to the kerbside collection.



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- 6.2.15 To gain a significant increase in recycling through kerbside collections it will be necessary to increase not only the coverage and frequency of collections, but also the reliability and the range of materials collected. Birmingham's current fortnightly collections are adequate, but the range of materials collected is very limited.
- 6.2.16 A further issue associated with kerbside collections concerns the size and type of recycling containers. Different local authorities employ a range of options for containers which best suit their needs, and the key is to provide a type of container that is suitable to local needs.
- 6.2.17 A particular issue highlighted by WRAP was the link between wheelie bins and recycling rates. The key is not to provide excessively large wheelie bins for residual waste, as smaller bins restrict the amount people can dispose of. This, combined with same size or larger wheelie bins for recyclable materials, has the potential to increase recycling rates. Moreover, moving to fortnightly collections of residual waste can increase this further, although this can prove controversial.

6.3 National Industrial Symbiosis Programme (NISP)

- 6.3.1 Symbiosis is defined as 'the coming together of dissimilar organisms in a mutually beneficial relationship'. As a world-leading industrial symbiosis initiative, NISP therefore aims to develop links between different industries to help improve the way they use their resources and minimise the waste they produce. Key to this is the objective to ensure waste is viewed as another resource.
- 6.3.2 Set up by the Business Council for Sustainable Development (UK), NISP currently has over 1000 industry members in England alone. In the last 18 months the programme has helped to:
- Divert more than 515,000 tonnes of waste from landfill;
 - Created or attracted 17 new businesses;
 - Created or safeguarded more than 450 jobs across the UK;
 - Overseen more than £20 million of private capital investment in reprocessing plant.
- 6.3.3 Expansion is currently in motion as a result of £13 million received (£2m in 2005-6, £5m in 2006-7 and £6m in 2007-8) via the Government's Business Resource Efficiency and Waste (BREW) programme. Over the next three years, both NISP and the Government envisage this leading to:
- At least 100,000 tonnes of waste diverted away from landfill in each region every year;



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- The creation of 300 jobs, and securing a further 300 jobs;
- A reduction in CO₂ emissions by 600,000 tonnes a year;
- Encouraging £40m worth of private investment into waste projects; and,
- Saving industry £10m a year through improved waste management.

6.3.4 In addition to working across industrial and business sectors, NISP works closely with regional and local authorities as a means to facilitate the creation of networks and links between the public and private sectors, including partnerships to divert waste from landfill, following the examples of Hampshire County Council and Sheffield City Council who are re-using gully sweepings to make pre-cast concrete.

6.3.5 Other areas of work include:

- Advice on legislation;
- Putting local authorities and other organisations in touch with grants and contacts with industry.

NISP and Birmingham

6.3.6 NISP are working with the City Council, having had meetings to investigate ways of working together more effectively. A council officer is also a member of NISP's Programme Advisory Group.

6.3.7 An example of this co-working is the scheme to recover precious metals in Birmingham – a small proportion of waste overall but it does reduce landfill.

6.3.8 NISP has also facilitated work with Brumcan and Groundwork. NISP-WM has helped Oldbury-based aluminium recycler, Alutrade, to secure a £95,000 grant from Advantage West Midlands. The outcomes from this have been to safeguard jobs and create employment opportunities. Whilst Alutrade is not a Birmingham-based business, Birmingham City Council does currently send aluminium cans collected at HRCs to them.

Markets for Recycled Materials

6.3.9 There is a need for large organisations with large procurement responsibilities to state a preference for recycled goods wherever possible, which will drive markets – such as Birmingham City Council.

6.3.10 A market is appearing for plastics, but again this success requires large companies to actively procure recycled goods.



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- 6.3.11 Separation of materials is key to unlocking value. For example, if cans are sold as cans *en masse* they will fetch around £60 a tonne at current prices. If separated into steel and aluminium cans, around £700 a tonne could be earned for the aluminium portion (at November 2005 prices).
- 6.3.12 Recycling will rarely (if ever) be profitable for Local Authorities but LATS does represent a good opportunity to make some money back. However, the economics of waste are changing and resource management is becoming a growth sector for industry.

6.4 Urban Mines

- 6.4.1 Urban Mines is an environmental charity committed to finding practical, innovative solutions for resource management in a manner which values people and which respects the planet. Working with the public and private sectors the aim of Urban Mines is to provide information, advice, support, direction and financial solutions to problems. The company has been working in the North and Midlands in the areas of sustainable waste management and recycling since 1995.
- 6.4.2 Urban Mines has four core areas of activity including Local Authority Support. They are contractors to the DEFRA Waste Implementation Programme (WIP) programme, working with local authorities throughout the UK, in the areas of:
- LATS forecasting and trading strategies;
 - Long term waste strategy development;
 - Local authority procurement partnership development;
 - Residual waste treatment technologies;
 - Civic Amenity Site design and bulky goods market development.
- 6.4.3 The three other areas are:
- Private Sector Support – working with companies, mainly Small to Medium Enterprises (SMEs), to divert waste materials for recycling, to provide environmental training, develop environmental policies and develop new recycling businesses. Urban Mines is involved in SME support programmes in the North and Midlands, and also works with major companies such as Boots, GNER and ICI. In developing markets for recycled materials, Urban Mines is part of the nationwide ReMaDe network.



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- Education – working with a number of partners to deliver education programmes at primary level and older, focussed on environmental issues and recycling. For example, Urban Mines have just started a primary school based programme in West Yorkshire, to help increase the recycling participation rates for the local authority, fully funded by local key employers.
- Sustainable Growth Parks – Urban Mines is developing a number of recycling business parks around the country, aimed at delivering regeneration and jobs through the development of recycling business parks. These major developments also serve to attract reprocessing capacity and infrastructure into a region, so the full benefits from recycling is felt locally rather than being exported to other parts of the UK, Europe or Asia.

6.4.4 Current work in the region includes:

- Providing waste assistance to SMEs and new recycling company start-ups in the West Midlands funded by Advantage West Midlands (through BREW funding) – a two year programme starting January 2006;
- Providing on-going local authority support through actively developing LATS trading strategies for Walsall Metropolitan Borough Council and developing markets for bulky goods collections with Warwickshire County Council.

Urban Mines and Birmingham

6.4.5 Urban Mines has worked with Birmingham City Council on a two-year programme, match funded by Birmingham City Council and Advantage West Midlands, examining in detail:

- Recycling opportunities in the city, including re-development of Civic Amenity site;
- Linking council bulky goods collections with local community furniture schemes;
- Waste auditing local companies; and
- Developing the “Sustainable Growth Park” concept within the Birmingham context.

6.4.6 Furthermore, relations with Urban Mines are embedded through the partnership working with Brumcan and others.



Recycling: Looking to the Future

Markets for Recycled Goods

- 6.4.7 Obviously, the recycling sector needs to be a profitable one, to interest private enterprise. Increased local authority recycling and tougher packaging legislation will mean more materials flooding into this market – the question is how they will be reprocessed.
- 6.4.8 Looking at individual markets, most recycling markets are currently immature. In the case of glass, traditional recycling is clear glass being made into new clear glass containers, primarily for food. However, the real issue is that of green glass, of which the UK imports large quantities but does not re-use. Projects exist which grind down glass to produce a material similar to sand that is used in:
- Drinking water and swimming pool filters;
 - Aggregate substitute for foundations and base layers;
 - Paving slabs – for example, a company in Sheffield uses recycled glass to produce reflective and attractive mosaic paving. In Cardiff, this was used to create the red dragon in front of the Millennium Stadium.
- 6.4.9 Examples of local companies using recycled plastic include:
- Delleve in Stratford using recycled plastic to make drainage pipes; and
 - Smile Plastics in Shrewsbury to produce plastic sheeting for construction, but this is quite small scale.
- 6.4.10 There is a huge demand for such material in China however, where there is a shortage of raw materials. The UK imports vast quantities of goods from China and sends back empty containers, so these are used to send back these materials. Although economic at present, this is clearly unsustainable long term and already demand is in decline.
- 6.4.11 Separation of a clean, uncontaminated recyclate stream is critical. For instance, PET plastics can be recycled, but as we do not have enough separation equipment in this country, companies have on occasion to import separated PET from Europe.

Reprocessing in Birmingham

- 6.4.12 It was emphasised that there is a real opportunity for Birmingham in the need for increased capacity for reprocessing, to deliver investment, regeneration and jobs. These could be in partnership with the private sector, or even with other West Midlands authorities.
- 6.4.13 The skills involved in reprocessing are much the same as those used in manufacture. Birmingham has the skills base and the market on its doorstep.



Recycling: Looking to the Future

- 6.4.14 There are large numbers of options for such businesses: whether private sector or joint ventures. It is important to note however, that the capacity shortage relates to industrial and commercial waste as well as municipal and it makes no sense to create separate facilities.
- 6.4.15 The report "West Midlands Waste Facilities – Future Capacity Requirements", produced for the West Midlands Regional Assembly in 2004, quantified the general capacity shortfall in the West Midlands for waste processing and reprocessing. For Birmingham alone, this is equivalent to eight new facilities required by 2021 to meet municipal recycling requirements, twelve for industrial and commercial recycling and treatment, and thirteen for construction and demolition waste recycling amounting to 1.7 million tonnes of additional capacity required.
- 6.4.16 One of the issues that would need to be addressed is the perception that any company dealing in waste is dirty. This need not be the case. Indeed, the visit to Greenwich Materials Recycling Facility (MRF) showed the facility to be housed in nondescript, clean industrial-estate style buildings and not obviously a waste facility from the outside (see 7.4.3)

Procurement

- 6.4.17 Local and Central government have an important role in stimulating markets for products made from recycled material. Easy examples include specifying recycled aggregate in the tenders for road construction, or in specifying street furniture, such as bollards, made from recycled plastics. They can set examples and specify certain products. In the short term this may be more expensive but increased demand will lead to economies of scale and lower prices.



7 Findings: Examining Success Elsewhere

7.1 Introduction

- 7.1.1 This chapter sets out the findings from Member visits to three local authorities who have performed well in one or more areas of recycling. The purpose of this is not to say that "Birmingham must do as others do", but there are undoubtedly aspects of their provision and experience that Birmingham can learn from or adapt to suit its needs.

7.2 Lichfield District Council

- 7.2.1 Lichfield District Council was the highest performing local authority in 2003/04, having achieved a recycling rate of 46%. The Council operates a weekly collection of dry recyclable materials, with alternate weekly collections of residual waste and green waste.

Recycling in Lichfield

- 7.2.2 Recycling in Lichfield began in 1996 with newspaper collection from approximately 66% of the district. Kerbside composting was added in 1998 and extended in 1999. In 2002, a new fully-integrated service was introduced, including collection of dry recyclable materials and green waste.
- 7.2.3 Dry recyclable materials in Lichfield are collected in two green boxes:
- A small box: newspapers; magazines; junk mail; cardboard and packaging;
 - A large box: glass bottles and jars; food / drinks cans; textiles (clean and bagged); plastic bottles (clean and squashed).



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- 7.2.4 These are separated by the collection crew at the kerbside. The materials are then sent to a Materials Recycling Facility (MRF) in Blackburn (the same used for the Birmingham pilots – section 5.8). Green waste is collected fortnightly in green wheelie bins. Residual waste is collected in black 240-litre wheelie bins, all of which is sent to landfill.
- 7.2.5 The collection service is operated in-house, utilising nine kerbside vehicles (crew comprising driver and three loaders) and six *rotapress* vehicles (crew comprising driver and two loaders).
- 7.2.6 The system is strictly enforced with no side waste taken and no raised bin lids permitted (a health and safety issue). Crews will check the contents of boxes and if contaminated with non-recyclable waste will leave all the contents.
- 7.2.7 The Council also conducts waste audits with residents who are having difficulties with the system. Officers will go along and talk to residents and explain what is expected and why, so that they have a fuller understanding of the issue. Feedback suggests residents appreciate this.
- 7.2.8 This current system is being reviewed because:
- Separating at the kerbside is time-consuming and expensive;
 - The plastics and metals need to be sorted again after they have been to the transfer station thus sorting at the kerbside does not save time or make these products more valuable;
 - The vehicle is stationary for longer when the recyclables are sorted at kerbside, which can have an impact on traffic;
 - The vehicles do not compact the waste which means that if one section fills up before the others, the load still has to be unloaded at the transfer station even though the vehicle is not at capacity.
- 7.2.9 It may be that co-mingled collections – i.e. collections where recyclable materials are collected in one container and separated elsewhere, such as a Materials Recycling Facility (MRF) – are reintroduced and that compacting vehicles are used. The Council is also keen to secure outlets for dry and green recyclables in the medium term, maximising prices.
- 7.2.10 In addition, Lichfield is looking at the enclosed composting of green waste, which would enable the collection of kitchen waste (possibly by Spring 2006).



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- 7.2.11 Collecting the views of residents has always been a key feature of Lichfield's approach. Recently, the Council received a grant from WRAP to boost participation rates (currently 47% of households). Residents are enthusiastic but often frustrated that the Council can't take all materials e.g. Tetrapaks. Listening to these views is important, so residents do not feel changes are imposed upon them – for example, Lichfield collects plastics because residents said they wanted it in earlier surveys.

Key Findings

- 7.2.12 Lichfield Council believes that their recycling services have been a success because they:
- Consulted residents;
 - Learned from the best recycler in the country at the time (Daventry);
 - Devised schemes to address residents' priorities as well as increasing recycling performance;
 - Met with residents in the run up to the launch to talk to them and listen to them;
 - Set up a dedicated customer service helpline and team to respond to calls;
 - Ensured that it was consistent, reliable and predictable;
 - Have a continuing public relation / publicity programme.
- 7.2.13 There is an obvious emphasis on working with residents in Lichfield, which helped determine not only how recyclable materials are collected but what is collected. It is also notable that Lichfield was driven by resident priorities as well as national targets. This enabled them to develop a scheme supported by the majority of residents. It is also key in maintaining and increasing participation rates.
- 7.2.14 Recycling has been a key feature of Lichfield's waste policy for many years, and officers admitted that rates have risen over time and that it is very difficult to achieve quick results. Persistence and longevity are clearly vital.
- 7.2.15 There is one small fly in the ointment however. Lichfield sends all waste not recycled to landfill and so will face problems with landfill capacity by 2010.



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7.3 Leeds City Council

7.3.1 Leeds City Council was the top performing Core City in 2003/04 with a recycling rate of 15% (see Fig. 4 in section 5.2.5). This rate is steadily increasing, with a rate of 22.5% so far this year. It is also one of the largest cities outside London, and in terms of comparison to Birmingham is one of the closest. The city faces similar issues to Birmingham in implementing recycling schemes, including inner city areas, hard to access housing and areas with high student populations.

Recycling in Leeds

7.3.2 Leeds City Council provides an in-house collection service of refuse and recyclables:

- Weekly kerbside collection for residual waste on the same day each week (using standard 240-litre bins);
- Kerbside collection of recyclable material on the same day every four weeks in green bins.

7.3.3 The green bins collect mixed paper, cardboard, cans, plastic bottles, bags and clingfilm. The scheme covers 88% of properties and this roll-out of kerbside collections was completed last year.

7.3.4 In addition, 50,000 disposable bags were distributed for hard to access and rural households. The 8,500 high-rise flats in the city have communal bins which also collect glass.

7.3.5 The collected recyclable materials are transferred to a Materials Recycling Facility (MRF) in Peterborough. Glass is not currently collected as part of the kerbside collection, as the MRF is not equipped to deal with glass. Domestic refuse collection goes straight to landfill.

7.3.6 Leeds does not currently operate kerbside collections of green waste. Instead, residents are encouraged to

- Compost at home (offering one composting bin at a reduced cost to each resident of Leeds); or
- Take green waste (including kitchen waste) to one of the Household Waste Recycling Centres.

7.3.7 However, a waste composition analysis of household waste undertaken in June 2005 shows about 50% of kitchen or garden waste – and that therefore there is large potential for recycling.



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- 7.3.8 Leeds has 11 Household Waste Recycling Centres, which operate on a similar basis to those in Birmingham, with bays for different recycling materials in order to increase the amount of recycling. This includes wood, which is taken to a facility in Leeds, where it is shredded and sorted to remove metal and other contaminants. The wood is then taken to various sites in the country including plants in Hexham and Ayr in Scotland where it is used in making chipboard and other furniture products, such as kitchen units. Recycling at Household Waste Recycling Centres has risen from 14% to 75%.
- 7.3.9 There are also 365 Bring Sites available at many sites around Leeds, usually found in car parks of supermarkets, shops and pubs.
- 7.3.10 Street sweepings are also recycled as aggregate for cement manufacture. Leaf fall is composted and street litter bins are segregated.

Key Findings

- 7.3.11 Leeds is currently out-performing Birmingham in recycling, but the rates Leeds is achieving are not out of reach. Some of the lessons that can be learned from this include:
- Longevity of kerbside collection – the scheme of kerbside collection in Leeds is the result of early trials in certain areas in the early nineties. However, the underlying principle has stayed the same: to find alternatives to landfill;
 - Wide coverage of kerbside collection – completed in 2004/05 and responsible for an increase in recycling of around 7% in less than a year;
 - The use of an Education Team – who work with communities, or certain streets, to explain to residents what the scheme is and how it operates. Funding for the education team was delayed so the real effects of this have yet to be felt.
- 7.3.12 Leeds has been careful to seek resident feedback over the years and stated preferences have included:
- Just one collection container;
 - Recycling a wide range of materials;
 - More frequent collections;
 - More information.
- 7.3.13 The Council consulted residents again in September and October of this year to ask if they would be prepared to accept fortnightly refuse collection if recyclable materials collection was increased to fortnightly.



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- 7.3.14 Again it is worth noting that, as with Lichfield, higher recycling rates do not in themselves lead to reduced waste or reduced landfill. In Leeds there has been an increase in recycling but no reduction to landfill because of waste volume increases.
- 7.3.15 The changes to the kerbside collection that led to the increase in recycling have not meant a similar increase in costs. This is due to restructuring of the service.

7.4 London Borough of Greenwich

- 7.4.1 The London Borough of Greenwich was not a particularly high performer in 2003/04, with a recycling rate of 12% (just behind Birmingham's 12.93%). However, since those figures were collected, their rates have increased to 19% in 2004/05 and 21.68% in 2005/06 so far (to end August). This represents a massive leap of 9.68% in less than two years.
- 7.4.2 The impetus behind this increase was the introduction of a co-mingled kerbside collection of paper, card, plastics (including carrier bags), cans and glass, alongside the opening of a "state of the art" MRF.

The Materials Recycling Facility (MRF)

- 7.4.3 Greenwich's MRF is a 75,000 tonnes per annum facility processing mixed dry recyclables including glass, paper and plastics. The recyclable materials collected at the kerbside and in recycling banks are deposited at the MRF and separated via a series of mechanised and manual sorting processes.
- 7.4.4 Recyclable materials are separated according to material and then, mostly, shipped to China. Plastics account for around 20% of the income generated by the sale of recyclable materials. The key to gaining that value however is separation.
- 7.4.5 The decision to build an MRF was prompted by a number of considerations:
- The need to meet environmental and governmental requirements (e.g. recycling targets);
 - To make use of long-term partnering – opening opportunities for long term private investment in return for guaranteed rates of return over the longer period;
 - The need to make recycling as easy as possible for residents – i.e. have mixed dry recyclable materials collections.



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- 7.4.6 A contract was entered into with Cleanaway (who already operated the Council's Household Recycling Centre) as their plan allowed the inclusion of glass – not all MRFs take glass as it is abrasive and can cause damage to the equipment. Funding came from the London Recycling Fund (a grant of £1.5m) and Cleanaway. The partnership was established for 25 years, to end in 2027. The grant gave the Council a lot of say in the development of the MRF, including agreed profit levels, royalty on gate fees and profit share on the sale of the materials.
- 7.4.7 Building the MRF was made easier with the ability to use existing infrastructure at the waste transfer station. It opened in November 2004 and takes five recyclable materials.

Recycling in Greenwich

- 7.4.8 Kerbside paper collection and limited green collections were in place in Greenwich up to April 2000. However, with the contract to build the MRF, Greenwich Council invested in six new collection vehicles and crew to collect recyclable materials, to supplement the seventeen waste collection vehicles.
- 7.4.9 Additional investment was required in the form of 35,000 "blue-top" wheelie bins. The kerbside collection currently operates as an "opt-in" scheme with fortnightly collections. The scheme is on offer to 70,000 households, 57% of which are now participating. Approximately 70% of communal properties also have 1,100 litre eurobins.
- 7.4.10 The kerbside collections were rolled out six to nine months before the opening of the MRF in order to build up supply of waste and give residents the opportunity to get used to the new system. Green waste is also collected in limited areas, via red-topped wheelie bins collected on a fortnightly basis between April and September and monthly October to March.
- 7.4.11 Residual waste is sent to the SELCHP plant – an energy from waste plant similar to Tyseley and operated by Onyx. Greenwich has a contract for 30 years with SELCHP for the incineration of 105,000 tonnes of waste annually, and therefore, in common with Birmingham, sends very little waste to landfill.
- 7.4.12 The Council produces a range of publicity material to support the collections, including a leaflet and calendar detailing when the collections take place. These incorporate a clear recycling brand followed by updates. Other communication channels are utilised, for example the local and council press and stands at community events.
- 7.4.13 In addition, Greenwich received funding from the London Recycling Fund for "recycling canvassers" to increase participation. Those not participating were targeted and attitude surveys conducted.



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- 7.4.14 Customer perceptions are positive - 87% say refuse service is good or better and 67% say recycling service is good. This is 21% and 14% respectively higher than the London average.
- 7.4.15 Future plans include redeveloping the Household Recycling Centre as split-level site and extending the currently limited green collections. In addition, work will continue to increase participation by houses and increase service to communal blocks.

Key Findings

- 7.4.16 Greenwich Council deliberately chose to move to a simple, easy to use system with a single bin, collected on the same day as residual waste.
- 7.4.17 The kerbside collection scheme is voluntary, which has the dual advantages of:
- Not wasting the investment in containers that are not used;
 - Providing high quality recyclable materials as people involved want to recycle so are careful about what goes in the container.
- 7.4.18 However, the message is clear, and there is a dual-emphasis on increased recycling and decreased residual waste, through clever use of different sized containers and fortnightly collections – essentially forcing people to do at least some recycling, but not overtly.
- 7.4.19 Greenwich have also developed an Education Centre, to link education, waste minimisation and recycling to schools, community groups and government bodies.
- 7.4.20 Their experience with the MRF highlighted the importance of involving planners in the process – educating them as to local authority duties around waste. Now their planners are fully on board and include questions about waste when considering new developments and regeneration projects.

7.5 Summary

- 7.5.1 Figure 6 (below) sets out clearly the differences between the three local authorities visited and Birmingham in terms of size, recycling methodologies used and performance.
- 7.5.2 These are all factors to consider when comparing authorities and their different responses. However, there are several key similarities in the approach the three other authorities have taken and from which Birmingham could clearly learn:



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- All have consulted widely with residents and incorporated this feedback quite clearly in the provision, making it a service that residents have asked for. This is reflected in relatively high satisfaction rates;
- There is a tough but pro-active approach with resources allocated to communicating with and educating residents, including the use of waste auditors to examine waste options with the resident and explain the reasoning behind the service provided;
- It takes time to build up these rates – persistence and consistency are vital.

7.5.3 Other interesting lessons of which to take note are:

- Leeds shows that a mix of containers can work – they use wheelie bins and sacks;
- Greenwich's bold investment in its MRF demonstrates private sector interest in this area;
- Greenwich and Lichfield operate an opt-in system, which results in positive feedback and high quality recyclable materials.



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	Birmingham	Lichfield	Leeds	Greenwich
Population	992,100	93,200	715,000	225,700
Households	409,367	40,055	320,000	98,273
Domestic properties with kerbside collections	328,500 (80.2%)	40,055 (100%)	280,000 (88%)	59,679 (60%)
Materials collected:				
Paper	✓	✓	✓	✓
Cardboard	✓	✓	✓	✓
Green waste	✧	✓		✓ (limited)
Plastic	✧	✓	✓	✓
Cans	✧	✓	✓	✓
Glass	✧	✓		✓
Frequency of recycling collection	Fortnightly	Fortnightly	4 weekly	Fortnightly
Frequency of residual waste collection	Weekly	Fortnightly	Weekly	Weekly
Waste collected (tonnes pa)	551,442	43,685	330,000	104,170
Bulky collections (pa)		Inc in above	80,000	23,000
Household Recycling Centres	5	2	11	1
Bring banks	400	121	365	45
Budget	£57,249m*	£1.573m	£37,488m^	£10,504m
Performance				
2002/03	10.74%		12.7%	9%
2003/04	12.93%	46.2%	14.5%	12%
2004/05	14.95%	47%	19.5%	19%
2005/06 (to date)	17.33%	47%	22.5%	21.7%
2005/06 target	18%	47%	23.4%	18%

✧ Pilots are operating in some parts of the city.

* Includes Waste Disposal including Queslett Landfill Site, Recycling, Contract Management, Business Development, Refuse Collection, Street Cleansing, Vehicle Maintenance, Public Conveniences, Depots, Transport and Driver Training.

^ Includes Waste Management, Refuse Collection, Street Cleansing, Public Conveniences, Graffiti Removal, Needle Picking, Chemical Advisory Service, Grass Cutting.

Fig. 6 Comparison Table of Local Authorities visited

Source: Birmingham CC, Lichfield DC, Leeds CC, Greenwich LBC 2004/05



8 Conclusions and Recommendations

8.1 Our Approach

- 8.1.1 It is clear from the evidence gathered in the course of this Review that there is a determination within the City Council to improve recycling rates in the City. However, it is equally clear that there is much more to do and a whole range of decisions lies ahead. It is our intention to assist in those decisions and support evolving policy.
- 8.1.2 Firstly, let us state unequivocally our belief that recycling is both essential and desirable. Recycling is not always the cheapest option, it is not the easiest option and it is not always the most popular option. However, the impact of waste on the environment generally - and our environment locally - is huge. We have a real opportunity at this point in time not just to increase recycling but to widen the issue and connect explicitly to the "clean, green and safe" agenda. Messages linking keeping neighbourhoods tidy to encouraging responsibility for the environment will achieve the clean and green aspects of this vision.
- 8.1.3 This chapter sets out the range of ways in which this might be achieved. It is not a prescriptive list, rather an exploration of the span of options available to us. These form six strategic issues to be addressed in the coming months and years:
- Where should responsibility for recycling lie: in the corporate centre or with Districts?
 - How should the public be consulted and engaged?
 - What role should community organisations have?
 - What role should Tyseley Energy from Waste Plant play?
 - What role should kerbside collection play?
 - What involvement should the City Council have in the disposal and reprocessing of recycled materials?
- 8.1.4 Each of these is considered below, alongside the operational aspects of kerbside collection.



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Conclusions

1. *The City Council has made, and is making, good progress towards increasing recycling rates. The pilots of multi-material collection are particularly welcome. However, there are still important decisions to be taken and many aspects of recycling to consider.*
2. *Meeting targets is a priority, but pursuing these should not blind us to other reasons for recycling. Some activities that are not included in the calculation of targets have value in a wider "clean, green and safe" or community context.*

8.2 Financial Implications

- 8.2.1 One thread running throughout the following debate concerns money. We have stated that more needs to be done. This will undoubtedly cost the Council money but equally it must be acknowledged that there will be a cost to not doing anything, either in terms of fines levied for non-achievement of targets, or through the ever-increasing Landfill Tax.
- 8.2.2 Furthermore, there are opportunities to generate income. Although this is unlikely ever to be enough to cover costs, it is certainly worthwhile maximising in order to reinvest in the service. Sale of LATS credits is the most obvious example of this and any money gained from this should be put back into recycling schemes.
- 8.2.3 There are also potentially wider economic benefits – we have discussed the possibility of encouraging processing industries in Birmingham (Chapter 7), utilising local skills and land, and contributing to the local economy.
- 8.2.4 However, it is clear that costs to the Council will increase, and at a time when there are increasing pressures on the portfolio and the Council as a whole. The key financial issue is how much of this can be concentrated in capital budget demands and how much to revenue. Any scheme which relies heavily on revenue will be likely to encounter difficulties in the present climate.
- 8.2.5 For this Review, we have indicated broad costings for proposed schemes where possible. However, as is clear from the ensuing sections, there are such a number of variables to be settled in determining a kerbside collection scheme – for example, container type and frequency of collection. Therefore, rather than getting mired in the minutiae of detailed costings, and in the interests of promoting as wide a range of options as possible, fully costed proposals are not provided. However, we accept that cost will play a significant part in determining what schemes are brought forward.



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Conclusions

3. *Achieving a step-change in recycling will cost money – but not doing anything could, in the long term, cost the people of Birmingham even more.*
4. *There are avenues to explore in terms of income generation – in particular LATS and in energy generation. There are also ways in which the region could benefit through the growth of reprocessing industries.*

8.3 The Role of Districts

- 8.3.1 Having acknowledged that recycling will cost the City Council money, we then need to acknowledge that, as ever, spending money requires prioritisation. The question is where should these priorities be set – centrally or in the Districts?
- 8.3.2 The extent to which waste services are devolved is currently part of the Co-ordinating Overview and Scrutiny Committee investigations in their Scrutiny Review of Devolution and Localisation. It is not the intention of this Committee to pre-empt any of their conclusions. However this review can offer much guidance on the shape of recycling provision needed.
- 8.3.3 It should be noted that there are many advantages associated with having a single city-wide scheme, administered corporately:
 - A consistent message;
 - Full inclusion of all residents;
 - No variation in service;
 - Economies of scale.
- 8.3.4 The paper kerbside collection currently runs across approximately 80% of the city and is an undoubted success, although not yet running across 100% of the city. This is an issue as evidence from Ladywood district suggests that people do feel left out, and that perhaps the Council does not feel they are important or committed enough. The positive message gets lost. There may well be logistical problems but the key is not to leap to conclusions or generalise about what people want.
- 8.3.5 However, caution was advised in the wholesale imposition of single scheme:
 - Not all kerbside collections are always appropriate, e.g. green waste collection in inner city areas;
 - Not all housing types are suitable for all types of containers, e.g. not all housing has room for wheelie bins;



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- A local element allows local residents to have their say.
- 8.3.6 Differences across the Districts are apparent from the 2004 MORI survey: whilst two thirds (58%) of Birmingham residents were satisfied with doorstep recycling overall, residents of Sparkbrook and Sutton Coldfield were most satisfied. Ladywood residents were least satisfied with 25% satisfied and 46% dissatisfied – perhaps reflecting the lack of paper kerbside collections in most of the area.
- 8.3.7 Furthermore, priorities between areas of the city also differ: 24% of inner city residents think recycling is a main spending priority, though it was not a top concern for those in the outer areas and suburbs.
- 8.3.8 There are a number of options here. The main one would seem to be to present Districts with a package of options for recycling from the centre. It would not be feasible or economically viable for Districts to go their own way entirely – budgets are circumscribed and there are economies of scale if service provision is co-ordinated. In addition, the City Council has a contract with TWD up until 2019 to dispose of household waste. Each variation to the contract must be negotiated – at a cost.
- 8.3.9 However, we should also allow Districts to innovate (subject to legislative and contractual requirements). One option is that they are given money to try innovative schemes from which others can learn. The impact of success would be felt across the city and in neighbouring districts.
- 8.3.10 It is also worth considering a “carrot” approach – if Districts make savings, or come up with money-saving ideas, should they not be rewarded by being able to keep those savings in the District?

Conclusions

5. *There are many advantages inherent in having a single, city-wide scheme – in particular having one clear, consistent message across the city. However consideration of the local angle is critical. Different housing types and different areas of the city will require different solutions.*
6. *As Leeds’ experience shows, it is possible to run concurrent schemes economically – and the best people to determine what will work best in their area are local people. Also, if provision is appropriate for the area, people are more likely to participate.*
7. *Therefore, whilst we do not believe that we should make any firm recommendations on this point with the Scrutiny Review of Devolution and Localisation still on-going, the Committee clearly feel that there is room for local decision-making and Districts should have some say over recycling schemes.*



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8. *If there is a move towards greater decentralisation, any District provision must contribute towards corporate targets. This means that Districts must be provided with the management information to assess this. A further move may be to devolve targets down.*

8.4 Consultation and Engagement

- 8.4.1 Throughout the Review, we have heard evidence of the various consultation exercises held by other authorities as part of the development of recycling schemes. Those conducted in Lichfield, Leeds and Greenwich are detailed above (see Chapter 7). Other examples include Cardiff, which held a city wide referendum and found that, contrary to expectations, recycling was a very big issue for the city. As a result the Council opted for the maximum amount of recycling.
- 8.4.2 Lichfield and Leeds also acted in direct response to consultation, making it clear that consultation is not just about asking people what they do or want to do, but about engaging people in the debate by demonstrating that feedback is listened to and acted upon.
- 8.4.3 It is noticeable that Birmingham City Council has relatively little impartial information on what people in Birmingham want with regard to recycling and what would encourage them to recycle. Differing opinions on a range of issues such as types of containers emphasise the need for good consultation across the city.
- 8.4.4 Engagement is also key: Brumcan set up their household collection scheme by leafleting, door-knocking and school education. Lichfield is keen to ensure on-going work with their residents in order to maintain participation. WRAP stressed the need for communication, highlighting the added benefit of good communication improving the quality of recycled materials.
- 8.4.5 The benefits of engaging residents are clear: more and better quality recyclable materials as people understand why they are being asked to recycle and how it will benefit them in the long term. There are further gains to be made if recycling is placed alongside wider 'clean and green' issues, encouraging participation in a range of "environmentally-friendly" activities.
- 8.4.6 In keeping with findings of a number of other Scrutiny Reviews, many witnesses emphasised the importance of schools in involving people – the "pester power" of children is one of the most effective ways of getting parents to change their behaviour.

Conclusions

9. *The City Council needs to capture the views of residents on recycling, both impartially and across the city.*



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10. *This needs to be supported by on-going engagement and communication on recycling with the public across the City.*

	Recommendation	Responsibility	Completion Date
R01	The Cabinet Member should bring forward plans to consult with the public across the city on recycling issues.	Cabinet Member for Transportation and Street Services	31 July 2006
R02	An on-going communication and engagement strategy for recycling should also be published.	Cabinet Member for Transportation and Street Services	31 July 2006

8.5 What Role for Community Organisations?

- 8.5.1 Birmingham is fortunate in having a range of community and voluntary organisations working with different aspects of waste to reduce the waste stream and derive benefits from it.
- 8.5.2 There are concerns around the sustainability of smaller enterprises, and the extent to which they represent value for money. However, there are huge benefits beyond this:
- Creating ways for people to get involved in community activities;
 - Contributing positively to the local community, e.g. Brumcan pays back into the community (which also acts as an incentive to recycle);
 - Increasing recycling activity and removing waste from the waste stream.
- 8.5.3 It's certainly true that some recycling activities are more suited to local and community activities than others, for example composting by Run-a-Muck. Green waste is simply recycled without the need for complex industrial processes, so there is no need to transport such waste great distances.
- 8.5.4 Stability of financing such organisations is an issue. Brumcan for example is highly dependent on grant-funding, including Neighbourhood Renewal Funding. Recent events have seen it lose money for supporting existing recycling rounds in Sparkbrook and Nechells ward in June 2005, and gain £71,267 to collect from 35,000 households in households in South Yardley during the same period.
- 8.5.5 Recycling credits are one way of essentially repaying smaller organisations for their contribution to statutory targets. The idea of recycling credits is simply that the waste collection authorities, which bear the cost of carrying out recycling, should get the saving in disposal costs for the diverted material.



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- 8.5.6 The Environmental Protection Act 1990 (section 52) obliges waste disposal authorities to pay waste collection authorities recycling credits for all waste which the latter recycle, with the value of the credit equal to the saving made. However, local authorities have the *option* (but not the duty) to pay recycling credits to third parties (businesses or community groups) collecting waste for recycling.
- 8.5.7 DEFRA figures suggest that recycling credit payments across England currently run at around £26m per annum.
- 8.5.8 Recycling credits were considered by Birmingham City Council in 1992, and it was decided against using them. However, given that the credits are designed to encourage new organisations into the recycling business and the importance of doing so, it is time to reconsider.

Conclusions

11. *Community organisations should be supported even if their contribution to targets is small. There are numerous wider benefits – not least of which is resident involvement and appreciation.*
12. *Given the small volumes of waste involved, the City Council should continue to not rely on these groups to deliver statutory targets. However, there should be recognition of their contribution to a growing recycling culture in the City.*
13. *One way to do this would be to consider Recycling Credits, which the local authority has the option to pay to third parties collecting waste for recycling. This has been considered in the past, but is worth reconsidering in the light of this report.*

	Recommendation	Responsibility	Completion Date
R03	The Cabinet Member should consider using recycling credits to reward community groups such as Brumcan. This consideration should include: <ul style="list-style-type: none"> • Benefits to the City Council; • Benefits to the community groups; • Benefits to the wider community in supporting these groups. 	Cabinet Member for Transportation and Street Services	31 January 2007
R04	The Cabinet Member should recommend the use of blank space on the reverse of Bulk Refuse Collection leaflets distributed to residents to 'advertise' the services of recycling initiatives offered by voluntary and community organisations within Birmingham.	Cabinet Member for Transportation and Street Services	31 March 2006



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8.6 Tyseley Energy from Waste Plant

- 8.6.1 In the words of one of our witnesses, 'Tyseley is a significant piece of infrastructure most authorities would give their right arm for.' We agree, for two main reasons:
- Incineration removes a significant proportion of waste from landfill (59.84% of Birmingham's household waste in 2004/05) thus:
 - Reducing environmental impact;
 - Reducing the amount payable in Landfill Tax;
 - Allowing income generation via LATS (see 0).
 - A range of materials can be recovered:²
 - Aluminium and tin cans are separated from the waste stream post-incineration for recycling (approximately 5,000 tonnes per annum);
 - Most of the 80,000 tonnes of incinerator bottom ash (IBA) is used in various applications such as substitute road aggregate (such as the M6 toll road), manufacture of tarmac or in breeze block manufacture.
- 8.6.2 There are two commonly cited arguments against Birmingham having an Energy from Waste plant:
- Incineration and recycling cannot work alongside each other;
 - The plant is a polluter.
- 8.6.3 In answer to the first, TWD managers point to the experience of other European countries: in Holland for example a rate of 46% recycling works alongside a rate of 42% energy from waste with only 12% going to landfill.
- 8.6.4 In the case of Birmingham, the volume of waste generated is far greater than the fixed capacity of the plant. In other words, the percentage of recycling can increase massively without the amount of waste going to Tyseley decreasing.
- 8.6.5 With regards to pollution, emissions are well within legal limits. The main concern regards the release of dioxins (caused by combustion processes) which are carcinogenic. Tyseley has invested £50 million in plant technology to deal with gas cleaning, including removal.
- 8.6.6 Air Pollution Control residues (APC or fly-ash) is a hazardous waste produced at Tyseley. It is very alkaline due to lime content and used to be sent to a specialist landfill site. Tyseley produces 6,000 tonnes per year, and now takes this to a filter plant which mixes the fly ash with acidic waste so as to neutralise prior to landfill.

² These are not however currently counted towards the central government targets – unlike other European countries. Onyx is lobbying the Government to change this. If these were included, the City Council's target of 30% for 2020 would be reached and surpassed now.



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Conclusions

14. *The existence of the Tyseley Energy from Waste plant is currently diverting waste from landfill, not from recycling. The key issue is that Energy from Waste plants are built at the appropriate size to allow for recycling activities to continue. As recycling volumes increase however, the Council must continue to ensure Tyseley is not a limiting factor. With the predicted waste growth this is unlikely to become a factor until Birmingham is recycling over 50% of its waste. One option would be to consider taking in waste from other local authorities.*
15. *The Energy from Waste plant is, of course, a source of some pollution. However, the emissions are tightly regulated (more tightly than traditional power stations) and regional energy planning policy suggests using energy from waste when other options further up the waste hierarchy are not available or viable.*
16. *There is however a serious question for Birmingham Members, in conjunction with residents, to consider: is the goal to always have an incinerator in Birmingham or to reduce and recycle vastly higher volumes so that incineration is not viable? The TWD contract is for 25 years (up to 2019) – what should happen after this? This is a very important issue, but as the timescale is so long, so we do not feel it appropriate to make a recommendation here. However, the Committee will remain very interested in this issue.*

	Recommendation	Responsibility	Completion Date
R05	The Cabinet Member should investigate the feasibility of the further development/extension of Tyseley Energy from Waste (EfW) plant to allow the City Council to generate income by taking in waste from other local authorities and producing energy.	Cabinet Member for Transportation and Street Services	31 October 2006
R06	The Cabinet Member should lobby Central Government to change the calculation of recycling rates to include: a) Energy generated from Waste; b) The recovery of materials post-incineration; c) Materials that are re-used.	Cabinet Member for Transportation and Street Services	31 March 2006

8.7 Kerbside Collection

- 8.7.1 It is the view of this Committee that kerbside collection across the city needs to be vastly extended if a step change in recycling is to be achieved.
- 8.7.2 Evidence from a variety of sources (WRAP, other local authorities, District Directors, Ladywood Furniture Project to name a few) consistently states that the potential for people to recycle is there and can be easily tapped into if recycling schemes are easy to access, simple to understand and convenient. Kerbside collection best achieves this.



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- 8.7.3 It is also clear from the experience in Leeds and Greenwich that rolling out authority-wide kerbside collections results in significant increases in recycling rates.
- 8.7.4 Evidence provided by WRAP highlights that the UK's largest cities are in the process of rolling out comprehensive kerbside schemes. Whilst metropolitan authorities collectively have among the lowest recycling rates in the country, cities such as Leeds, Manchester and Nottingham are taking action to increase service provision.
- 8.7.5 The pilots currently taking place in parts of the city are welcomed. However, we wish to impress upon the Executive the need to build upon the success of the pilots and the momentum they have created. A key finding from this review has been the need for clear, simple and consistent messages to the public. Not only would we risk losing the goodwill of those residents, the collateral benefits of increased paper recycling would also be affected.
- 8.7.6 Again, we do not wish to be overly prescriptive at this stage, and the following sections of this chapter consider the operational options for a kerbside collection scheme and supporting actions in more detail. However, easy to access, attractive schemes across the City (it need not be uniform) would be a solid platform upon which to build further participation.
- 8.7.7 Considering building a Materials Recycling Facility should form part of this. This would enable local processing of recyclable materials, providing local investment and employment. It would address wider sustainability issues such as reducing the need for transporting materials and provide a catalyst for vastly increasing recycling percentages. Furthermore, the potential need for Materials Recycling Facilities is recognised within West Midlands regional planning policy.

Conclusions

17. *Undoubtedly the potential to collect more recyclable material exists. For example, the Council currently collects 22-25% of glass, but up to 75-80% could be collected. This potential can be easily tapped into if recycling schemes are easy to access, simple to understand and convenient.*
18. *The Household Waste Recycling Act 2003 requires Local Authorities to arrange the kerbside collection of at least two materials for recycling from all households by 2010.*
19. *The nearest to a city-wide scheme at the moment is the kerbside paper collections, which are a success. However, these do not yet extend across the whole city. It seems quite obvious to the Committee that they should do so. There may be logistical difficulties but the key is consistency and inclusion.*



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20. *In the (relatively) short term, the apparent success of the pilots should be acted upon and the scheme extended to cover all homes served by at least one Waste Management Depot.*

	Recommendation	Responsibility	Completion Date
R07	The Cabinet Member for Transportation and Street Services should consider extending the kerbside paper collection recycling scheme to all homes, including flats and apartments, in Birmingham in the next financial year (2006/07).	Cabinet Member for Transportation and Street Services	31 March 2007
R08	The Cabinet Member should bring a report to the Transportation and Street Services Overview and Scrutiny Committee on the completed pilot kerbside collection schemes. This report should include: <ul style="list-style-type: none"> • Volume of waste collected; • Costs incurred; • Participation rates; • Progress on meeting the Household Waste Recycling Act 2003 across the City. 	Cabinet Member for Transportation and Street Services	30 June 2006
R09	The Cabinet Member considers the extension of the multi-material collection scheme to all homes, including flats and apartments, served by a specified Waste Management Depot (e.g. Lifford Lane) in the next financial year.	Cabinet Member for Transportation and Street Services	31 March 2007
R10	The Cabinet Member should investigate the feasibility of the construction of a Materials Recycling Facility (MRF) within Birmingham.	Cabinet Member for Transportation and Street Services	31 October 2006

8.8 Operational Issues: Kerbside Collections

8.8.1 There are a range of questions to be considered here. The question of where responsibility should lie has already been discussed in section 8.3. Issues at an operation level include:

- How frequent should collections be?
- What types of containers should be considered?
- Should schemes be voluntary or not?

8.8.2 These three issues are very much inter-related.

Frequency of Collection

8.8.3 The frequency of collection is key to economies of scale in kerbside collections. The current pilots are testing both weekly and fortnightly collection. The results from these pilots will inform this debate.



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- 8.8.4 The crucial factor is that collections should be frequent and reliable to sustain public support. If recycling schemes are an integral part of waste collection generally – e.g. collected on the same day – people are more likely to remember. Beyond that, there are arguments for and against different patterns of collection.
- 8.8.5 Leeds operates a four-weekly recyclable materials collection which has increased rates significantly. However, they are currently consulting on increasing recycling collection to fortnightly and decreasing residual waste to fortnightly – operating on alternate weeks. Lichfield already operates on this basis.
- 8.8.6 There is an argument that maintaining weekly residual waste alongside recycling kerbside collection effectively means deploying twice the resource. The advantage of fortnightly collections is in financial savings as the number of overall collection rounds stays the same, but half the rounds take recyclable materials. It can effectively force people to recycle by reducing the capacity for residual waste – assuming the size of the container is not too large.
- 8.8.7 However, it would be very difficult to move to a fortnightly residual waste collection whilst black bags are used. This would mean exposed or ill-protected waste left around properties for longer. Any consideration of frequency of waste therefore needs to be considered alongside the type of container used.
- 8.8.8 On the whole, however, it is believed that moving to fortnightly collections of residual waste would prove unpopular with the public. However, as indicated in Conclusion 9, the views of Birmingham residents need to be determined and quantified *via* consultation.

Containers

- 8.8.9 The containers in which recyclable materials and residual domestic waste are collected are a crucial part of the overall package in getting recycling schemes right. Factors include:
- Ease of use – residents must be able to store and manoeuvre containers easily;
 - Size – the capacity of the container must not limit the amount of waste residents want to recycle.
- 8.8.10 The options for containers, simply put, are bags, boxes or bins. Bags are currently in use in Birmingham: plastic for residual waste and Hessian sacks for paper. Plastic boxes are used for the pilots. However, evidence suggests that the City Council should be investigating other options, in particular, wheelie bins.
- 8.8.11 The hessian sacks for paper are generally popular. The advantage of the plastic sacks is that once the bags are removed by collectors, there is nothing left on street. However, problems include:
- Empty bags blow away (or disappear altogether);



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- The bags need to be stored somewhere and waste left out in plastic sacks is vulnerable to attack by animals (or people) and split, leaving rubbish strewn on the street, which in turn encourages rats;
- Sacks are an on-going revenue cost;
- A large number of complaints received by the City Council on waste issues are about black sacks not being delivered to residents;
- Plastic bags are themselves unsustainable and increase the volume of waste.

8.8.12 Boxes for recyclable materials are used in a number of local authorities at the moment and provide a robust and popular receptacle for all kinds of recyclable materials.

8.8.13 However, there is currently concern expressed by the Health and Safety Executive around injuries and accidents in the waste industry:

"Evident musculo-skeletal risks associated with refuse collection, and frequently enhanced risks associated with methods designed to improve recycling rates. The effects of lifting and manual handling upon refuse workers are often insufficiently addressed when collection methods are changed."

This prompted members and officers at Greenwich to dismiss the use of boxes.

8.8.14 Wheelie bins are the third option. These are enclosed containers which address many of the issues raised above bar one – the issue of storage.

8.8.15 Problems associated with wheelie bins include space to keep them in properties with small or no gardens. Leeds has not implemented wheelie bins across the whole city due to some types of housing being unsuitable (e.g. flats).

8.8.16 Housing is an issue and there are certainly areas of the city which may appear unsuitable for wheelie bins, but the use of such containers should not be ruled out altogether. Local views are critical, and if new waste receptacles are to form part of an option package for Districts, local needs will need to be taken into account.

8.8.17 Cost is also an issue: indicative costs suggest £17.50 for a 240-litre wheelie bin, of which around 30-40,000 would be needed to make the round viable. In addition, vehicle conversions would be required in order to handle the new bins.

8.8.18 There is also the concern that using wheelie bins for residual waste would increase the volumes of waste going into the bin. It is important therefore to consider introducing any change in receptacle explicitly as part of recycling so that all waste collection is viewed as a tool of recycling, not merely a receptacle for waste.



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- 8.8.19 Street bins are another option to consider – a scheme in Moseley uses large communal “eurobins” for residents to put their recyclable materials in. These have proved very popular and are used successfully in other parts of the country, including Greenwich and Edinburgh.
- 8.8.20 There is also a role for planning here – in particular, attention needs to be paid to new-build flats and their capacity to store different waste containers. The provisions of the Household Recycling Act (3.1.3) mean at least two containers will be a requirement for all households).

Voluntary or Compulsory?

- 8.8.21 The third element in any kerbside collection scheme is whether the scheme is made voluntary or not. Greenwich and Leeds have voluntary “opt-in” schemes, with the advantages that resources (i.e. bins or boxes) are not wasted and high quality recyclable materials are collected because people willingly take part.
- 8.8.22 All of the authorities visited preferred not to compel residents overtly. Lichfield however, effectively forces residents to participate by reducing the residual waste collection. This is also an approach employed by Bristol City Council.
- 8.8.23 Some authorities, including Barnet LBC, have gone further in introducing a compulsory scheme, using legislation in the Environmental Protection Act 1990. The Council argues that the kerbside collection has made recycling easy and everyone should contribute to the targets set by Government. The Council monitors which households are not participating in the Recycling from Home scheme – they would not ordinarily be going through refuse - to obtain evidence of people not recycling.
- 8.8.24 Recycling assistants visit households who do not regularly recycle in order to further explain the scheme and encourage people to participate. Residents who persistently and deliberately fail to recycle will receive warnings and formal notices. As a last resort the Council may prosecute the most persistent offenders and the magistrates court can fine them up to a maximum of £1,000. Only in those few cases where a formal notice needs to be served, and the householder is clearly still making no effort to recycle, will it then be necessary to go through their refuse bin to obtain evidence to support a prosecution. The money is held by the magistrates' court, as the Council receives none of it. The first case has recently been successfully prosecuted.³

³ http://www.barnet.gov.uk/environment_transport/recycling/comp_recycle.php3, Accessed 01.12.05



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Conclusions

21. *Consideration of containers and frequency of collection is a crucial element in implementing recycling schemes.*
22. *Using wheelie bins as part of a wider change in kerbside collections should be considered. There will be areas of the city where their use may be inappropriate (as in Leeds), but others where it may be both appropriate and viable.*
23. *Residents are often resistant to the introduction of wheelie bins. However, submissions from WRAP stated that initial resistance often turns to enthusiasm once schemes have become embedded.*
24. *Districts should have the opportunity to "bid" for communal-style bins where they deem appropriate.*
25. *Voluntary schemes are immediately preferable in that participants are willing and so quality of recycled materials is high.*
26. *However, consideration of this issue is again necessary alongside that of frequency of collection and type of container. If residual waste is collected fortnightly there would be less need to explicitly force people to recycle as the capacity in the domestic waste stream would be reduced.*
27. *After consideration, the favoured approach would be an "inclusive" one – i.e. everyone in the kerbside collection area receives the means to recycle but no sanctions are taken against those who do not participate.*

	Recommendation	Responsibility	Completion Date
R11	The Cabinet Member should, as part of a resident-focused approach: a) maintain the weekly residual domestic waste collection to all properties in Birmingham; b) review the frequency of all kerbside recycle waste schemes and if necessary bring forward proposals for change; c) review all containers in which recycle and residual domestic waste is collected and to bring forward proposals for change, if necessary.	Cabinet Member for Transportation and Street Services	31 January 2007

8.9 Household Recycling Centres and Bring Banks

- 8.9.1 Kerbside collections ought to continue to be supplemented by recycling facilities at Household Recycling Centres and Bring Banks. Indeed, there is some evidence that kerbside collections increase the usage of these.



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- 8.9.2 A recommendation of the Recycling: Paper and Green Waste Scrutiny Review was that a sixth HRC be built in the South West of the City. The Committee expects to receive a report on progress with this shortly.
- 8.9.3 There are a number of issues associated with HRCs and Bring Banks that the Council must continue to improve. These include:
- Location;
 - State and upkeep (including overflow);
 - Underground design.
- 8.9.4 Innovative ideas uncovered in this Review include:
- Using banks to generate income via advertising on the sides;
 - Use of existing locations – supermarkets are well-used but what about faith places or community centres for example?
 - Adopt a bin – whereby local residents maintain recycling banks in their neighbourhood.

Conclusions

28. *Household Recycling Centres and bring banks will continue to play an important part in supporting Birmingham's recycling efforts.*
29. *The Council, along with TWD, should continue to explore the use of these in encouraging recycling, including extending the range of recyclable materials.*
30. *A further aspect to this relates to access to HRCs: road layout often contributes to congestion at peak times in and around HRCs. This ought to be tackled more aggressively.*

	Recommendation	Responsibility	Completion Date
R12	The Cabinet Member should explore increasing the range of materials recycled at Household Recycling Centres.	Cabinet Member for Transportation and Street Services	31 October 2006

8.10 Disposal and Reprocessing

- 8.10.1 Any role Birmingham City Council plays in disposal and reprocessing of recycling materials will necessarily be in conjunction with the private sector, as is currently the case with the contract with TWD.



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- 8.10.2 Once material has been collected, it must be taken somewhere. Where it goes and what happens to it once it gets there has a huge impact on how it is collected in the first place. We have already noted the move away from residents separating waste to 'co-mingled' collections, as used in the pilots. Currently this waste is sent to a Materials Recycling Facility in Blackburn. If such kerbside schemes are extended, there is clearly a role for a Materials Recycling Facility (MRF) in Birmingham. This is currently being discussed within the City Council and with partners.
- 8.10.3 Any increase in recycling will only come with investment. Greenwich's experience however shows how this can be matched by investment by the private sector, and how a MRF can generate revenue income.
- 8.10.4 There are amenity and environmental considerations in building such a facility, such as traffic, smell, airborne and water-course pollution. Such a proposal will require an Environmental Impact Assessment (EIA) or Strategic Environmental Assessment (SEA) depending on their size. These would need to be assessed on a site by site basis.

Reprocessing

- 8.10.5 Evidence has been received that there is a need for more capacity for reprocessing facilities in the region. Taking advantage of this – and providing employment opportunities in the region – would mean working with partners.
- 8.10.6 The advantages of this can be seen with the current arrangement with Kappa. They invested in vehicles and banks so were brought in with the council scheme. One of the reasons for the kerbside paper collection success is the proximity and commitment of Kappa. This could be replicated with other materials.
- 8.10.7 There is a place for social enterprise here, and all options should be thoroughly explored.

Markets for Recycled Goods

- 8.10.8 It has been noted already that the recyclate market is immature. The City Council is a significant spending power within Birmingham's economy. Thus, consideration has been given to the role that Birmingham City Council should play as a major procurer of goods.
- 8.10.9 The key points are:
- Over the last 12 months Corporate Procurement Services contracts resulted in the purchase of approximately £23k of recycled office products, out of a city spend of around £850m.



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- Suppliers are not currently required to be accredited with any quality standards, although Corporate Procurement Service credits companies who have ISO14001, EMAS, or BS8555 with a 'pass' on the Going For Green scheme (see Appendix).
- The City Council does not have a policy for purchasing specific types of commodity or minimum standards. Recycled options are currently available through corporate CPS contracts.
- Recycled, environmentally friendly, and energy efficient products are promoted by the use of icons in the Birmingham City Council Catalogue for supplies. It is hoped that the implementation of the E-Catalogue will increase the ability to promote 'green' products further.

8.10.10 It is clear therefore that there is room for the City Council to do more in promoting the procurement of recycled goods. What is equally clear that an unambiguous steer from Members is required if this is to be a priority for the Council as these options may of course not always be the cheapest.

8.10.11 These goods would not be restricted to office materials: one of the firms processing the plastic sent to the Blackburn Materials Recycling Facility (where Birmingham is currently sending material collected in the pilot schemes) produces, amongst other things, plastic street furniture. This could be purchased by the Council and would have the dual benefit of:

- Stimulating markets for recycled plastic;
- Showing residents how their efforts in recycling can benefit their local community.

8.10.12 In encouraging consumer purchasing of recycled goods, one idea the Council could promote is the idea of a recycling brand, similar to that of Fair Trade. This would be a matter for central, not local, government and would need national participation.

8.11 Other Innovative Ideas

8.11.1 During the course of our evidence gathering, we found a number of case studies, pilots and other examples of good practice, which we felt were of note. Whilst these form part of many of the options that the City Council can consider, they are included here for information.

Charity waste windfall

Charity shops in Wolverhampton may soon receive lucrative cash windfalls under a recycling deal announced by the City Council. The plans aim to enable charity outlets to claim money for donated goods which end up being thrown away. Through the implementation of clear waste recording systems in order to receive the money, paying credits to the charities is



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hoped to assist the authority to meet its recycling targets whilst also providing charities with an additional source of income.

High flying initiative in Tower Hamlets

September 2003 heralded the onset of recycling collections from 10,000 high-rise dwellings. Implemented by the Tower Hamlets Community Recycling Consortium, the scheme was the first large scale door to door collection for high-rise households. Alongside education and awareness campaigns, THCRC recruited over 30 local residents for jobs and training within the first 3 months.

Progressive Partnerships

As a result of county-wide public consultation, Hampshire County Council introduced Project Integra in 1993 which was adopted by its 11 district councils, 2 unitary authorities and its private waste contractor. This county-wide partnership allows local authorities to pay into a central fund for the provision of a key waste management and recycling service.

To date (2004/05), Project Integra has achieved a collective recycling rate of 27% (with a target of 50% by 2010), with over 95% of Hampshire's households now having access to a kerbside recycling collection.

Fossil fuel provides recycling opportunities

Over 95% of the scrap metal generated by British Gas engineers is recycled via a collection contractor, whilst the paperwork generated by the engineers is also collected for confidential recycling.

Wriggly solution to kitchen waste

Moray Waste Busters (Scotland) runs a composting and vermiculture project which collects kitchen waste from 350 households to feed to worms. The result is the production of high quality compost, employment of 6 people, 6 volunteers and 4 trainees.

Green solution to a smelly problem

North Dorset District Council held a 'Green Baby Day 2005', an event which aimed to provide education, stalls and advice for parents.

Waste not, want not

Lambeth council promoted a community re-paint scheme, whereby residents could donate left-over paint for use by local charities, community and voluntary groups.

Putting money where their mouth is

Three Rivers Council, Hertfordshire introduced their home composting scheme by offering a free 'earth machine' for all garden and organic kitchen waste. To date it has distributed 14,000 bins, which equate to 48% of all houses with gardens.

Three Rivers was the first local authority in the UK to reach the 40% target.

Recycling gets lucky

London Borough of Redbridge ran a Lucky Box scheme in 2004, offering £1000 worth of lucky box prizes to residents. Partners approved £400 each to the prize fund, with 2 random addresses from recycling rounds inspected on collection days. Residents won £50 if their box was out for collection and containing the right materials.

Colourful recycling

Carlisle City Council produced a colourful and imaginative recycling calendar to help get the recycling message across to its residents.

Secretly Intelligent Recycling

GCHQ and GSL joined forces in 2003 to provide 20 local schools with tens of thousands of non-classified recycled stationery items following a massive spring cleaning exercise at the intelligence centre.



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8.12 Future Role of Scrutiny

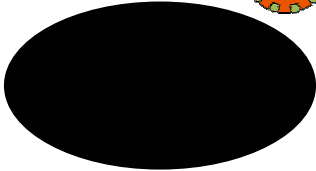
8.12.1 Recycling is a very important issue facing the Council, and this Committee will continue to take a strong interest, over and above the tracking process. There are a number of ways in which the Committee will do this:

- A number of reports have been requested as a result of this Scrutiny Review, and these will be considered in some depth.
- The Committee will continue to monitor performance against statutory targets very closely.
- The Committee will request annual reports over and above tracking reports in order to track.

	Recommendation	Responsibility	Completion Date
R13	Updates on progress with recycling will be requested on an annual basis to ensure the Committee is fully briefed on developments as the City Council strives to meet national targets up to 2015. The first of these reports will take place in September 2006.	Cabinet Member for Transportation and Street Services	30 September 2006
R14	Progress towards achieving these recommendations should be reported to the Transportation and Street Services Overview and Scrutiny Committee no later than its July 2005 meeting. Subsequent reports on progress will be scheduled by the Committee on a regular basis thereafter until all are completed.	Cabinet Member for Transportation and Street Services	31 July 2006



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Appendix 1 Witnesses

A1.1 Committee Members would like to thank the following for their input and hospitality during the course of the review:

- Chris Allen (Managing Director) and Dave Cowing (Commercial Manager) of Kappa Paper Recycling;
- Steve Mitchell (General Manager) of Tyseley Waste Disposal Ltd;
- Conor Barry (Manager) of the Ladywood Furniture Project;
- Lorna Langdon (General Manager), Claire Atkins (Recycling Coordinator) and Ann Brookman (Waste Action Coordinator) of Brumcan;
- Ruth Plant (Corporate Director - Operational Services) of Lichfield District Council;
- Pippa Milne, Stephen Smith, Leeds City Council;
- Cllr Grant, Andrew Chambers (Principal Waste Policy Officer), Peter Dalley (Operations Manager), Ray Collingham (Assistant Director), London Borough of Greenwich;
- Justin French Brook of the Waste Resources Action Programme (WRAP);
- Dr Susan Juned of the National Industrial Symbiosis Programme (NISIP);
- Peter Scholes (Managing Director of Urban Mines).

A1.2 Members were also very grateful for the help of:

- Stuart Lattimer (Waste Disposal Operations Manager), Jeremy Shields (Contract Monitoring Officer), Phil Brook (Waste Minimisation Officer) from Fleet and Waste Management;
- David Ward and Lorraine Cookson, Sustainability Team;
- Alastair Jewson (Strategy and Performance Officer) from Corporate Procurement;
- Jagwant Johal, District Director – Edgbaston;
- Bret Willers, District Director – Hall Green;
- Rob James, District Director – Hodge Hill;
- Jacqueline Branch, District Director – Ladywood;
- Jan Kimber, District Director – Perry Barr;
- Chris Jordan, District Director – Selly Oak;
- Gill Taylor, District Director – Sutton Coldfield;



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- Ted Timothy, Senior Manager, Neighbourhood Management – Yardley.



Appendix 2 Legislation

EU Directive	Purpose	Targets	Enforcement Mechanisms	UK Implementation	Implications for BCC
The Waste Framework Directive	An overarching legislative framework for the collection, transport, recovery and disposal of waste. Based on the 'polluter pays' principle, the aim is to encourage waste management and to protect human health and the environment.	Requires Member States to take appropriate measures to encourage: <ul style="list-style-type: none"> - the prevention or reduction of waste production and its harmfulness; - the recovery of waste by means of recycling, re-use or reclamation . 	Includes permitting, registration and inspection requirements – supported by other Directives.	Waste Management Licensing Regulations 1994	Requires that Waste Regulation Authorities take the Directive into account by drawing up Waste Management Plans.
The Landfill Directive	To reduce landfill gas in order to reduce global warming; to reduce the amount and hazardous nature of waste going to landfill; to monitor landfills to reduce or prevent harm to human health and the environment.	Reduce biodegradable municipal waste sent to landfill by: 2010: 75% 2013: 50% 2020: 35% (of 1995 levels).		Landfill Regulations (England and Wales) 2002 The Finance Act and Landfill Tax Regulations 1996 Waste and Emissions Trading Bill, 2002 Waste and Emissions Trading Act, 2003 Environmental Protection Act 1990 Landfill Regulations (England & Wales) 2005 Landfill Allowance Trading Scheme Regulations 2005	Limits are set on the amount of biodegradable municipal waste that BCC can send to landfill. This may be assisted through the Proposed Landfill Allowances Trading Scheme (England). Directly affects BCC as a waste producer, with the tax currently at £15/tonne. This will increase by £3 in 2005/06 and a minimum of £3 thereafter towards a target of £35/tonne. The 2003 Act provides statutory footing to penalties in the world's first economy wide emissions trading scheme. The Environmental Protection Act requires waste authorities (i.e. BCC) to control the pollution arising from its waste processes (and of any companies it may control). Further implications of the Directive are: - certain wastes banned from landfill; - landfill sites must be classified; - requirement for pre-treatment of wastes going to landfill.
The Waste Electrical and Electronic Equipment (WEEE) Directive 2003	A 'producer responsibility' directive to improve the management of WEEE produced and to protect human health and the environment.	Targets for collecting WEEE, new standards for the treatment of WEEE and strict recycling and recovery targets.		Central Government has postponed the implementation of the Directive until June 2006 due to the level of preparation required and continuing stakeholder concerns.	No obligations placed on local authorities, but on producers and retailers. However, central Government is looking at the role that civic amenities might play, whilst the Directive offers a general opportunity to raise their levels of recycling.
Waste Oil Directive				UK Waste Oils Market 2001	

EU Directive	Purpose	Targets	Enforcement Mechanisms	UK Implementation	Implications for BCC
Packaging and Packaging Waste Directive	Seeks to reduce the impact of packaging and packaging waste on the environment.	Recovery and recycling targets to reduce packaging waste by 60% by 2008.		The Packaging Regulations 1997, 2003 place obligations on certain businesses to reduce packaging waste. National target of 70% reduction by 2008.	Directive targets over materials such as paper, glass, plastic, aluminium etc, and the recovery and recycling of these by local businesses could contribute to BCC's wider recycling targets. BCC can also encourage local businesses to reduce the amount of packaging they handle by illustrating that they can save money – again contributing to BCC's waste management targets/BVPI.
Hazardous Waste Directive / European Waste Catalogue	Provides a list of hazardous wastes.			Transposed in England by the Special Waste Regulations 1996 until 15 July 2005, and replaced by the Hazardous Waste Regulations (England and Wales) 2005 and the List of Waste (England) Regulations.	Where BCC has direct responsibility for any activity that produces or deals with hazardous waste, it would be required to meet these regulations. Support available through the Hazardous Waste Forum and the Landfill Hazardous Waste Implementation Programme.
Proposed Batteries Directive	To contribute to a high level of environmental protection and to contribute to the proper functioning of the internal market.	Proposes a 25% collection rate for portable household batteries within 4 yrs of being transposed by Member States. This increases to 45% within 8 years.		If transposed in the UK, the Directive would reduce the quantity of hazardous and non-hazardous waste batteries going to landfill and increase the recovery of the materials they contain.	If transposed into UK law, there could be implications for BCC's municipal waste and recycling targets. This may include the establishment of collection schemes.
Proposed Biowaste Directive	As part of the EU Thematic Soil Strategy, the second draft of the Biowaste Directive was published 2001 (abandoned in the summer of 2005).	Aims to promote the biological treatment (e.g. composting, anaerobic digestion) of biodegradable waste to assist in meeting Landfill Directive targets.		The paper suggest that Member States would be obliged to set up separate collections of biodegradable waste in order to maximise the scope for composting and anaerobic digestion.	The proposed directive would further require the amount of residual municipal waste to be reduced to the smallest amount possible through separate collections of both biowaste and other wastes. This holds significant implications for UK waste management and would require fundamental changes the recycling collection operations under BCC.
End of Life Vehicles (ELV) Directive, 2000	Aims to reduce, or prevent, the amount of waste produced from ELVs and increase the recovery and recycling of ELVs.	Rising targets for re-use, recycling and recovery by 85% 2006 and 95% 2015. As of 2007, producers pay all or a significant part of the costs of free take-back of no/negative value vehicles to a treatment facility.	Treatment facilities must have permits. Higher environmental standards.	End of Life Vehicles (Producer Responsibility) Regulations 2005.	The Regulations require operators to hold a site licence if accepting vehicles which have not been depolluted and set new minimum technical standards for all sites that store or treat ELVs.
Integrated Pollution Prevention and Control Directive 1996	Provides an integrated approach to establish pollution prevention from stationary installations in order to achieve a high level of protection of the	Member States required to put into place an operating system for certain industrial installations. Operators must demonstrate the use of 'best available		Pollution Prevention and Control Act 1999	PPC Act introduced the operation of two new pollution control regulatory regimes for the Local Authority regulators. Both systems require the operators of specified industrial and other installations to obtain a permit to operate. Where issued, the permit includes conditions aimed at

EU Directive	Purpose	Targets	Enforcement Mechanisms	UK Implementation	Implications for BCC
	environment through measures which reduce or prevent emissions.	techniques' (BAT) to prevent or reduce pollution.			reducing and preventing pollution.
Waste Incineration (WID) Directive, 2000	To prevent and limit negative environmental effects by emissions into air, soil, surface and ground-water, and the resulting risks to human health from the incineration and co-incineration of waste.	The WID incorporates and extends the requirements of the 1989 Municipal Waste Incineration Directives and the Hazardous Waste Incineration Directive, forming a single Directive on Waste Incineration as of 28 December 2005.	Stringent operating conditions, minimum technical requirements for waste incineration and co-incineration.	Waste Incineration Regulations (England and Wales) 2002. Environmental Protection Act 1990. UK Waste Oils Market 2001.	Local authorities are classed as waste regulators and thus is required to interpret and apply the Regulations. Regulations are particularly pertinent for operators of incineration and co-incineration plants (e.g. Tyseley). The Environmental Protection Act requires waste authorities (i.e. BCC) to control the emissions arising from its waste incineration processes (and of any companies it may control).

Note on EU Thematic Strategies

Whilst they are not legal frameworks, they are likely to drive UK waste and resources policy-making in the medium- to long-term. The 6th Environment Action Programme provided a mandate to develop seven thematic strategies for priority areas of environmental policy, three of which are significantly relevant to waste issues.

The third Thematic Strategy – Prevention and Recycling of Waste – is, perhaps, most significant. Adopted in 2003, it raises a number of key issues which may potentially shape future recycling policy. These include:

- Waste Prevention. In particular, basing future policy upon the relationship between weight/volume, hazardousness and impact via waste prevention targets;
- Lack of comprehensive approaches to recycling in the past may promote 'material specific' initiatives in the future. Such initiatives would aim to overcome economic barriers;
- Harmonised standards for recycling operations to avoid localised interpretations of BAT;
- Instruments to promote recycling based upon economics and markets are likely to be effective, but to be successful would require legislative co-ordination across Member States. Further suggestions include 'Pay as you Throw' schemes, incentive systems and prescriptive instruments as additional waste policy options;

- A level playing field for recycling through a suggested extension of the IPPC Directive to the whole waste sector.

The UK Sustainable Development Strategy 2005

The Strategy sets out the following:

- A continued drive to improve resource efficiency and reduce waste and harmful emissions across business sectors;
- A review of the UK Waste Strategy, with increased emphasis on reducing waste at source and making use of it as a resource;
- Evaluations of key environmental taxes to help build a more comprehensive picture of the effectiveness of such taxes;
- A new programme of community engagement – Community Action 2020: Together We Can – to act as a catalyst for community action helping people to get involved by providing skills training, improved access to funding and mentors;
- A deliberative forum to look at what it would take to help people live more sustainable lifestyles;
- Placing sustainable development at the heart of the land use planning system and the core of new planning guidance.

Defra's 5-year strategy 'Delivering Essentials for Life' (2004).

The strategy covers all aspects of sustainable development, with a particular focus upon waste management, recycling and re-use in the context of environmental leadership and behavioural change. The Strategy outlines Defra's own targets for the next five years, including:

- Encouraging people to assume responsibility and take ownership locally by increasing opportunities for recycling through a new partnership with supermarkets;
- Decoupling waste production from economic growth by 2010, and gaining more from what is left through re-use, recycling/composting and the recovery of energy;
- Introducing a new Business Resource Efficiency and Waste Programme;

- Introducing a range of innovative approaches to boost recycling and minimise waste (including working with retailers and local government to upgrade recycling facilities at supermarkets and by providing households with incentives to recycle);
- Introducing a new service – Environment Direct – which will provide consumers with the facts they need to make sustainable choices.



Appendix 3 Recycling in the Core Cities and West Midlands Authorities

a) Recycling in the Core Cities

	Kerbside Recycling	HRCs	Bring Sites	Garden Waste Collection	Home Composting	Domestic Waste Collection	Energy Generation
Bristol	All households are served by weekly recycling kerbside collections - black boxes for food and drink cans, newspapers /magazines, yellow pages, glass bottles/jars, clothes and shoes, aluminium foil, domestic batteries, spectacles. Flats are served by mini-recycling centres (MRCs), which take the form of large wheeled bins for blocks of flats. These collect glass, paper and cans. Currently, there are 160+ MRCs, servicing over 11,000 flats.	2	51	-	Residents can purchase home composting bins from the Council.	Wheelie Bins. Bristol City Council has now implemented a policy <i>not</i> to take any additional domestic refuse other than that in the bin.	
Leeds	Four weekly collection of green bins for mixed paper, cardboard, cans, plastic bottles, bags and clingfilm. The scheme covers 88% of properties.	11	365	-	Encouraged.	Wheelie bins, weekly collection.	
Liverpool	Multi-material kerbside collection service to all domestic properties across the city;		400	Green waste collection will be rolled out to 95,000 properties over 2005.		Wheelie bins, weekly collection.	
Manchester	Most areas of the city are covered by a kerbside collection of glass, cans, textiles and paper;	3	105	Green waste collection is currently being rolled out		Wheelie Bins collected weekly	

	Kerbside Recycling	HRCs	Bring Sites	Garden Waste Collection	Home Composting	Domestic Waste Collection	Energy Generation
Newcastle	Fortnightly citywide kerbside collection scheme for paper, glass, plastic, cans, textiles and batteries. Recyclables are collected from a recycling box. c.20,000 households in communal, medium and high-rise flats are covered by the Flats Recycling Service.	1	28 points	-	Offers discounted water butts and compost bins.	Black Sacks.	-
Nottingham	Kerbside scheme covers 42,000 households, a third of the population. Paper, magazines and cardboard are collected fortnightly in clear sacks.	2	147	Garden waste, collected fortnightly in brown wheelie bins.	Encouraged.	Wheelie Bins. Collected fortnightly.	
Sheffield	Paper and card kerbside collection every 4 weeks – 19,280 tonnes per year collected;	5	TBC	Green waste collection every 2-4 weeks depending on the time of year. 45,000 households covered.	-	Wheelie Bins collected weekly.	TBC

b) Recycling in the West Midlands

	Kerbside Recycling	HRCs	Bring Sites	Garden Waste Collection	Home Composting	Domestic Waste Collection	Energy Generation
Wolverhampton CC	Fortnightly collection of paper/magazines, food tins/cans, glass bottles/jars, tin foil. Green boxes. Currently in Phase 7 of a City-wide roll out.	2	100	Green 240l wheelie bin for garden waste. Fortnightly collections - material sent for composting.	-	Wheelie Bins.	-
Dudley MBC	Fortnightly collection of glass bottles/jars, food and drinks cans, newspapers/magazines/junk mail/printer paper. Green boxes.	1	68	-	Offers discounted water butts and compost bins.	Black Sacks	-
Sandwell MBC	3 weekly kerbside services serve three-quarters of the Borough: 1) Green bag collects paper, cans, clothes, shoes and textiles. 2) Run by Community Recycling Venture, Green box collects same as green bag, but also includes glass. 3) Run by Sandwell MBC, green box collects paper, cans and glass.	1	80	A quarter of households provided with garden waste wheelie bins – fortnightly collection. All households have access to a free, but bookable, garden waste collection service.	Offers discounted compost bins.	Weekly 'back-door' collection – residents use plastic dustbins or wheelie bins.	-

	Kerbside Recycling	HRCs	Bring Sites	Garden Waste Collection	Home Composting	Domestic Waste Collection	Energy Generation
Coventry CC	Fortnightly paper collection in green box. Should be available to all residents end-2006.	1	Approx. 200	Collection available to ¼ households.	Offer discounted compost bins.	Wheelie Bins.	-
Walsall MBC	Houses – 2 weekly, green box collections of glass bottles/jars, newspapers, magazines and drinks cans. Flats – served by mini-recycling centres collecting glass bottles/jars and drinks cans.	2	62	Brown bins.	Scheme implemented 1996, well established and very successful – has highest tonnage of all recycled materials collected.	Wheelie Bins.	-
Solihull MBC	2 kerbside schemes: 1) Weekly paper collection in partnership with Worcestershire Community Recycling Network, supported through the Recycling Credit Scheme. Red sacks or green boxes. 2) Quarterly textile collection in partnership with Black Country Rags and Wiper Ltd. Collected materials either exported for re-use or recycled by specialist companies.	1	33	Fortnightly, green sacks, sent for composting.	-	Weekly, black sacks.	Non-recycled domestic waste sent to EfW, HRC waste landfilled and methane gas used to produce electricity.

NB: data taken from local authority websites, 15 November 2005



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Appendix 4 Resources

Resource	Funding	Support	Relevant Resources for BCC	Accessing Resource
WRAP	Some funding provided to raise local awareness. Allocated through competitive tender - next round to be announced 2006.	ROTATE - Recycling Advisory Service for Local Authorities	Kerbside Analysis Tool (KAT) Good Practice Guidance - Engaging Black & Minority Ethnic Communities in Recycling Activity Good Practice Guidance - Alternate Week Collections, Guidance for Local Authorities Food & Beverage Cartons Guidance Procurements & the efficient use of material resources guidance Model Contracts Toolkit Collection Services Wizard Monitoring & Evaluation of Recycling Communications Campaigns Toolkit Vehicle Procurement Checklist Recycling Managers Training Programme	www.wrap.org.uk
Defra	Regional Support Fund provides up to £50k to each region through its GO.	Local Authority Support Programme (LASP)	Toolkits for procurement, kerbside collections, estates collection, civic amenity sites, bulky goods, municipal waste strategies M-BEAM (electronic planning tool to assist the development and costing of strategies for using the Landfill Allowance Trading Scheme) Household waste incentive schemes National/Regional Advisory Groups Customer Focus Groups Defra Environmental Services Efficiency (DESE) Toolkit Household Waste Prevention Toolkit	www.lasupport.defra.gov.uk

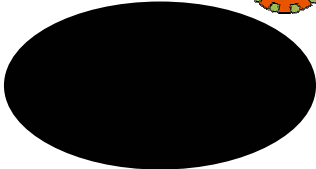
Resource	Funding	Support	Relevant Resources for BCC	Accessing Resource
<p>Energy Savings Trust A non-profit organisation funded by government and private sector, set up to achieve sustainable use of energy and to cut CO2 emissions.</p>	<p>Offers some funding schemes and wide ranging support to local authorities for energy efficiency initiatives.</p>		<p>Community Energy Grants/Development Funding for community schemes. Southampton City Council has previously been awarded funding for an energy from waste community heating scheme. Innovation Programme - offers funding and technical support to Local Authorities fro projects which include novel approaches to address housing energy efficiency.</p>	<p>www.est.org.uk</p>
<p>The Carbon Trust Helps business and the public sector cut carbon emissions and capture the commercial potential of low carbon technologies.</p>	<p>Open call for funding proposals, with grants up to £250k for projects demonstrating innovation, clear need/demand, UK benefits.</p>		<p>BCC has previously received funding under this scheme for a Demonstration project; however this could be taken further. For example, London Borough of Croyden received £61k for a project looking at woodchip from waste fro renewable heat and power.</p>	<p>www.thecarbontrust.co.uk</p>

Resource	Funding	Support	Relevant Resources for BCC	Accessing Resource
Local Authority Recycling Advisory Committee (LARAC)		Membership open to any UK local authority, supporting and promoting waste reduction and recycling through information exchange, expert responses, assistance with technical information and advice on best practice.	LARAC Scholarship Programme - for new recycling/waste officers with less than 5 years experience. Events, conferences, training events in association with WRAP.	www.larac.org.uk
CRED Community Recycling and Economic Development Fund, distributed National Lottery money on behalf of the Big Lottery Fund's Transforming Waste programme in England. Primarily aimed at community based projects which are endorsed by local authorities.	Open grant funding of £50-300k for projects closed 2005, however CRED still offer support and advice.		CRED Fact Sheet Building Partnerships with Local Authorities CRED Fact Sheet Kitchen Waste Collection and Composting Projects CRED Fact Sheet Garden Waste Collection and Composting CRED Fact Sheet Starting a Community Composting Project CRED Fact Sheet Simple Waste Regulatory Guidance for Reuse and Refurbishment CRED Fact Sheet Waste Licensing CRED Fact Sheet Promoting Your Waste Project	www.cred.rswt.org
Awards for All A Lottery grants	Awards grants between £500 - 5,			www.awardsforall.org.uk

Resource	Funding	Support	Relevant Resources for BCC	Accessing Resource
scheme aimed at local communities.	000 and covers projects that promote education and environment in the local community.			
Defra		Guidance on Municipal Waste Management Strategies, 2005	Performance Rewards Scheme Intensive Education Scheme Supermarket Rewards Scheme Prizes for Recycling Scheme	www.defra.gov.uk/environment/waste/locauth/workbooks/index.htm
Friends of the Earth		Good Practice Guidance	Doorstep Recycling - a good practice guide and local authority case studies.	www.foe.co.uk/resource/reports/doorstep_recycling_good_practice.pdf
Letsrecycle.com		Web-based resources	Autumn Seminar Programme covers Alternate Weekly Collections, WEEE Directive. Hosts the Awards for Excellence in Recycling and Waste Management. Hosting Stoneleigh Live 2006 - waste management's equivalent of the Clotheshow Live at the NEC! Lists monthly, up to date price index for recycled materials.	www.letsrecycle.com
CIWM		Good Practice Guidance	Energy from Waste: A Good Practice Guide	ISBN 0-902944-54-1



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Appendix 5 Going for Green

Going for Green in council contracts



Environmental guidance and criteria for organisations
wishing to work with Birmingham City Council



BACKGROUND

Sustainable development is about ensuring a better quality of life for everyone now and for generations to come, by bringing together objectives around social, economic and environmental goals.

Birmingham City Council is fully committed to the sustainable development of the City and, a fundamental objective of this is the protection and enhancement of the environment. In order to promote this, we have a Corporate Sustainability Strategy and Action Plan 2000 - 2005, which outlines how we scrutinise our own activities and will improve our environmental performance.

Procurement decisions have a direct influence on how well we can meet the aims of our Sustainability Strategy, and we recognise that for it to succeed, the organisations from whom we buy our services, works, and supplies must share our commitment to sound environmental performance and improvement.

This booklet explains how we are addressing environmental performance in Council contracts and how this affects you as a potential or actual provider of Council services, works or supplies.

SUSTAINABLE PROCUREMENT POLICY STATEMENT

Procurement has been identified as being a key area in which the Council can both reduce its environmental impact, and help to achieve sustainable development in the City. To achieve this, we have adopted a formal Sustainable Procurement Policy Statement which sets out our intention to:-

- Compile specifications that have been drawn up to favour, whenever appropriate, sustainable goods, services and works over non-sustainable goods, services and works and minimise environmental impact during use.
- Procure goods, services and works from suppliers and contractors that have submitted to an approval process that includes evaluation of their environmental policies.
- Whenever possible procure goods, services and works that have minimal environmental impact.

THE BENEFITS OF GOOD ENVIRONMENTAL PERFORMANCE

The Council recognises that you will have many competing demands on your resources and we do not want to unreasonably add to that burden. We do, however, believe that by effectively embracing the environment, you are making an investment, which will provide a long-term competitive advantage, primarily as a result of reduced costs and your ability to meet customer demands for environmental improvements.

10 good reasons for adopting greener practices:-

- You can reduce your organisation's running costs by using less energy and producing less waste.
- Environmental legislation from both Europe and the UK is growing in significance. A company, which keeps on top of this and implements new practices may avoid large future investments and gain a competitive edge.
- New economic levies such as taxes, charges and trade licenses are rewarding clean companies.
- Implementation of many environmental measures do not cost a lot and can be quite simple, for example, recycling office paper/printer consumables, saving energy by switching off equipment and using products with low energy ratings.
- Many companies are reviewing their purchasing policies and looking at their suppliers to demonstrate good environmental practices.
- Customers are increasingly demanding greener products from credible sources. You cannot just say its green; you have to be able to prove it.
- Increasing investor interest in environmental issues has led to a number of financial institutions looking at environmental performance as an important indicator.
- Improved media image and sales.
- Employees prefer to work for an environmentally responsible company and their involvement in environmental activities can help improve job satisfaction.
- Companies who have awareness of their environmental risks and implement reduction measures can reduce the cost of their insurance premiums.





SOME OF THE KEY ISSUES IN THE COUNCIL'S SUSTAINABILITY STRATEGY

Environmental Legislation

We need assurance that the organisations we contract with are fully aware of and comply with all relevant environmental legislation when working with us and expect this awareness to be demonstrated. Examples include duties under the Environmental Protection Act 1990, Water Resources Act

1991 and Water Industry Act 1991, Packaging Waste Obligations Regulations 1997, Ozone Depleting Substance Regulations.

Monitoring and Minimising Pollution

We use our legal powers and influence to limit water and land pollution in the City and the wider environment to the absolute minimum. In order to do this, we must identify the environmental risks involved with the provision of our services and monitor our performance.

Waste and Recycling

We have a key objective to minimise the amount of waste for disposal through a progressive '4R' approach:-

- Reducing the production of waste.
- Reusing materials where possible.
- Recycling everything possible.
- Recovering energy from waste.

A target has been set for the recycling or reduction of 5% of in-house waste for the next 12 months.

Conservation of Energy

We have undertaken to reduce consumption of energy and water. We also aim to reduce the use of fossil fuels as a source of power in Council buildings and offices and increase use of renewable energy with a target of obtaining 15% of electricity from renewable energy sources by 2010.

Purchasing

We are reducing the environmental impact of the goods and services consumed by the City via the Sustainable Procurement Policy Statement. The best approach to buying green is to buy less, so we need to rethink whether we need as much, or whether we can re-organise or redesign work or processes to require less.

Transport

We aim to reduce the environmental impact of traffic in the City by encouraging the usage of less polluting and more energy efficient and healthier modes of transport and improving these alternative means of transport. We run a Travelwise campaign which aims to reduce employee car commuting by 10%.

Enhancing the Local Environment

We aim to develop a safe, healthy local environment, which provides the best quality of life possible for its residents and is clean, unpolluted, attractive, ecologically sound and free from dereliction and degradation.

Environmental Management Systems (EMS)

Environmental Management Systems can help organisations to:-

- Reduce their impact on the environment
- Ensure compliance with environmental legislation and regulations
- Improve the effectiveness of existing management systems
- Reduce use of energy and resources while minimising waste
- Reduce unforeseen environmental risks
- Continually improve environmental and overall performance; and
- Involve people, raise their awareness and help them to develop new skills.

Each Council department will utilise the principles of EMS's and where appropriate seek accreditation under the International Standard ISO 14001 or the European Standard EMAS (Eco-Management and Auditing Scheme) as soon as is practicable.

A full copy of the city's sustainability strategy and action plan is available from: sustainable_city@birmingham.gov.uk or tel 0121 303 5449 or on the internet at www.birmingham.gov.uk/sustainability which also includes further information around sustainability issues.

ENVIRONMENTAL ASSESSMENT FOR CONTRACTORS



Birmingham City Council has introduced an environmental assessment for all firms who wish to tender for Council services, supplies and works contracts.

We recognise that some companies may need some support or further information in order to comply with our new requirements. To help we have established a partnership with Groundwork Birmingham.

Groundwork Birmingham and Solihull Environmental Business Services (EBS)

Groundwork Birmingham and Solihull is an environmental charity. Its key aim is to work with business and local people to aid sustainability and improve the quality of their environment.

Groundwork's Environmental Business Services provides top quality environmental support to local businesses. This ranges from specific technical advice and training through to the establishment of ISO14001/EMAS management systems, for which they have a long track record.

Working in partnership with Birmingham City Council, local industry leading companies and the support agencies, Groundwork Birmingham and Solihull aims to provide creative and innovative programmes to build the sustainability of local businesses.

Groundwork Birmingham & Solihull, in partnership with Corporate Procurement Services, provide seminars, one to one support and training to suppliers and contractors.

This Environmental Business service aims to provide a tailored service that focuses on real business improvement and cost savings, NOT paperwork! Groundwork Birmingham and Solihull are able to offer subsidised or very competitive support and training to either individuals or groups of companies. For more information or to receive our periodic email update please contact Pete Smallwood on 0121 507 6500 or email to birmingham@groundwork.org.uk

The Assessment

The following pages show you how we will be evaluating your environmental performance based on the information you should provide as requested in the application form or tender documents. If after reading this guidance document, you are unsure of what is required from your company, contact Corporate Procurement Services. If you require further help with environmental issues which are specific to your area of work, including advice of a more technical nature, contact Groundwork Environmental Business Services as above.



CRITERIA FOR ENVIRONMENTAL INFORMATION



Part 1 of the application form includes a section in Part E which asks you questions related to your environmental performance. Alternatively, these questions will form part of the requirements within the tender documents where you are not required to complete a part 1 application form. As part of the relevant section, you should submit an environmental policy or policy statement. If you are certified under ISO14001/EMAS or BS8555 you should submit a copy of your certificate only. The criteria below indicates the information your company should submit and how we will assess this. We recognise that your particular service area may not warrant a response to all the criteria, please will you indicate where this is the case in your submission.

Level 1 – For firms employing fewer than 5 persons

You are required to submit an Environmental Policy Statement, which demonstrates your commitment to:-

Environmental performance addressing the areas below. Your policy statement will be assessed via a scoring system with each area carrying the indicated score (in brackets). In order for your policy statement to be acceptable to Birmingham City Council it must score 4 out of 4 and demonstrate your commitment to:-

- 1) Compliance with relevant environmental legislation (1)
- 2) Pollution prevention:
Preventing risk of pollution (1)
Commitments to minimising air, water and land pollution (1)
- 3) Commitment to assist the Council in performing its proposals as set out in the Sustainability Strategy and action plan 2000-2005 when working on Council contracts (1)

Level 2 – For firms employing 5 or more employees

You are required to submit an Environmental Policy or an Environmental Policy Statement with appropriate supporting information, which sets out objectives in relation to environmental performance addressing the areas below. Policies will be assessed via a scoring system with each area covered carrying the indicated score (in brackets). In order for your policy to be acceptable to Birmingham City Council you must answer the first question correctly and score at least 7 out of 10. The policy should demonstrate the following:-

- 1) Compliance with relevant environmental legislation (1)
- 2) Pollution prevention:
Preventing risk of pollution (1)
Commitments to minimising air, water and land pollution (1)
- 3) Waste management:
Promoting waste minimisation via strategies which:-
(a) aim to reduce or eliminate waste, including hazardous waste (1)
(b) increase reuse/recycling of products and materials (1)
- 4) Energy efficiency:
Including conservation by energy saving measures (1)
- 5) Purchasing:
Reducing the environmental impact of goods and services consumed by the company (1)
- 6) Communication of the policy to staff (1)

- 7) Identification of the senior position with overall responsibility for the policy and its effective implementation (1)
- 8) Regular reviews of the policy in order to assess improvement of environmental performance (1)

Level 3 – For firms employing 50 or more employees

You are required to submit an Environmental Policy or an Environmental Policy Statement with appropriate supporting information, which sets out objectives in relation to environmental performance addressing the areas below. Policies will be assessed via a scoring system with each area covered carrying the indicated score (in brackets). In order for your policy to be acceptable to Birmingham City Council you must answer the first question correctly and score at least 11 out of 15.

- 1) Compliance with relevant environmental legislation (1)
- 2) Pollution prevention:
Preventing risk of pollution (1)
Commitments to minimising air, water and land pollution (1)
- 3) Waste management:
Promoting waste minimisation via strategies which:-
(a) aim to reduce or eliminate waste, including hazardous waste (1)
(b) increase reuse/recycling of products and materials (1)
- 4) Energy efficiency:
Including conservation by energy saving measures (1)

- 5) Purchasing:
Reducing the environmental impact of goods and services consumed by the company (1)
- 6) Communication of the policy to staff (1)
- 7) Identification of the senior position with overall responsibility for the policy and its effective implementation (1)
- 8) Regular reviews of the policy in order to assess improvement of environmental performance (1)
- 9) Transport - Reduce congestion and pollution from commuting, official travel and fleet management (1)
- 10) Examples of environmental objectives (overall goals for environmental performance) and targets (timeframe set to achieve the objectives) which are monitored:
(a) objectives (1)
(b) targets (1)
(c) monitoring (1)
- 11) Training in the promotion of sustainable development to raise environmental awareness and enable staff to act in an environmentally responsible manner (1)

FIRMS SHOULD BE AWARE THAT IF SUCCESSFUL IN THEIR APPLICATION, THIS INFORMATION MAY BE USED WHEN MONITORING CONTRACTORS/CONSULTANTS ACTIVITIES WHEN WORKING ON COUNCIL CONTRACTS



TENDERING FOR CONTRACTS

The inclusion of environmental requirements within contract documentation will vary according to:-



- The environmental impact of providing the service/works. Those contracts, which carry potentially higher degrees of environmental risk, will give increased weighting to environmental issues.
- Under Best Value, we must ensure the way in which we deliver our services is informed by the opinions of our customers. If our customers consider environmental issues are a priority, then we should ensure that this is reflected in the contract.

We will do this where appropriate via:-

- **Specifications**

To set out what needs to be achieved, including environmental standards in terms of inputs, processes, outputs and outcomes. For those contracts that are performance or outcome based, you will be given the opportunity to bring forward environmentally sound solutions.

- **Contract Conditions**

These may underpin our requirements in terms of the environmental performance of the contract.

- **Quality Requirements/Method Statement Questions**

Where the tender evaluation model includes environmental issues, you will be asked to demonstrate your commitment in terms of the performance of the contract. We may for example ask you to identify environmental impacts and how you propose to minimise them when carrying out the contract.

- **Monitoring**

The Council has to monitor its performance as part of its duty under Best Value. Contracts must deliver the Council's local and national performance indicators. You will be expected to meet targets related to these in accordance with the requirements of the contract and your proposals for service delivery.

USEFUL CONTACTS FOR ADVICE AND GUIDANCE

Groundwork Birmingham and Solihull

Tel: 0121 507 6500
Fax: 0121 507 6505
email: birmingham@groundwork.org.uk
Web: www.groundwork.org.uk/birmingham

University of Birmingham, Centre for Environmental Research and Training (CERT)

David Stevens
Tel: 0121-414 5539
email: d.g.stevens@bham.ac.uk
www.bham.ac.uk/CERT

Department of the Environment, Food and Rural Affairs

Helpline: 08459 33 55 77
www.defra.gov.uk

Department of Trade and Industry

Tel: 020 7215 5000
www.dti.gov.uk

Business Link (Birmingham)

Tel: 0121-607 8090
www.birmingham.businesslink.co.uk

Birmingham City Council Environmental Protection Unit

Tel: 0121-303 9900
www.birmingham.gov.uk/environment

Environment Agency

Emergency Hotline to report Environmental incidents
Tel: 0800 807060

Envirowise

(Government Programme) offering free advice on Waste Minimisation and Energy Efficiency
Tel: 0800 585794
www.envirowise.gov.uk

Severn Trent Water Limited

Tel: 0800 7834444
www.severn-trent.com

Energy Efficiency Advice Centres

Tel: 0800 512012
For details of your nearest Centre

Waste Watch

Wasteline Tel: 0870 243 0136
Advice on Waste Reduction, Re-use and Recycling
www.wastewatch.org.uk





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Appendix 6 Bibliography

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