

# Overview & Scrutiny

## Living in Hackney Scrutiny Commission

All Members of the Living in Hackney Scrutiny Commission are requested to attend the meeting of the Commission to be held as follows

**Wednesday, 15th July, 2020**

**7.00 pm**

**Until further notice, all Council meetings will be held remotely. To access the meeting please click in the link <https://youtu.be/Sptk-5zeTd0>**

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**Tim Shields**

**Chief Executive, London Borough of Hackney**

**Members: Cllr Sharon Patrick (Chair), Cllr Sade Etti (Vice-Chair),  
Cllr Anthony McMahon, Cllr M Can Ozsen, Cllr Ian Rathbone,  
Cllr Penny Wrout and Cllr Anna Lynch**

## Agenda

### ALL MEETINGS ARE OPEN TO THE PUBLIC

- 1 Apologies for Absence
- 2 Urgent Items / Order of Business
- 3 Declarations of Interest
- 4 Exploring the work of Housing Associations in Hackney Scrutiny Review - Evidence Session (Pages 1 - 112)  
This session will explore
  - 1) The strengths of formal partnership arrangements
  - 2) Community investment by housing associations, approaches to supporting their residents to succeed, and partnership with the Council to improve social and economic wellbeing.
  - 3) Improving recycling on estates across the borough.
- 5 Update on Housing Services' Fire Safety Works (Pages 113 - 132)

- 6 Minutes of the Previous Meeting (Pages 133 - 154)
- 7 Living in Hackney Scrutiny Commission- 2020/2021 Work Programme (Pages 155 - 162)
- 8 Any Other Business

This meeting will be live streamed. To access the meeting please use the link below  
<https://youtu.be/Sptk-5zeTd0>

## Access and Information

### Getting to the Town Hall

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### Accessibility

There are public toilets available, with wheelchair access, on the ground floor of the Town Hall.

Induction loop facilities are available in the Assembly Halls and the Council Chamber. Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

### Further Information about the Commission

If you would like any more information about the Scrutiny Commission, including the membership details, meeting dates and previous reviews, please visit the website or use this QR Code (accessible via phone or tablet 'app')

<http://www.hackney.gov.uk/individual-scrutiny-commissions-living-in-hackney.htm>



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The Monitoring Officer, or the Chair of the meeting, may designate a set area from which all recording must take place at a meeting.

The Council will endeavour to provide reasonable space and seating to view, hear and record the meeting. If those intending to record a meeting require any other reasonable facilities, notice should be given to the Monitoring Officer in advance of the meeting and will only be provided if practicable to do so.

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All those visually recording a meeting are requested to only focus on recording councillors, officers and the public who are directly involved in the conduct of the meeting. The Chair of the meeting will ask any members of the public present if they have objections to being visually recorded. Those visually recording a meeting are asked to respect the wishes of those who do not wish to be filmed or photographed. Failure by someone recording a meeting to respect the wishes of those who do not wish to be filmed and photographed may result in the Chair instructing them to cease recording or in their exclusion from the meeting.

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Providing oral commentary during a meeting is not permitted.



<b>Living in Hackney Scrutiny Commission</b> <b>15<sup>th</sup> July 2020</b> <b>Item 4 – Exploring the Work of Housing Associations in Hackney Scrutiny Review – Evidence Session</b>	Item No <b>4</b>
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## **Outline**

The Living in Hackney Scrutiny Commission is conducting a scrutiny review exploring the work of Housing Associations in Hackney. This is the final formal meeting evidence session.

## **The discussion will cover:**

- 1) The strengths of formal partnership arrangements
- 2) Community investment by housing associations, approaches to supporting their residents to succeed, and partnership with the Council to improve social and economic wellbeing.
- 3) Written information about improving recycling on estates across the borough and the request of Registered Social Landlords (RSLs).

## **Reports in the agenda:**

### **Islington and Shoreditch Housing Association (ISHA)**

- Partnership working and community investment.

### **Sanctuary Housing**

- Community investment and partnership working

### **Clarion Housing Group**

- Working in partnership with the Council and others to promote social, environmental and economic wellbeing in the borough

### **Guinness Trust**

- Guinness' community Investment, approaches to supporting our residents, and partnership with Hackney Council to improve social and economic wellbeing in the area.

### **Peabody**

- Peabody's approach to community investment
- Making recycling work for people in flats
- Peabody recycling in Hackney

## **National Federation of Housing**

- Partnership working and case study examples.

## **London Borough of Hackney**

- Improving Recycling on Hackney Housing Estates and with Registered Social Landlords.

## **Attending for this item will be:**

### London Borough of Hackney

- **Cllr Sem Moema**, Mayoral Adviser for Private renting and housing affordability
- **Cllr Rebecca Rennison**, Deputy Mayor and Cabinet member for Finance, housing needs and supply
- **James Goddard**, Interim Director Regeneration

### Housing Associations

- **Ashling Fox**, Chief Operating Officer from Peabody
- **Ruth Davison**, Chief Executive of Islington and Shoreditch Housing Association (ISHA)
- **Alistair Smyth**, Head of External Affairs from Guinness Trust
- **John Cockerham**, Director of Operations for Maintenance from Guinness Trust
- **Stefanie Turton**, Head of Housing from Sanctuary Housing Association
- **Zoe Pratten**, Head of Housing, North London from Clarion Housing Group
- **Matthew Parsonage**, Head of Communities, Clarion Futures from Clarion Housing Group
- **Victoria Whittle**, Head of Ready 2 Work, Community Investment from Clarion Housing Group
- **Jess Mullins**, External Affairs Manager (London) from National Housing Federation

## **Action**

Members are asked to review the papers and ask questions in relation to the reports and any presentation made.



## Living in Hackney Scrutiny Commission

Paper presented by Ruth Davison, Chief Executive of Islington and Shoreditch Housing Association (ISHA)

### Background:

ISHA is a community housing association which builds and manages homes in North and East London, particularly in Hackney, Islington and Waltham Forest. It is anchored in those places and seeks to partner with local authorities and others who share their vision.

## Building a fairer, safer and more sustainable Hackney

ISHA helps deliver that vision by:

- Building and helping others build
- Striving to be a great landlord
- By being anchored in the community
- Being a great employer
- Being serious about environmental sustainability

ISHA in numbers:

The majority of the homes we own and manage are in Hackney. ISHA first moved into the borough 60 years ago and has been building ever since. We are strongly committed to Hackney, building predominantly social homes and shared ownership homes to help keep it mixed and vibrant and meet housing need. The majority of the 875 homes we have in Hackney have been built in the last 20 years, many with the assistance of the borough. We also help other small community housing associations to build – in Hackney, North London Muslim HA – through the North River Alliance consortium which we launched 15 years ago.

ISHA's Board committed not to convert social rents to 'affordable' rents under the Affordable Homes Programme of 2010 onwards. There are no affordability checks for social rents, and we have never had introductory or time-limited tenancies – all are life-time tenancies.

Of the social rented homes, 247 are one-beds, 173 are two-beds, 106 are three-beds and 46 are four-beds.



We were the first housing association in the borough to be a London Living Wage employer and insist all of our contractors are too. We don't just want people to be housed well, but to live well.

## **1 How registered providers are working in partnership with the Council to enable higher levels of recycling on estates they manage**

We take the climate emergency seriously and have achieved 'SHIFT GOLD' status, a housing industry sustainability award that looks at new and existing homes, commercial spaces and business practices. Sustainability is one of the pillars of our new strategic plan (2020-2025), but to date recycling on estates has not been a priority for us.

Recycling provision is available on most of our housing estates in Hackney and we periodically provide articles in our resident newsletter to encourage residents to recycle.

We have a target to increase recycling on our estates by 20% by March 21. We'll do this in consultation with residents and the local authority waste management teams. We have started work on our two hostels in Hackney at Ainsworth Road and Green Lanes where there is currently no recycling provision.

We would welcome the opportunity to work with Hackney to increase recycling on our street properties.

## **2. Community investment by housing associations, approaches to supporting their residents to succeed, and partnership with the Council to improve social and economic wellbeing.**

It may sound trite to say that one of the best things we can do as a landlord to help residents succeed is to keep rents low, but it's true. Our rents in Hackney are predominantly social, not so-called 'affordable rents.' That means more money in the pockets of residents who pay their own rent. We also now let all homes fully carpeted and with curtains. We are working with residents on our let standard beyond this – for example providing white goods and furniture packs for those who come to us with nothing. This ensures they don't furnish their new homes by going into (costly) debt.

We also pay all staff and contractors the London Living Wage and were the first housing association in the borough to do this.

### **Outreach and Support services**

We offer temporary support to ISHA customers to help them maintain their accommodation and independence, improve their well-being and remain safe. Main areas of support are around financial issues such as:





- budgeting, debts and rent arrears; benefit and charitable grant applications; and accessing local food banks
- housing and tenancy issues such as dealing with anti-social behaviour or domestic violence; rent arrears and repairs; eviction prevention; setting-up home, arranging adaptations and finding more suitable housing
- finding social activities and building support networks
- accessing specialist services such as occupational therapy, mental health services or drug and alcohol support
- finding work or training

Support workers carry an active caseload of around 25 at any given time. All our Hackney residents in need of this service are eligible to apply or be referred.

Currently, half the case load is working with Hackney residents, and the primary need is mental health.

### **Lien Viet Outreach and Support service**

All of ISHA's Vietnamese residents are able to access the service provided by our two Vietnamese support workers, who provide the same kind of services as above but with the added factor of providing the language and cultural support needed by many of those residents. ISHA has 75 Vietnamese residents in Hackney.

Our staff also provide housing related support services to the wider Vietnamese communities in our key boroughs. We provide drop in advice sessions at other Vietnamese community organisations and run a monthly Community Group for Vietnamese people. People can self-refer to the service or be referred by other organisations and landlords. Currently, we have contact with 25 Hackney-based customers who are not ISHA residents.

We run an annual daytrip for our Vietnamese residents and their families and hold a Lunar New Year celebration each year for residents and the wider community. And in 2019, we were one of four community organisations supporting migrant communities in the Borough to work in tandem with the Geffrye Museum (now Museum of the Home) to run a Wellbeing festival in the museum grounds.

### **Bursaries**

ISHA offers bursaries for residents seeking support to improve their employment prospects. Up to six residents each year can apply for a maximum £500 bursary to help them pursue studies, attend training courses, purchase equipment etc that will assist them in finding work or finding better paid work. In 2019-20, one Hackney resident received a bursary to enable them to attend a coding course.

### **Community garden projects**



ISHA offers small grants of up to £200 for resident groups on its estates to form garden clubs, to become involved in maintaining and improving their communal garden areas. Two Hackney-based clubs have received grants so far.

ISHA has also developed a relationship with EcoActive, an organisation specialising in sustainable, community gardening projects. They obtained Lottery Grant funding of more than £7,000, backed up by £1,000 from ISHA to start running projects during 2020-21 in two of our Hackney estates. These will improve the quality of communal gardens, get residents involved in learning new skills and involve local communities too.

### **Signposting**

ISHA provides information on its website, accessible to residents and non-residents to help people find work, training and employment support. We work with local authority employment teams like Hackney Works and have contacts with specialist organisations such as Scope, Mental Health Working and the Richmond Fellowship, which help people with disabilities or mental health needs back to work.

Our website also contains information and links to organisations in our key boroughs, including Hackney, for people needing to access services offering support on mental health, substance misuse, financial management, staying safe and services for older people.

Wednesday, 01 July 2020

**REPORT TO:** London Borough of Hackney  
**'Living in Hackney' Scrutiny Meeting**

**REPORT FROM:** Stefanie Turton  
**Head of Housing – London**  
**Sanctuary Housing Association**

**DATE OF MEETING:** 15 July 2020

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**SUBJECT:** Sanctuary Housing Input- "Living in Hackney"  
**Scrutiny Meeting**

### **Background**

Sanctuary Housing is a national Housing Association who own and manage 69,000 homes across England and Scotland, including a total of 2237 properties in the London Borough of Hackney.

Sanctuary own and manage large numbers of properties across the Kingsmead, Morningside, Gascoyne and Cass Estates, as well as Old Kingshold and Shore. Our local office is easily accessible to our residents and partners, in the heart of the Kingsmead estate.

As a national association, our activities are carried out across a wide geographic area. However, with the addition of a recently created Head of Housing, specifically for London, we are working to tailor our local offer to meet the particular challenges faced by our residents and stakeholders within the Greater London area.

With regard to the two discussion points relating to recycling and community investment, I can set out Sanctuary Housing's position as follows.

#### **1. How registered providers are working in partnership with the Council to enable higher levels of recycling on estates they manage**

All waste across our Hackney Estates is collected by the Local Authority, and we work with residents to encourage that they utilise the recycling facilities wherever possible. Our local teams find that this is effective and our residents are able to recycle their waste through the Council collections.

In a wider context, where we do not have Local Authority provision in place, we have group wide mixed recycling contracts for properties and offices. There a number of local variations in the facilities that dispose of the waste, and therefore recyclable materials in different areas will vary.

We encourage that no site has general waste without a recycling provision, and are away from “comingled” collections. Where possible, we also build targets around recycling into some of our contracts.

## **2. Community investment by Sanctuary Housing Association, as linked to the [Inclusive Economy Strategy](#).**

Sanctuary Housing are committed to running our business in an ethical and sustainable manner, and aim to create social value through financial inclusion and community investment.

We run a number of Apprenticeship schemes across England and Scotland, in all areas of the business, providing opportunities in a number of diverse areas such as Maintenance, Customer Service, Business Development and Care.

On a more local level, our Neighbourhood team carry out a number of activities within the London Borough of Hackney that link to the Inclusive Economy Strategy. This can be demonstrated as follows:

### **Priority 1**

#### **Support local neighbourhoods and town centres to thrive, and to be inclusive and resilient places.**

Sanctuary’s Neighbourhoods team use an asset based approach to work with residents, community groups and other stakeholders to develop and deliver community initiatives in local neighbourhoods. These are brought together in an annual “Neighbourhood Plan”. A summary of the results of the 2019-20 Neighbourhood Plan activity are provided in Appendix One.

An example of this asset based approach in 2019-20 includes the “Lead Positive Change” project which we are supporting, with Volunteer Centre Hackney at our Old Kingshold and Shore Estates.

This six-week programme supports people to take their idea for a community project from an idea through to pilot. Following the programme, participants receive one to one support to continue to develop their project.

It covers the essentials of setting up a community project. It is preceded by informal drop in ideas sharing sessions and finishes with individual one to one coaching sessions, a celebration event and an opportunity to pitch for seed funding.

It is based on a skills-share model, so participants take responsibility for essential elements of the course in exchange for their place. Acting as a microcosm in which participants can try out roles that they may like to continue to take within other projects at Volunteer Centre Hackney as a whole, this skills-share format embeds this as a culture within the project and

allows participants the opportunity to see how their skills are useful to the wider community.

## **Priority 2**

### **Champion and support local business and social enterprise in Hackney, and protect and maximise the delivery of affordable workspace in the Borough.**

In 2019-20 we worked with female BAME residents in Morningside and the surrounding areas to address employment inequalities and create opportunities.

By supporting residents to learn transferable skills in fashion design, sewing, catering and baking in two separate creative workshops whilst also learning enterprise skills, the project aimed to support residents into employment.

The project was specifically targeted to those who may be long term unemployed or have low level mental health issues. The sessions included a number of business skills to help residents into self employment and workshops took place within these sessions, to create a peer to peer support network.

Following the completion of each course, the residents have a chance to test their skills and business knowledge by selling their products in The Hackney Shop.

## **Priority 3**

### **Connect residents to high-quality employment support and opportunities to learn new skills, get good quality, well-paid work and progress their career throughout their working life.**

In 2019-20 we supported Immediate Theatre to deliver the “What’s Your Story?” programme. It began by addressing the issues of unemployment in female BAME communities and has now looked to expand its offer by targeting youth (18-30) unemployment. They have also facilitated a series of training workshops linking with our Morningside Youth Club.

The project provides a creative approach to supporting female and young residents to build their confidence and skills in applying for jobs. It does this by allowing participants to create a short documentary exploring a subject of personal/local relevance. Two participants are then invited to take up volunteering opportunities with Immediate Theatre and/or other local organisations.

We have also supported Hackney CVS and three other Housing Association partners to provide our residents and local voluntary organisations they work with, to access relevant training to ensure resilience and provide appropriate skills for their continued success. Sessions are delivered at local community

centres and are open to all Sanctuary Housing residents and partners who work with our residents.

The aim of this training is to help small voluntary organisations as well as interested residents develop the skills needed to deliver community initiatives. This ties in to the work we are carrying out to upskill representatives of the three local resident associations to allow them to take over management of the three Community centres.

### **Summary**

Sanctuary Housing is keen to work in partnership with Local Authorities and our mutual residents to invest in communities, to enhance the opportunities available and to create a sustainable environment for many years to come.

We would welcome further discussion to explore the options available and consider the possibilities of working closely together now, and into the future.

## **Appendix One**

<b>Employment, Education and Training</b>	
Number of people developing a new skill	292
Number of people gaining work experience	69
Number of people to be supported to gain an accredited qualification	46

<b>Health and Wellbeing</b>	
Number of people taking part in healthy activity	657
Number of people reporting feelings of improved physical health	190
Number of people with increased confidence to manage their own health	32
Number of people reporting feelings of reduced isolation	212
Number of people reporting feeling more in control of life	62

<b>Community Safety</b>	
Community groups supported to increase community capacity	4
Number of people reporting increased sense of belonging to a neighbourhood	694
Number of people reporting increased sense of safety	300
Number of people participating in positive active citizenship	200

<b>Environment</b>	
Number of residents actively engaged in improving spaces or places	75
Number of people reporting lifestyle changes that are more sustainable	75

## **Summary**

- Spend - £48,607 across 22 initiatives.
- Additional Funding - £85,610 (for every £1 of Sanctuary grant funding spent, £1.70 in additional funding from other sources was secured for projects).
- Total Beneficiaries – 2,237 (£21.73 investment per beneficiary)

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## Item 3:

### How providers are working in partnership with the Council and others to promote social, environmental and economic wellbeing in the borough

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#### Summary

#### 1.0 How registered providers are working in partnership with the Council to enable higher levels of recycling on estates they manage

Historically Hackney Council responded to a government directive requiring councils to increase their recycling figures. The following strategic aims were agreed:

- to increase the number of households in larger blocks of flats and estates that had access to recycling facilities in Hackney;
- to reduce the amount of domestic waste being sent to landfill sites
- to encourage residents to become more environmentally friendly

Clarion (then Circle) worked with Hackney to address the need to increase recycling in large blocks of flats and estates in Hackney. As not every resident had a vehicle that could visit recycling facilities, Hackney Council provided Clarion residents with small green recycling boxes for street properties and small blocks of flats with less than six properties. They also proposed replacement of estate communal domestic 1100 litre domestic bins with communal 1100 litre Recycling Eurobins.

#### Implementation

Clarion completed the programme of bin replacement. Hackney Council distributed leaflets and information to households explaining what could be recycled and how to do it. We found that residents did not adapt immediately and there were some expected teething problems:

- Initially some residents contaminated the recycling bins with domestic waste. In these circumstances, Hackney refused to collect and decontaminate the bins so Clarion undertook this task. We sent letters to residents to advise that the costs of emptying the bins would be recharged to the estate as part of their service charges.
- On occasion residents would dump rubbish to the side of the bins instead of placing it inside. We wrote to residents advising that their action was fly tipping and Hackney Council could issue fines. Where we were able to identify a particular resident, we would give them a written warning.

Because of this initiative, we rarely buy new domestic waste bins. If a resident requests them, we advise that it is more cost effective to replace with a recycling bin.

#### Opportunities available

Currently there is no active engagement between Clarion and Hackney Council regarding estate services and recycling. There is an opportunity for partnership working between Hackney Council and

registered providers in the borough so we can work together to reach the local target of increasing recycling from 28% to 31% by 2022/23. This could be by regular meetings that explore the strategic aims and develop operational objectives within each registered provider.

There is an opportunity to work in partnership with action taken against fly-tipping. Clarion has a specialised bulk team that removes fly-tipped items, but we would appreciate exploring how we could take further actions in pockets of higher activity.

Clarion also notes the opportunity to increase the recycling of food waste across the borough. Currently only individual households are provided with a blue food waste container, which is collected weekly. There is an opportunity to introduce this to large blocks of flats. We acknowledge the operational issues with 100+ food waste bins being disposed of in the refuse area. However, Hackney consider providing residents with one communal food waste bin (the size of a wheelie bin) and household food waste bags, to dispose of their food waste. A similar initiative takes place in Haringey Council.

## **2.0 Community investment by housing associations, approaches to supporting their residents to succeed, and partnership with the Council to improve social and economic wellbeing**

A key objective of Clarion's is improving the lives of residents. Clarion Futures is Clarion's charitable foundation. Our aim is to invest £150 million over ten years to provide support, skills and opportunities to more than 350,000 social housing residents across the UK. Its mission is to provide people with the tools and support they need to overcome their challenges, transforming lives and communities for the better.

Clarion Futures runs an employment and training service that is free and open to all residents looking for work. It is also the lead delivery partner for Love London Working, which is a major employment programme funded by the European Social Fund and managed by the Greater London Authority.

The Love London Working Team are actively involved in supporting or residents in Hackney and we work closely with a number of different departments within Hackney Council to achieve this. This includes Hackney Works where we have an advisor based in the Woodberry Down office, along with the Hackney Learning Trust. We also have an advisor based at Hackney Job Centre On Mondays. The team continues to work with a number of educational establishments from the New College sites in Hackney to ten local schools. We have a high profile service offer with the Amy Winehouse Foundation where a number of residents have accepted our offer of support. Over the last 12 months, this programme has achieved the following in Hackney:

- 153 residents enrolled on the Love London Working Programme
- 141 residents have received formal training
- 68 residents have secured employment.
- One apprentice who has currently lost their job due to Covid 19

We are continuing to offer support through a range of technologies, including Microsoft Teams, email and telephone while lockdown restrictions are in place.

We have offered a wide range of training courses and job clubs to Hackney residents that meet the training requirement and job readiness skills of the individual. Examples include functional skills to SIA, CSCS and five Transform and Achieve courses that have proved to be popular with large attendance and success on completion. Job clubs are run in local community centres and schools. These services are taking place virtually until the lockdown restrictions end and it is safe to do so.

## Appendix 1: Clarion Futures initiatives within Hackney

LB Hackney CF Communities				
Partner	Project Description	Budget	Period	Current status
<b>In-House</b>	<p>The Holly Street legacy funds of £309,346 (£100k supports the Youth Violence Strategy) has offered opportunity to invest in local community of Holly Street and wider community of Hackney.</p> <p>Two organisations have been commissioned to run workshops.</p> <p>1) Innovation Lab worked with local organisations and residents, and two new locally led projects will be delivered as an outcome.</p> <p>2) ZCD architects (also working for Hackney Council on same theme) are supporting design of the public realm and are engaged with Queensbridge primary school to create and adopt a child friendly approach to the redesigning of a communal play area within the Holly Street Estate in order to implement physical improvements within and surrounding Evergreen Square .</p>	£209,346	2019/22	Investment of legacy funding over a 2-3 year period. Targeted grant offers across Hackney to cross al Clarion Future themes of Financial and Digital Inclusion and Communities
<b>ZCD Architects</b>	As above: To develop the concept of Play Streets through engagement of local children and their families	£10,000	2019/20	£10,000 invested from Legacy Funds to support resident engagement in shaping local open spaces
<b>Innovation Lab</b>	As above: Support creation of locally led projects that meets a range of needs for the local older community of Holly Street, through comprehensive resident and community engagement		2019/20	Local projects for delivery ready to be tendered (Part of separate Reducing Isolation budget )
<b>Hackney Pirates</b>	Establish reading support with secondary schools in South Hackney, through commissioning of Hackney Pirates Project	£4,000	2019/20	Aim to continue support in 2020/21
<b>Evergreen Adventure Playground</b>	To activity support one additional APG , with view to enhancing existing service provision ( e.g. Evergreen)	£5,000	2019/20	Aim to continue support in 2020/21
<b>Healthy Generations</b>	Continue to support Healthy Generations Over 65s Tea Dance as means of addressing both physical ability and mental health needs	£4,000	2019/20	Older people activity engaged in reducing health needs through community engagement
<b>Bags of Taste</b>	Emergency Support Fund	£1,000	2020/21	One off fund Due to start in April.
<b>Parents Voice</b>	Supporting Wake Up Exhibition at University of East London photography exhibition for parents with children who were victims of knife crime	£1,000	2019/20	One off fund. Exhibition held in March 20202
<b>Starsnstrips</b>	Community grants programme	£5,000	2019/20	Delivering bike ability sessions for children in Evergreen Square, (not yet started)

<b>The Charlie Burns Foundation</b>	Emergency Support Fund, adapting service to support vulnerable and hard to reach	£1,000	2020/21	To move face-to face support for families bereaved or traumatised as a result of youth violence and knife crime to online delivery by purchasing devices and software to facilitate safe/secure online support
<b>Children with Voices</b>	Emergency Support Fund to adapt existing service to support children and families	£1,000	2020/21	To move children and family support and activity sessions online, delivering arts and crafts and wellbeing sessions on Zoom

# London Borough of Hackney Living in Hackney Scrutiny Commission

15 July 2020

Guinness' community investment, approaches to supporting our residents, and partnerships with the Hackney Council to improve social and economic wellbeing in the area

## Guinness - written evidence

Our written evidence is in response to the request from the panel to explore the following aspects of our role in the community:

- How we are working in partnership with the council and others to promote social, environmental and economic wellbeing in the borough - looking at one live issue (recycling);
- Our approaches to wider community investment; and
- How we are supporting residents to fulfil their potential and to benefit from opportunity and growth.

## How we are working in partnership with the council to enable higher levels of recycling on our estates

- Mixed recycling food and waste bins positioned at key points across Guinness estates.
- Cross contamination by residents and then non collection is a major issue.
- Potential for additional investment at Southwold identified to help address issues.
- Fly Tipping problems exist across all our estates. Significant time spent trying to identify perpetrators and to remove waste.
- Widespread use of posters and notices across our estates. Stamford Hill in particular.
- Problems of non residents using recycling bins.
- All main contractors recycle in line with contract terms.

# Employment & Training – national opportunities

## Tutors United online teaching

- Support for years 4, 5 and 6 students on core subjects in 2020/21.
- Includes a range of targeted support depending on the level of support required. Such as, live and recorded webinar tutorials, resources and homework.

## Apprenticeships

- We placed 152 apprentices into roles across a range of business areas including customer services, garden services and trades between 2017 and 2020. We hired 70% of our apprentices into full-time employment at Guinness in 2018/19, and others moved into full-time work with our partner organisations.

## Online Pop Up Business School

- In partnership with Places for People housing association we are supporting Pop Up Business School to run an online school in 2020/21 for about 180 people who are interested in starting and operating a SME, and learning new skills.

## Aspire Awards

- Award residents funding for training that supports their entry or return to the workplace, further develops an existing career, starts or grows a small business, or even further develops sporting or creative talents.
- Since 2009 our Aspire Awards have helped over 340 residents with more than £400,000 of training, equipment, travel costs and community projects.



## Activities in Hackney

Guinness operates community centres at Stamford Hill, High Hills, Southwold and Northwold, which are used for a variety of Hackney community activities. Most recently this has included:

- **providing substantial funding to support community activities at the Northwold Centre**, including 5-day youth and holiday programme, computer suite, social events, bingo, martial arts and other fitness activities;
- **supporting the “Mole on the hill Stamford Hill” play scheme**, in partnership with Southern Housing - provided funding in 2018/19 and 2019/20 to provide childcare for local families during the holidays;
- **Supporting “Tutors United” at the Stamford Hill centre**, in partnership with Southern Housing, to provide an educational attainment project for primary school children living in poverty;
- **Hackney Youth hosted at the Stamford Hill Centre** by Hackney Council twice a week;
- **support local activities**, including weekly coffee mornings sessions for local residents to get together in Stamford Hill.

## COVID-19 support in Hackney

The safety of our customers and our colleagues is, and will always be, our top priority. We have continued to support our customers during this period, including:

- **calling all vulnerable customers** to ensure that they were ok and signposted them to the local support available. Where we struggled to make contact, we contacted social services, hospitals and even the police to check-in;
- **making referrals to our own our customer support team** to provide urgent support to those struggling to pay their rent due to job loss and help them to claim for universal credit. *[see slide 7 for more information];*
- Customer Liaison Officers continuing to **carry out Fire Safety Inspections and urgent customer visits**, to keep our homes and customers safe;
- **continuing to carry out essential services**, including essential repairs, gas servicing, health and safety checks, and enhanced cleaning. Our regular repairs service has recently restarted in line with government advice and guidance;
- **continuing to supporting our older and more vulnerable customers** by conducting regular welfare calls to our older customers to check in and see if they needed any additional support, and (nationally) continued care services to all care customers.
- **partnering with Talk, Listen, Change**, to support customers to work through their emotions and develop an understanding of how to manage them during the pandemic.

# Customer Support Case Summary - Hackney

## Last 12 months

Case Volume	Support Provided*
43	Universal Credit**
19	DHP
32	Housing Benefit
15	Foodbank
42	Benefit Check
10	Disability Benefit
10	Tenancy Support Referral
<b>171</b>	<b>Total cases</b>

## Financial Outcomes

Amount	Financial Support
£79,847	Customers income and grants
£186,309	Income and grants to sustain their tenancy***
<b>£266,157</b>	<b>Total support</b>

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\* The core support is always financial and to enable tenancy sustainment but this also leads to support in accessing external agencies for wrap around support  
 \*\* This includes claim, appeal and backdate request submissions, applications for direct and/or alternative payments, budgeting and financial support  
 \*\*\* These specifically relate to housing costs e.g. housing benefits, discretionary housing payments and Universal Credit housing cost elements

## Coronavirus Impact

Since 16<sup>th</sup> March we have had 78 requests for advice and assistance in Hackney. Our Hardship Fund has helped customers with emergency food and energy top-ups.

a great service, great homes  
 a great place to work and a great business

# Tenancy Enforcement Case Summary

## Year to Date

Case volume	Behaviour type
8	Threatening behaviour
2	Drug misuse
4	Safeguarding
3	Noise disturbance
1	Domestic abuse
<b>18</b>	<b>Total cases</b>

## Live

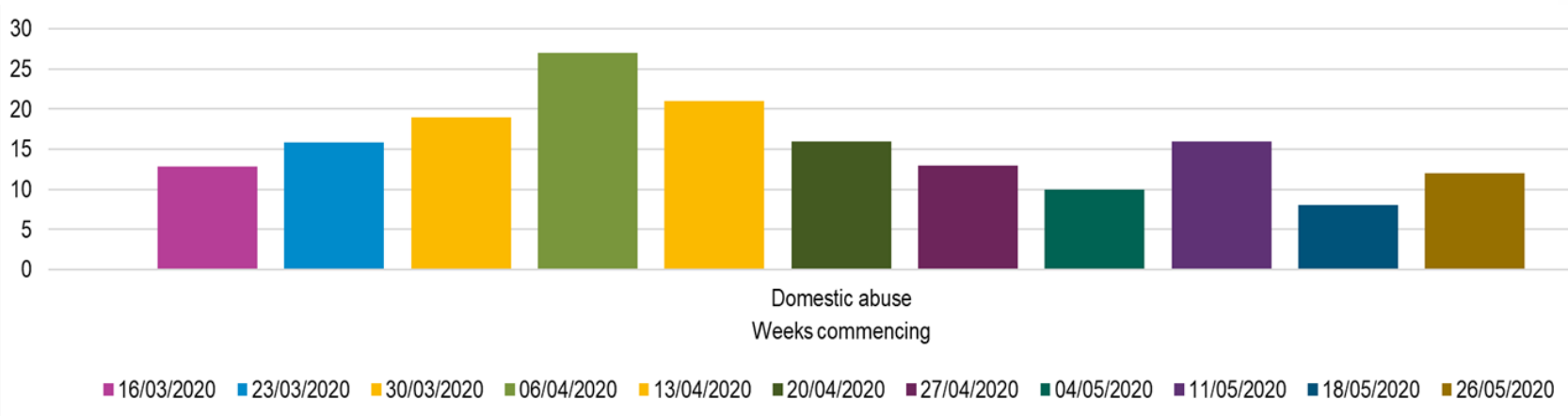
Case volume	Behaviour type
8	Threatening behaviour
2	Drug misuse
1	Noise disturbance
4	Safeguarding
<b>15</b>	<b>Total cases</b>

Of these, there are 4 live legal cases

# Tackling domestic abuse

- Across all Guinness properties, domestic abuse reports have more than doubled between 16<sup>th</sup> March and the end of May 2020, when some social restrictions were introduced.
- This is now reducing and we continue to work with teams across the business and external agencies to support survivors. This has included getting criminal orders, putting protection in place, making customers and their homes safe.
- Guinness is currently working towards receiving accreditation from the Domestic Abuse Housing Alliance's (DAHA), which has been delayed due to COVID-19. We have passed 6/8 of the standards so far, and expect DAHA to finalise the accreditation process in August/September.

Guinness domestic abuse cases nationally between 16 March – 26 May



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# Peabody's Hackney Response

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Ash Fox

15 July 2020



# Peabody's Approach to Community Investment

- Be place-based
- Respond to local need (co-production)
- Work in partnership
- Co-investment in local areas





# Peabody's Approach to Community Investment

£6 million a year investment across London, working in partnership our goals are to:

- Boost incomes
- Build engaged and active communities
- Broaden access to services and opportunities



## Peabody's Investment in Hackney

Hackney has been a priority borough for Peabody for many years, with a long-standing commitment to Employment & Training and Youth Services since we took over management of the estate in 2000.

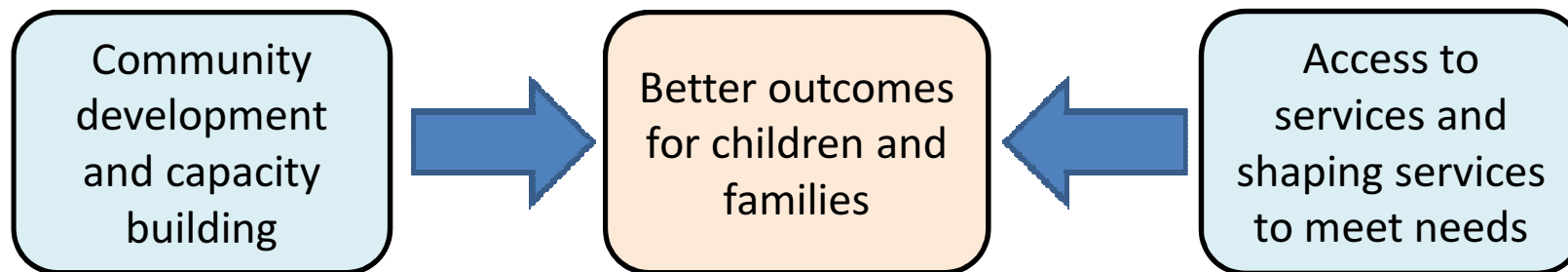
In 2013, we formed a partnership with Hackney Council to establish the Pembury Children's Community, a ten year programme launched in 2015 (more info to follow).

In 2015 we opened Peabody's largest Community Centre on the Pembury estate, hosting a wide range of services (local Children's Centre, midwifery, community psychology, adult education) and providing free meeting space for local residents. The centre receives over 500 visitors each week.

In 2018, we established the Hackney Community Investment Network with other HA partners – this has included pooling budgets to run a range of training courses for HA residents across the Borough, co-ordinated with HCVS, as well as the regular sharing of good practice.

## Pembury Children's Community

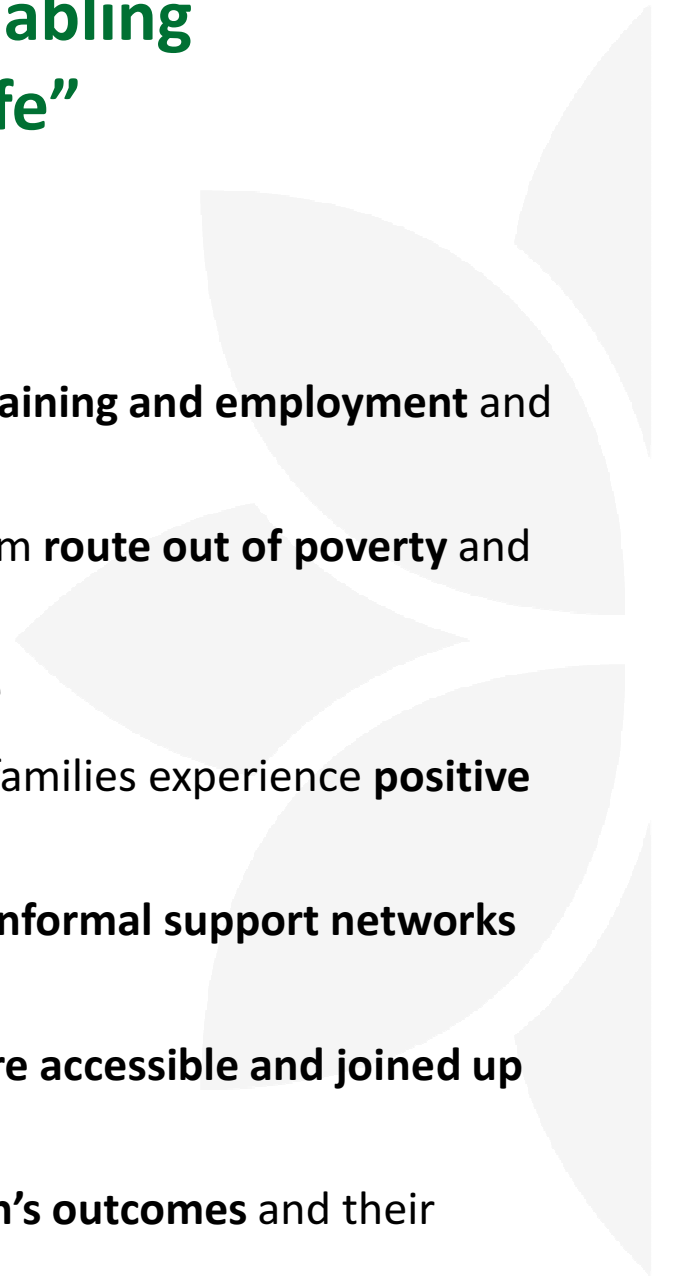
A partnership between local people and Peabody, Hackney Council, local schools, health and the voluntary sector, to deliver an ambitious 10 year vision to improve the lives of children and families on the Pembury estate



# “Pembury Children’s Community – enabling young people to get the best out of life”

## Pembury by 2025:

- Pembury children are more **ready for school**
- Pembury children and young people are **in education, training and employment** and on the way to achieving their ambitions
- Pembury families experiencing poverty are on a long term **route out of poverty** and are more able to manage financial difficulties
- Pembury children and young people are **safe and secure**
- Pembury children feel healthy and happy and Pembury families experience **positive wellbeing**
- Both young people and parents are more connected to **informal support networks** that create opportunities and meet needs
- Service providers can demonstrate that **services are more accessible and joined up** across children’s school/home/community lives
- We have developed a **model that can transform children’s outcomes** and their neighbourhoods



# Current workstreams

1. Pembury children are more ready for school
2. Pembury young people transition to adulthood happy, healthy and safe
3. Routes out of poverty for Pembury families
4. Community members are empowered to develop supportive networks and drive the Children's Community forward



# Workstreams



## • Pembury children are more ready for school

- Ready for School project

Co-location of services e.g. Children's Centre sessions, First Steps

Children receiving monthly books and attending reading groups

Playbox – early literacy support for 2 year olds

## Transition to adulthood

- 1 to 1 case work support to help young people progress into/within EET

Peer to peer support group

Weekly youth club and girls group

Improved partnership working between Peabody/Young Hackney/Mossbourne Academy

Homework clubs/Maths & English tuition

## • Routes out of poverty for Pembury families

- Providing pre-employment support and help to get into work

• Increasing access to financial advice

• Supporting families in arrears

• Improving access to adult education

• Peer support networks e.g. Dad's Zone

# Impact of Pembury Children's Community



- Sheffield Hallam 3 year evaluation (June 2020) has found:  
*“...the Pembury Children's Community has matured into a comprehensive programme which is supporting a range of services to children, families and young people and perhaps more importantly has embedded collaboration and innovation and a focus on the whole child and family into the service landscape on the estate. This model is gaining wider traction as an exemplar of successful place-based working which is influencing the work of partner organisations across the Borough and more widely”*
- Cited as promising practice by the Early Intervention Foundation (2017), Social Mobility Commission Report (2017) and the Centre for Equity in Education (2017)
- Peabody is now developing more local area approaches across London, using our learning from Pembury.

## Peabody's Approach to supporting Hackney residents during the Covid-19 pandemic

- Coordinated support and advice for **496** Hackney households (including food aid, medication, financial/ employment advice, support for mental health, bereavement counselling)
- Wellbeing calls and needs assessments for **486** over 70s
- On Pembury, local Peabody staff team have been made weekly calls to parents, young people and older people; delivered a series of online sessions including parents groups, dance classes, cooking classes and wellbeing sessions; and made use of existing relationships with schools to ensure food parcels, school work and IT equipment reach families
- We've developed strong relationships with mutual aid groups and have collectively provided rapid support to those most in need
- We've actively participated in HCVS' 'Neighbourhood Conversations'



# Ash Fox

Chief Operating Officer

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# Recycling project overview

Presented by Ashling Fox

15 July 2020



# Recycling project Summary

## The project

- Partnership between Peabody Housing Association & 6 inner London boroughs
- Testing a Minimum Standard Service & 5 resident focussed interventions across 10 estates (+2 control)
- To find replicable interventions to increase recycling rates

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Minimum Standard Service – all estates



Tenant recycling pack (from landlord)



More, smaller bins



Emotive messaging



In-home storage solution



Feedback mechanism

Interventions – layered

# Interventions

The sites selected were all over 100 units in size and a mix of old and new designs.

A range of interventions was created in conjunction with all stakeholders. These were then applied across the estates as shown below. Biggs Square is case study J.

The changes were put in place and monitored for a period of 12 months, ending in July 2019. A comprehensive waste composition analysis was completed before and after along with 2 sets of 8 weeks of weighing to capture the in-depth results.

**Table 5: Implementation of Flats Recycling Package and behavioural Interventions across the 12 pilot estates**

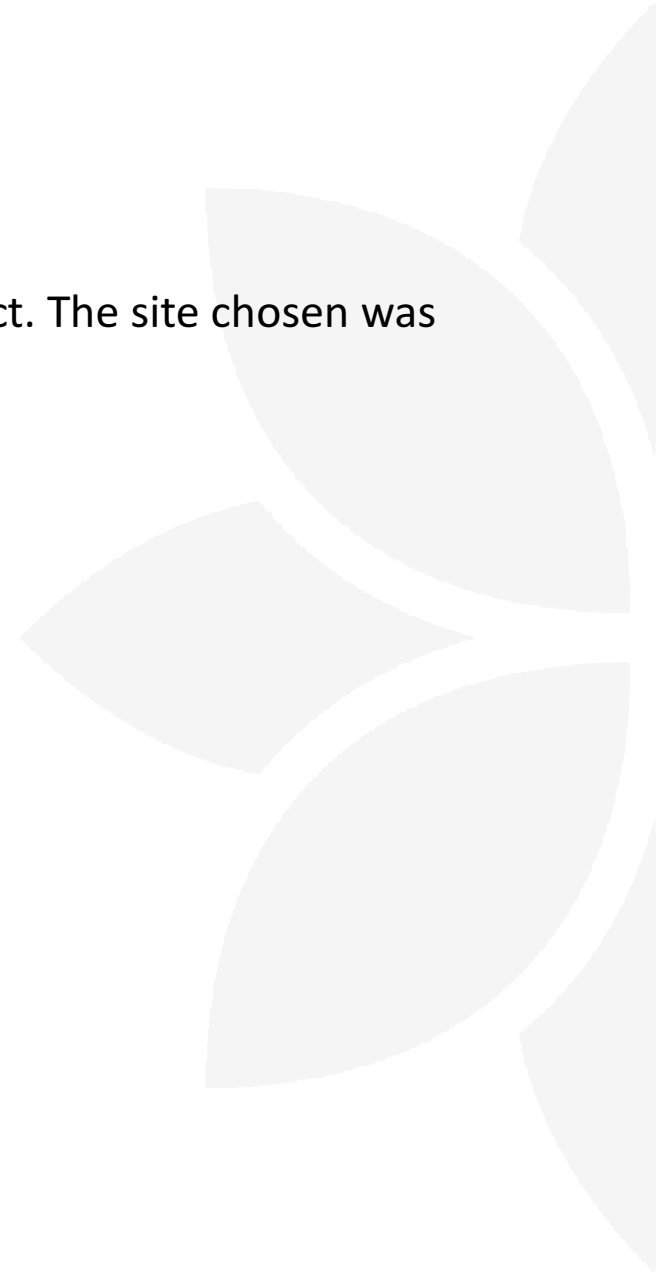
Case Study Ref No	Flats Recycling Package	Behavioural Interventions				
		Additional smaller recycling bins	Emotive signage	Feedback posters	In-home storage solution	Tenant pack
A/ B (comparison)	1	0	0	0	0	0
C/ D	1	0	1	1	0	1
E/ F	1	0	1	0	1	0
G/ H	1	0	0	1	1	1
I/ J	1	1	1	1	0	1
K/ L	1	1	0	0	1	0

0 = absence of intervention and 1 = presence of intervention

# Results Summary

Hackney was one of the 6 Boroughs working on the project. The site chosen was Biggs Square, E9 5DT

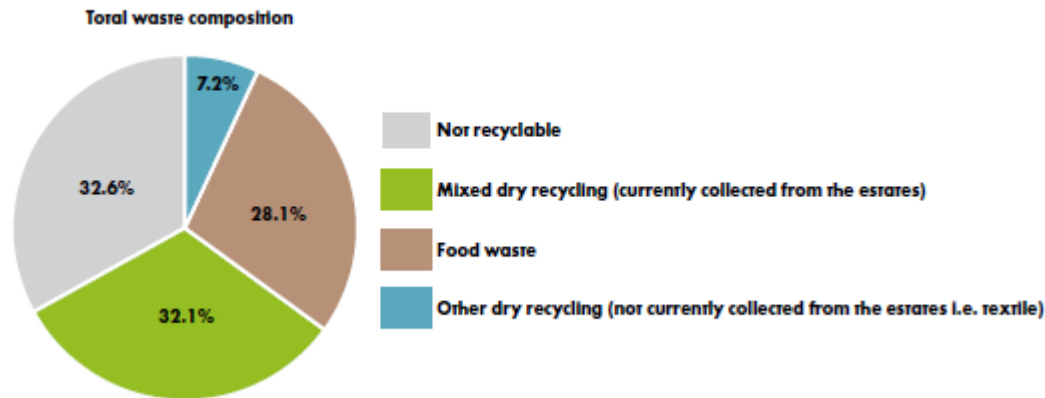
- ✓ **Overall Project**
- ✓ **26% increase** in the overall recycling rate (2.7% point change)
- ✓ **22% increase** in overall capture rate (8.6% point change)
- ✓ **24% decrease** in overall contamination rate (7.2% point change)
  
- ✓ **Hackney Site – Biggs Square**
- ✓ **33% increase** in the overall recycling rate (2.7% point change)
- ✓ **50% increase** in overall capture rate (13.1% point change)
- ✓ **30% decrease** in overall contamination rate (2.5% point change)



# Key findings & recommendations

The maximum rate of recycling that can be achieved (excluding food) from the 6 main dry recycling streams was 32% - well short of the Mayors target of 50% by 2030.

Fig 11: Pie chart showing composition of total waste (Appendix 5 shows further breakdowns)



The full report was present to the Department for the Environment (DEFRA) and the 6 Boroughs in late 2019. Peabody will continue to support the efforts of Hackney to help achieve the recycling targets set by the London Mayor.

Thank you for your time





# Making recycling work for people in flats

A research project on recycling in London's purpose-built flats  
January 2020

Recycle here

 food and drink cans	 mixed glass	 cartons	 mixed paper	 cardboard	 plastic bottles, pots, tubs & trays
--	--	--	--	---	--

**No thanks**  
We do not accept these items in the recycling bin

 food waste	 textiles
 nappies	 general rubbish

London recycles [www.towerhamlets.gov.uk/recycling](http://www.towerhamlets.gov.uk/recycling)



## Making recycling work for people in flats

A research project on recycling in London's purpose-built flats

### Resource London

January 2020

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- Revealing Reality, with special thanks to Becky Rowe
- Veolia Environmental Services, with special thanks to Lawrence Folley, Nikki Mills and Michael Froggatt
- Winning Moves

## Resource London

Resource London was established in 2015 as a jointly funded partnership between London Waste and Recycling Board (LWARB) and the Waste and Resources Action Programme (WRAP) to maximise the resources of both organisations for the benefit of London.

The aim of the programme is that by 2020 London will have more harmonised, consistent and efficient waste and recycling services that will:

- reduce the city's waste footprint and reinvigorate recycling to make a significant contribution towards the Mayor's ambition for London to achieve 65% recycling by 2030; and
- make a significant contribution towards England achieving its 50% household waste recycling target by 2020.

In 2017-18 Resource London established a new three-year, £1 million flats initiative to reinvigorate London's household recycling efforts for residents living in purpose-built flats, specifically targeting housing estates and large blocks of social housing.

More information about Resource London can be found on our website.

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## In support of the paper

LWARB's priority is to reduce London's consumption-based CO2e emissions by reducing waste and increasing recycling, and the capital faces a number of unique challenges to achieving this. Our recycling rate lags behind the English average, but we are striving to improve. The number of flats in the capital is a particular challenge, where we see recycling performance well below what we need if we're going to achieve our vision of a circular city - and this is not just an issue for London boroughs, but all English authorities with urban centres. I'm immensely proud of this piece of work. The Resource London team has tackled this project with a fresh approach; bringing all stakeholders together and putting residents' needs at its heart. I welcome the recommendations and look forward to LWARB supporting London to deliver these.

### **Dr Liz Goodwin OBE, Chair, London Waste and Recycling Board**

The Mayor welcomes the recommendations of this report. London needs major improvements in recycling from flats to achieve the Mayor's 65 per cent waste recycling target by 2030. Immediate action is required to make it easier for people in flats to recycle. This is vital for two reasons. Firstly, the increasing number of flats being built in London. Secondly, the fact that recycling rates from flats are well below those from houses and kerbside properties. We need to ensure every Londoner can access good recycling services, no matter what type of property they live in. This will help make recycling a normal thing to do for everyone in the capital. I encourage every borough to follow this report's recommendations, particularly those around the Flats Recycling Package. These complement the Mayor's minimum standard for recycling services for every single household.

### **Shirley Rodrigues, Deputy Mayor for Environment and Energy, Greater London Authority**

The Government's Resources and Waste Strategy sets huge ambitions that can only be met through Local Authorities and their partners providing new and comprehensive recycling services to all properties in their areas. Flats have traditionally lagged far behind in terms of the service offering and suffer from low diversion of waste when compared to kerbside properties. Considering that over 20% of current housing stock are flats and the majority of new housing build will be high density properties, it is increasingly important to design effective resource management programmes that incorporate convenient and inclusive services for residents. I welcome this excellent report as an important step forward in this area, and call for continued leadership and commitment from all stakeholders so we can make real progress and implement real changes that work for residents and maximise our stewardship of the planet's resources.

### **Peter Maddox, Director WRAP**

Peabody is committed to working with our residents to improve our local environments. As part of this we have been working in partnership with Resource London and six London boroughs to improve recycling services in 12 pilot locations. We've been part of the design, delivery and the learning. I firmly believe it is important for all housing providers to recognise that they have a pivotal role to play in improving the existing low recycling performance of flats.

We fully support this report's key finding that providing clearer information about recycling and making recycling and waste areas look more desirable to use will improve these recycling rates. We have already started to implement some of the recommendations, for example, working with Resource London on new recycling facilities for textiles and food waste, and we are planning to do a lot more.

### **Brendan Sarsfield, Chief Executive, Peabody**

The government's landmark Resources and Waste Strategy sets out how we will go further and faster to reduce, reuse, and recycle, and help leave the environment in a better state than we found it for future generations. Recycling more is a key part of that and this report can help us achieve this aim. It provides a useful guide to local authorities that are ramping up efforts to increase the quality and quantity of recycling materials they collect from blocks of purpose-built flats.

### **Chris Preston, Deputy Director of Resources and Waste, Department for Environment Food and Rural Affairs**

London boroughs work hard to provide the best recycling services they can, but flats present a real challenge. Ensuring residents have access to the best services is not just the role of local authorities; and this project shows how much more can be achieved when all stakeholders work together. I'm hugely proud of this piece of work delivered by the Resource London team, particularly as this report provides local authorities and housing providers with a set of genuinely practical recommendations to improve recycling services for people living in flats. I look forward to working with organisations across London to make these changes, for the benefit of residents, the capital and the planet.

### **Cllr Clyde Loakes, Chair of Resource London Partnership Board and Deputy Leader Waltham Forest Council**

We welcome the findings of the project and are keen to look at how the improvements recommended in this report could be delivered in partnership with housing providers in London in order to improve services for our residents and to help address the climate emergency.

***Ian Davis, Chief Executive, London Borough of Enfield***

The London Environment Directors' Network (LEDNet) welcomes this research, which has sought to identify robust, evidence-led approaches to increasing recycling from flats. In London boroughs, recycling rates in flatted properties remain low, despite many efforts to increase participation and reduce contamination. We support all efforts to increase recycling, and to support boroughs to meet the Mayor of London's and the Government's recycling targets. We recognise that the Flats Recycling Package has been demonstrated to make a real difference in the estates included in this study and we look forward to working with Resource London, and with social housing providers, to help roll these interventions out more widely.

***Victoria Lawson, London Environment Directors' Network Lead of Waste and Resources***

## Executive summary

People who live in flats recycle much less than those who live in houses, though there is a lack of substantive evidence about exactly why this is or how it might be improved.

Increasing recycling rates is a priority for London to help combat global climate change. The Mayor has set a target of 50% of local authority collected waste to be recycled by 2025 and an aspirational target of 50% household waste by 2030. The national target is to achieve 50% household waste recycled by 2020.

Resource London set up this two-year project in partnership with housing association Peabody and six inner London boroughs<sup>1</sup> to better understand the barriers to recycling for people who live in purpose-built flats and discover what practical measures could be taken by housing providers, building managers and service providers to help overcome them.

The results provide rich insight into factors that influence levels of recycling in purpose-built flats and how to effect changes. They offer a valuable, practical resource that will help those who commission, manage and deliver waste and recycling services to better understand what deters people in flats from recycling, and to make improvements.

This project is the first of its kind to include in-depth research with residents as well as those operating and managing services. It is also the first to include comprehensive measurement of the amount and composition of recycling and residual waste.

Detailed inventories carried out at 132 estates of purpose-built flats in London revealed that there was a general lack of consistency in the quality of waste services provided. In the main, services had evolved for the benefit of operators rather than for the residents who use them. In-depth ethnographic research with residents highlighted the complexity of the issues faced by residents and clearly showed that good intentions to recycle are not enough: effective recycling is only achieved when residents want to recycle, know how to recycle and find it easy to do so.

In the project a series of changes was made to the recycling arrangements on 12 selected estates of purpose-built flats<sup>2</sup> in London to see how they might influence recycling behaviour and increase the amount recycled. These 'interventions' were based on the research and designed in consultation with those responsible for managing and delivering waste and recycling and housing services. They included a common Flats Recycling Package applied to all 12 estates to standardise the look and feel of the bin areas, and five behavioural interventions introduced on 10 of the estates in various combinations.

The results showed that overall capture and recycling rates were substantially increased over the course of the project, mainly thanks to the improvements made in bringing all 12 estates up to the standard of the Flats Recycling Package.

**Table 1: Flats Recycling Package**

### Flats Recycling Package

- Clean and well-maintained bins and bin areas
- Adequate collections to prevent overflows and appropriate recycling capacity (minimum 60l/hh/wk)
- Appropriate apertures on recycling bins big enough to accept plastic bags of recycling and with locked reverse lids
- Collection of the six main recyclable materials<sup>3</sup>
- Clear and visible signage on and above the bins
- Convenient location of recycling bins for residents
- Recycling leaflet sent to residents once a year
- Posters highlighting recycling messages displayed in a central location (where possible)
- Residents informed of what they should do with bulky waste items

Over the course of the project the overall capture rate increased by 22%, the recycling rate increased by 26% and the contamination rate decreased by 24%. However, it is important to note that these increases were from a very low base. At the end of the project the capture and recycling rates were still low (46% and 13% respectively) and contamination remained high at 24%.

There was wide variation in the levels of improvements from one estate to another. Those estates that had a poorer quality service before the changes showed the greatest improvement.

Results of the five behavioural interventions were less conclusive, but the research did offer some insights. For instance, feedback from residents indicated that the provision of plastic bags for in-home storage of recycling were effective at influencing recycling behaviour and in some cases additional small recycling bins placed near estate entrances were also effective.

<sup>1</sup> London boroughs of Camden, Hackney, Islington, Lambeth, Tower Hamlets and Westminster

<sup>2</sup> Case study estates were selected to be comparable to each other. The case study estates are not representative of purpose built flats in London, a London borough or Peabody estates.

<sup>3</sup> Paper, card, glass, food and drink cans, plastic bottles, and mixed rigid plastics (tubs, pots and trays)

The project showed that purpose-built flats with higher numbers of renters and people aged between 15 and 34 have lower capture rates.

Notably, this project highlights the scale of the challenge represented by the London and national recycling targets. Despite the improvements achieved, rates at the end of the trial were still not as good as the average kerbside collections for low-rise properties in London. Assuming that all purpose-built flats in London have similar performance to the 12 in the project, with current collection and recycling systems, purpose-built flats would need to achieve a near 100% capture rate of the six key recyclable materials as well as food in order to achieve recycling targets.<sup>4</sup> This seems unlikely given the complexity of the issues and behavioural inconsistencies of people living in purpose-built flats revealed by this project.

Whilst this project has proven valuable in understanding how to increase recycling performance in purpose-built flats, there are clearly limitations to the research and methodology used. The findings of the project have highlighted a number of areas for further investigation, including gaining a better understanding of the recycling performance of a representative sample of flats, and the effect of age and tenure type and other societal factors on recycling performance.

The recycling target set by the Mayor of London in the London Environmental Strategy to recycle 50% of local authority collected waste by 2025 is ambitious. In order to achieve it, capture rates will need to be significantly improved, new systems introduced to broaden the range of household waste materials that can be recycled and new policies to reduce non-recyclable waste. This will be challenging with current resourcing and existing legislation.

### Key recommendations:

- Housing providers, building managers and service providers can improve recycling capture rates in purpose-built flats by working together to put in place and maintain the standards defined in the Flats Recycling Package on every estate.
- The Resource London Flats Recycling Package toolkit offers practical advice and guidance to help housing providers, building managers and services providers to implement the Flats Recycling Package in purpose-built flats. The toolkit will be available in March 2020.

<sup>4</sup> The combined average maximum recycling rates for the 12 flats are 32% dry recyclables only and 60% dry recyclables and food.

# 1. Introduction

This report is the result of a two-year project into the opportunities for improving recycling rates in purpose-built flats in London carried out between August 2017 and July 2019 by Resource London in partnership with housing association Peabody and the London boroughs of Camden, Hackney, Islington, Lambeth, Tower Hamlets and Westminster.

The project builds on earlier research to better understand the factors that might deter people who live in flats from recycling. It is the first of its kind to look at the issues from the point of view of residents, as well as those managing housing and operating collection services.

This report presents the project development, delivery, results and research conclusions.

## 1.1 Project partners

Peabody is London's largest housing association. It owns and manages 66,000 homes in London and the south-east of England, including properties in all but three London boroughs. As a social landlord, the association has a unique understanding of the pressures and motivations of social housing tenants.

The local authority is responsible for local recycling and waste services in each borough. Peabody is responsible for the accessibility, viability and awareness of those services for the residents living on its estates. Both are able to play an important role in influencing the behaviour of residents and optimising the impact of change initiatives.

## 1.2 Policy landscape

To combat global climate change, it is essential that consumption-based greenhouse gas emissions generated by our everyday activities are cut significantly. By recycling and managing waste further up the waste hierarchy i.e. packaging being recycled rather than landfilled/incinerated, significant emissions can be prevented.

Improving recycling rates is a priority for London where the Mayor and 26 London boroughs (at the time of writing)<sup>5</sup> have declared a climate emergency<sup>6</sup>. London recycles about 33% of its household waste<sup>7</sup>. The UK government target, as set out in the National Resources and Waste Strategy<sup>8</sup> is to recycle 50% of household waste by 2020. In London, the Mayor's London Environment Strategy<sup>9</sup> has set targets of 50% Local Authority Collected Waste by 2025, with an aspirational target of 50% for household waste by 2030.

The national and London strategies both highlight the need for a consistent minimum standard of recycling services for all households, including flats, comprising the collection of six main recyclable materials; glass, cans, paper, card, plastic bottles and mixed rigid plastics (tubs, pots and trays), as well as a separate food waste collection. In London all boroughs are required to deliver this service by 2020, with the provision of a food waste collection for flats where practical and cost effective.

Providing a consistent minimum standard of recycling services goes hand-in-hand with the Good Growth by Design<sup>10</sup> initiative in the London Plan to deliver successful, inclusive and sustainable places and good housing design policy.

Earlier research has shown that recycling rates are significantly lower for flats than they are for houses. According to research by WRAP<sup>11</sup> (2018), even well established communal schemes yield around 50% less recycling than equivalent kerbside collections for low-rise properties. Data also shows a correlation between higher population density and lower recycling rates. (Fig 1).

5 <https://www.climateemergency.uk/london-boroughs/>

6 A climate emergency declaration or plan, declaring a state of climate emergency, are issued organisations and other jurisdictions to set priorities to mitigate climate change. In declaring a climate emergency, the organisation admits that global warming exists and that the measures taken up to this point are not enough to limit the changes brought by it.

7 [www.gov.uk/government/statistics/local-authority-collected-waste-management-annual-results](http://www.gov.uk/government/statistics/local-authority-collected-waste-management-annual-results)

8 <https://www.gov.uk/government/publications/resources-and-waste-strategy-for-england>

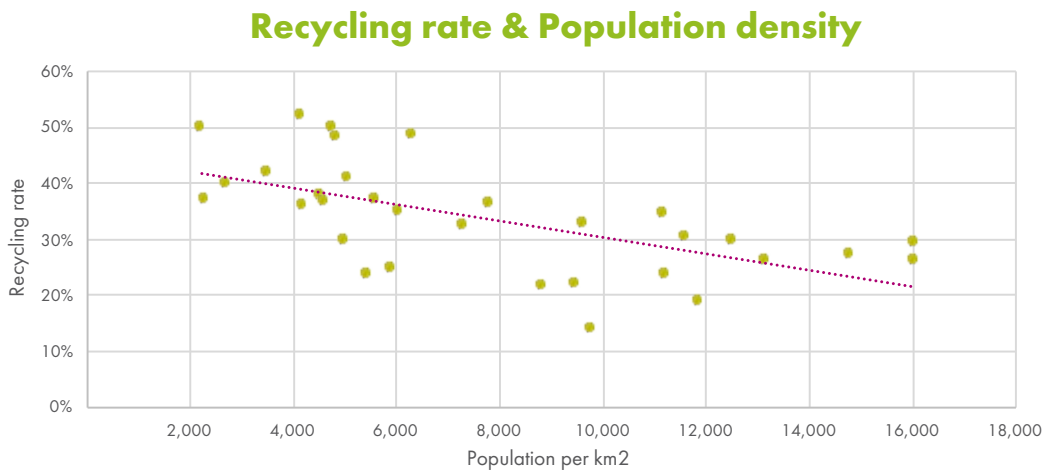
9 <https://www.london.gov.uk/what-we-do/environment/london-environment>

10 <https://www.london.gov.uk/what-we-do/regeneration/advice-and-guidance/about-good-growth-design>

11 WRAP Increasing Recycling in Urban Areas 2018



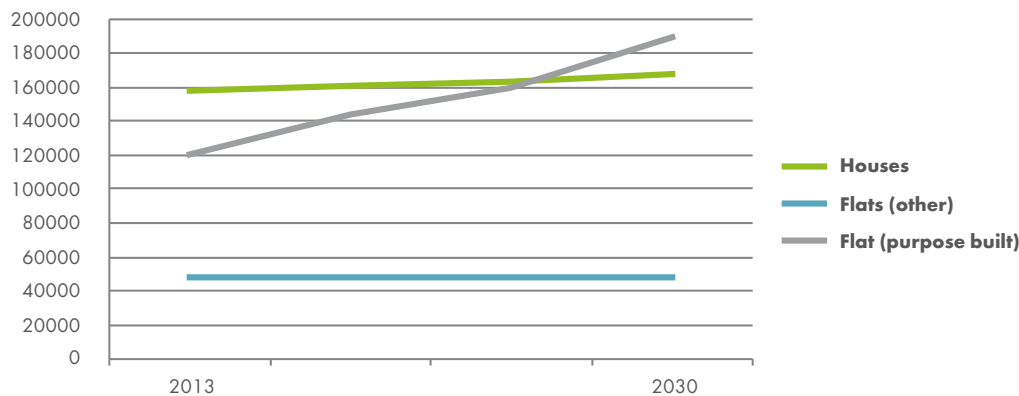
**Fig 1: Graph showing correlation between recycling rates and population density [Resource Futures 2019]**



This presents a particular challenge for London where the proportion of households living in flats is rising and consequently the population density is increasing. By 2030, it is expected that 46% of the capital’s households will be living in purpose-built flats (Fig 2).

Accordingly, alongside the Mayor’s pledge to reinvigorate recycling in the city is the recognition that improving recycling services for people living in this type of accommodation is key to achieving London’s targets.

**Fig 2: Change in the number of London households living in different types of accommodation [GLA]**



At the same time, London boroughs have come under intense financial pressures in recent years. London’s core funding from central government has been cut by 63% in real terms over the course of the decade 2010-11 to 2019-20, and even with additional funding announced in Spending Round 2019, boroughs will have to make over £200 million of savings in 2020/21 to close the gap between funding and demand.

Today, despite the fact that dry recycling services are provided for the majority of such estates in London, recycling rates remain stubbornly low.

### 1.3 Historical context

Many of London’s flats are in large developments built before there was a requirement for provision of recycling services. On these estates the communal bin areas, were often housed away from the main entrances and walkways of the building. As collection services evolved to include recycling, the focus was on operational compatibility and access for waste collection vehicles rather than on residents’ needs. While housing providers are in a good position to understand what the needs of their residents are, they have not historically been involved in the design and delivery of services.

It is not just the physical layout of purpose-built flats that is challenging. Earlier research by WRAP<sup>12</sup> shows that societal factors in urban environments are associated with lower recycling rates. These include: transient populations; language and cultural barriers; higher levels of deprivation and property tenure (more properties being rented than owned). Other practical considerations such as internal storage space and wide variations in access to and quality of recycling services may also be important.

### 1.4 Making sense of complexity

This project used a combined quantitative and qualitative analysis technique to extract useful learning from this complex, interdependent picture. It provides a rich source of information about the physical and social factors affecting recycling rates in purpose-built flats and a robust set of findings that offer potential to make improvements in recycling rates for London.

## 2. Project summary

### 2.1 Objective

Resource London created this project in order to give policy makers, housing providers, building managers and service providers the information and real-world insights they need to improve capture and recycling rates in purpose-built flats, in line with the London Environment Strategy and National Resources and Waste Strategy targets.

### 2.2 Approach

From the outset it was clear that the project would need to focus on the issues from the point of view of residents, in order to better understand their views and behaviours around waste and recycling and to discover what practical measures could be taken by housing providers, building managers and service operators to help change attitudes and practices.

Specifically, the project was interested in measures that would influence the volume and quality of recycling, as measured by the capture rate (the proportion of the six main recyclable materials: glass, cans, paper, card, plastic bottles and mixed rigid plastics, collected for recycling) and the recycling rate (the proportion of household waste recycled). The contamination rate (the proportion of non-recyclable materials arising in the recycling collection) was also measured.

### 2.3 Method

Understanding the complexity of the research challenge and the measurement difficulties faced by earlier projects, a case study-based Qualitative Comparative Analysis (QCA) approach was chosen. This is believed to be the first time that QCA has been used in waste research and evaluation.

QCA is an analysis technique that allows researchers to draw useful conclusions about how a range of factors may affect different outcomes, even when the picture is complex and factors may be interdependent, or outside the project's scope of influence. Unlike strict statistical methods of analysis, QCA is tolerant of different types of data and those which may be difficult to measure and small sample sizes.

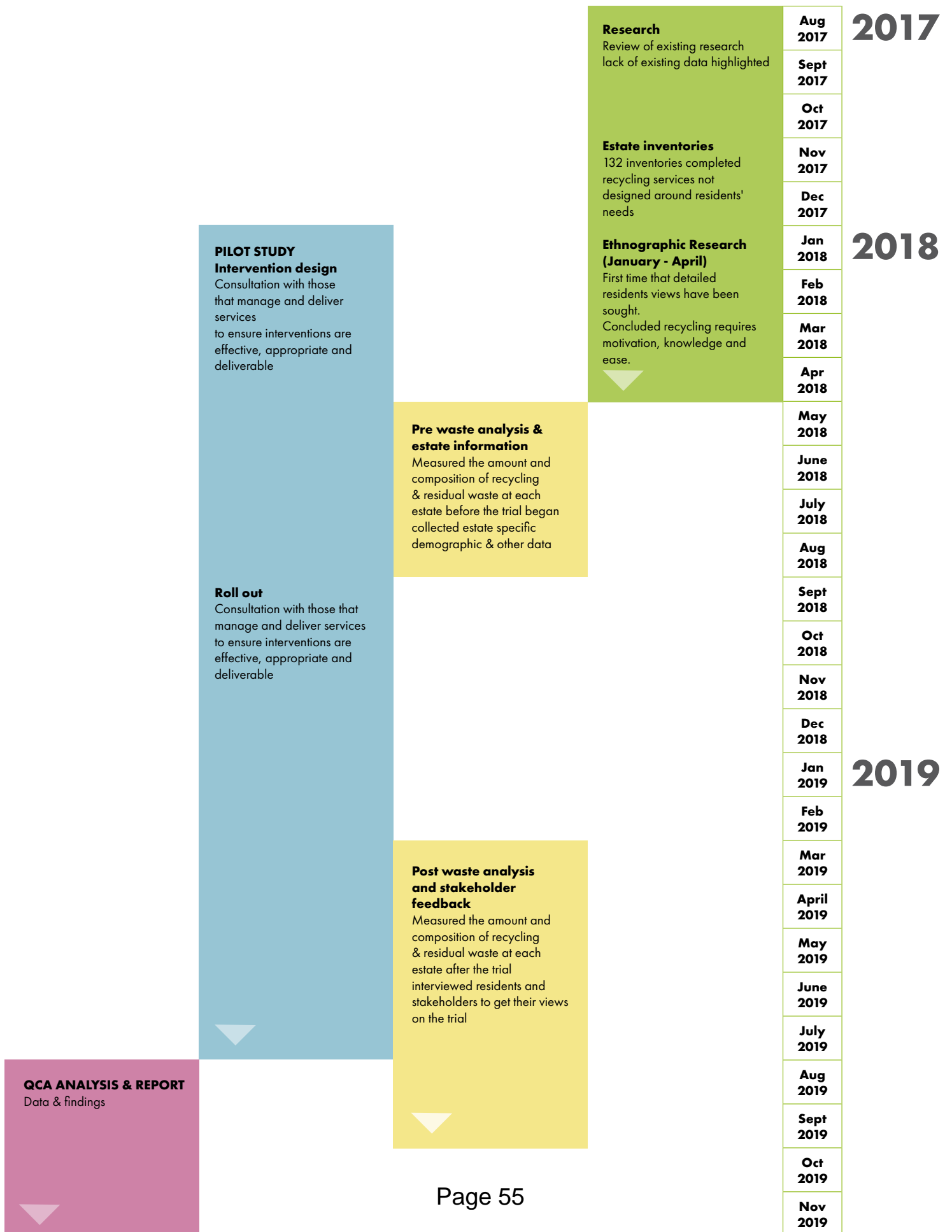
The project began with a review of the existing research on recycling in flats. Following this a detailed research was carried out at 132 Peabody estates of purpose-built flats across inner London, including physical surveys of the buildings and their waste and recycling facilities, and in-depth ethnographic research with residents.

From all of this information, and in consultation with housing providers, local authorities and waste management providers, a set of changes to the recycling arrangements was designed for QCA. These 'interventions' were introduced on 12 selected Peabody estates of purpose-built flats in London and trialled over a nine month period.

The trial estates selected were in the London boroughs of Camden, Hackney, Islington, Lambeth, Tower Hamlets and Westminster, all of which had recycling rates below 30% (2016/17) and where more than half the housing is flats.

Detailed quantitative and qualitative data were collected from the trials to create the 12 case studies for analysis. The results enabled identification of the interventions that were most effective at improving capture and recycling rates on the selected estates and provided a series of valuable operational insights.

Fig 3: Project outline to show stages and outcomes



## 3. Research

The project began with a comprehensive review of the existing literature, followed by in-depth research at estates of purpose-built flats in London, including the physical environment and with residents.

### 3.1 Review of existing research

The literature review showed there is a lack of substantiated data on how improvements in urban recycling rates are achieved. No previous research has looked specifically at improving recycling in purpose-built flats. The most relevant work is a report by WRAP<sup>13</sup> on urban recycling which included international research and concluded that improving recycling rates in dense urban areas is not straight forward; it requires significant resource and legislative drivers and that measurement and quantifying of results is a particular challenge.

The research showed that a project to improve performance would need to appeal to those not currently recycling effectively, with well-targeted communications tailored to local needs. Additionally, a good understanding of existing recycling arrangements and barriers would be vital in order to create tailored interventions, backed up by a robust and appropriate monitoring and evaluation methodology.

### 3.2 Estate inventories

In order to gain a good understanding of existing arrangements, detailed inventories were carried out at 132 Peabody estates of purpose-built flats across eight inner London boroughs. They looked at the physical layout of each estate, including walking routes, signage, location and quality of the waste management facilities. Relevant community factors were noted, such as whether or not there was an active tenants' association, if the estate had a caretaker on site and what methods were being used to communicate with residents.

The inventories revealed wide variation in the standard of waste and recycling facilities provided across the estates surveyed. Signage was consistently poor, much of it put up ad-hoc by caretakers or residents. Problems with overflowing bins and fly-tipping of bulky waste were common, especially in the evenings and at weekends. Additionally, the services tended to be designed and delivered around operational compatibility i.e. the bins were located to enable easy access for waste collection vehicles.

Many of the older buildings in the survey had waste chutes, though not all were operational. Of these buildings, most had separate recycling facilities in communal courtyards. Some had no facilities for recycling because of lack of space.

An example of an inventory is included in Appendix 1.

#### Key research findings:

- There was a lack of consistency in the quality of waste and recycling services provided.
- Services tend to be based around operational compatibility, which does not always make them easy for residents to use.

**Fig 4: Examples of recycling and waste facilities in purpose-built flats**

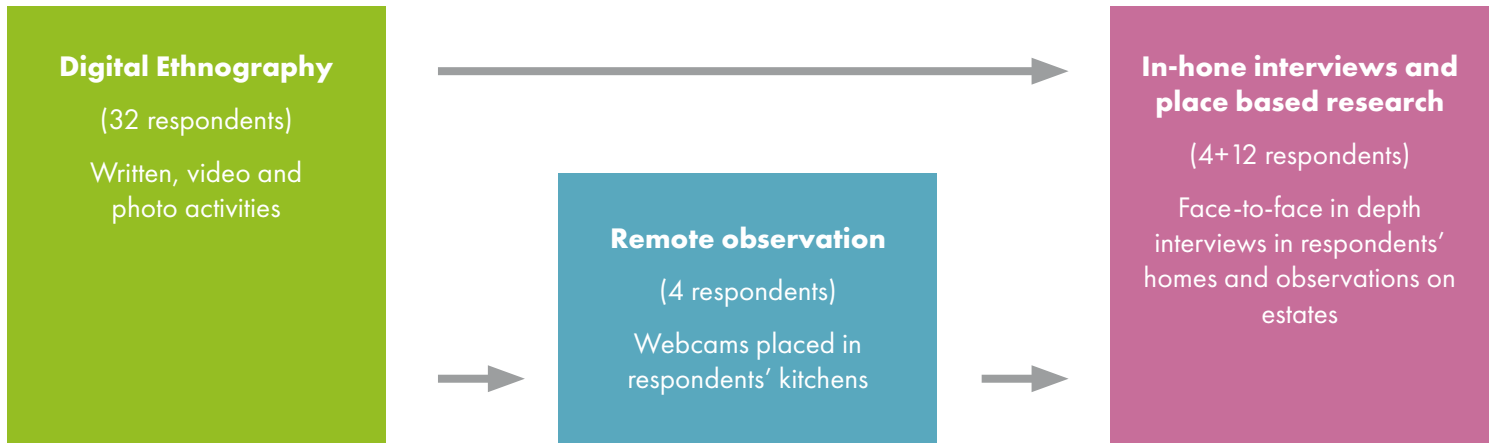


### 3.3 Ethnographic research with residents

In order to understand what prevents people who live in flats from recycling it was important to consider the issues from the residents' perspective, within the wider context of their daily lives.

In-depth ethnographic research was commissioned to discover more about people's attitudes and practices around waste management and recycling (Fig 5).

**Fig 5: The ethnographic research process**



A copy of the full report entitled 'Recycling in real life - Ethnographic research with residents of purpose-built flats in London' is available on our website.

In order to make sure that the picture was as accurate as possible, the research was initially framed for residents as being about household chores in general. Unlike in previous studies, those who took part were not told until later in the research that it was about recycling.

The research investigated:

- how waste management routines fit into everydaylife and family dynamics
- how people interact with the public and private spaces they inhabit
- what the social norms are and how they impact on individual recycling behaviour
- the justifications people make for not recycling effectively
- what people think and feel about the communications they receive regarding waste and recycling.

What emerged from the research was a complex picture. There are many reasons why people living in flats might not recycle. What was clear was that effective recycling is only achieved

when residents want to recycle (motivation), know how to recycle (knowledge) and find it easy to do so (ease). All three interdependent conditions are needed before people change their behaviour and if any one of them is not met, it will undermine the other two. There are numerous possible interventions that could help strengthen an individual's motivation, knowledge or the ease with which they can recycle. Tackling all three as a system represents a huge opportunity to improve recycling.

#### Motivation

Most people were positive about the idea of recycling, even though they did not always do it. Some people recycled more than others and many were inconsistent in their recycling behaviour, indicating that their motivation was easily undermined.

The research showed that people tended to think of their recycling behaviour as anonymous or invisible. Residents were not used to seeing other people at the bin stores, which were often in out of the way places at the back of the estate or away from main pathways and often dirty. Most people did not have close relationships with their neighbours or the residents' association so there was little opportunity for feedback, adding to the feeling of not being accountable and further undermining residents' motivation to recycle correctly.

## Knowledge

People were not very knowledgeable about what materials could be recycled. Most relied on what they thought of as 'common sense' and did not go out of their way to find out more. The few that did look for more information were left confused by the apparently conflicting messages they found on packaging, bin liners and the signage in communal bin areas.

Residents felt they had no relationship with or responsibility for their waste services. Residents were mostly unaware of which day the waste and recycling was collected from their building, what happened to it when it was collected or what role they might have in the process.

## Ease

Even those that wanted to recycle and knew how to do it did not always put their good intentions into practice.

Lack of storage space inside the flat was often cited as a reason not to recycle. People thought that items for recycling left out on display looked untidy, though some were happy to use a plastic bag or to allocate an area under the kitchen worktop for storage.

People did not like to make a special trip to take their recycling to the bin. Instead, they would take it on their way out of the building, which meant that residents regularly stored recycling in plastic bags in their kitchen and put the non-recyclable plastic bags directly into the recycling bin.

Even those that set out to recycle correctly were sometimes frustrated by overflowing or dirty bins, leaving them unsure what to do, with many resorting to putting their recycling into the residual waste bin or even fly-tipping.

### Key research findings:

- The reasons why some people living in flats do not recycle as much as they might are many and complex.
- Good intentions to recycle are often thwarted.
- Effective recycling is achieved when residents;
  - are motivated – poor experiences and an apparent lack of accountability can be demotivating
  - have the correct knowledge – lack of easy access to accurate information can undermine confidence
  - find it sufficiently easy – services that fit with people's existing routines will feel easier to use.

## 4. Project

The research stages of the project provided a good understanding of the factors that affect recycling rates in purpose-built flats and substantive resident-focused data on which to base the pilot. The next stage of the project was to use this data to design a set of carefully-defined interventions that could be tested using QCA, for their potential to improve capture rates.

### 4.1 Intervention design

In order to ensure the interventions were effective, appropriate and replicable, they were designed in consultation with

all those responsible for waste and recycling services management, implementation and policy, including Resource London, the housing association Peabody, the London boroughs of Camden, Hackney, Islington, Lambeth, Tower Hamlets and Westminster, waste contractor collection crews, Defra and the Greater London Authority (GLA) [Appendix 2: project participants].

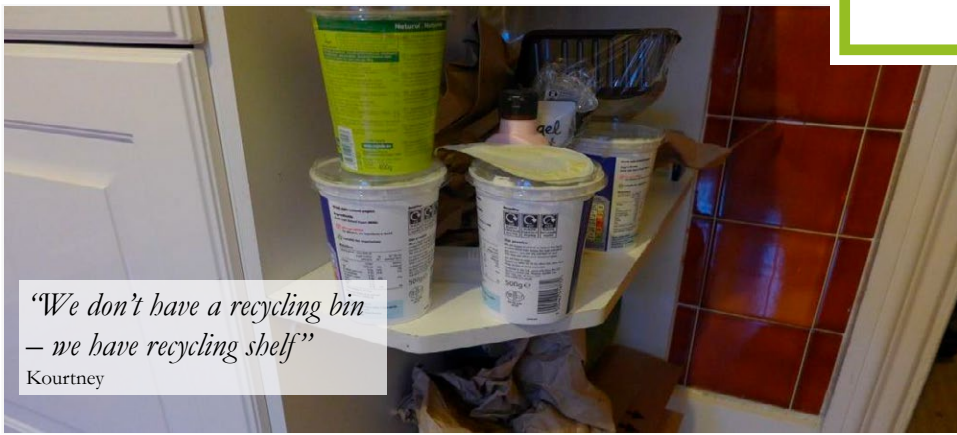
First, the data from the research phase of the project was distilled to create a long list of the recycling challenges, framed as opportunity areas (Fig 6), and corresponding possible interventions.

Fig 6: Example of an opportunity area.

STORAGE, DISPLAY AND TRANSPORTATION OF RECYCLING

## People can lack suitable in-home recycling storage and transportation strategies

**Problem area description**



*"We don't have a recycling bin – we have recycling shelf"*  
Kourtney

Insights and evidence from the research

**Key insights**

**The location and type of in-flat storage can shape what gets recycled**

- People commonly quote 'lack of space' as a reason for not having an appropriate recycling bin
- Many people are using improvised and inconsistent receptacles for recycling including plastic bags
- Recycling bins located within kitchens can mean other household recycling is missed

**Left on display is not felt to be something to be proud of**

often leaving recycling out on work windowsills or shelves/areas of the kitchen

reluctant to have certain waste items which can minimise the total amount of recycling; people are doing this so that their recycling system is hidden away from view

**People often transport recycling to the communal bin in carrier bags**

recycling is stored 'loose' people need to transport items to the bins

carrier bags used for recycling are often thrown away along with recyclable items – meaning communal bins get contaminated

- People don't want to have to return to the receptacle to their flat or carry it with them

**How might we...**

- Encourage the 'ideal' placement of recycling bins in flats?
- Provide people with better strategies for storing recycling in a way they are happy with?
- Help people select the best 'receptacle' to meet needs?
- Show that recycling is possible even in small flats?

**How might we...**

- Make it socially acceptable/desirable to have recycling left on display (e.g. communications campaign)?
- Help people to feel more comfortable having recycling visible and on display (e.g. decorative packaging receptacles, making a feature of recycling)?
- Find ways to reduce the embarrassment associated with recycling (e.g. recycling specific personal items or items that are perceived to be unhygienic or smelly etc)?

**How might we...**

- Reduce the effort involved in transporting waste to encourage return journeys to the flat (e.g. more recycling drop-off points)?
- Empower people with better 'one-way' strategies to transport their recycling to the communal bin?
- Find ways of working around or enabling recycling with the current plastic bag behaviours?

**'How might we' thought starters for how the challenges might be addressed**

With expert advice from ethnographic researchers and behaviour change advisors, interventions were selected that would be likely to have the biggest impact on:

**Motivation:** motivating residents to recycle more and making their experience of it more positive

**Knowledge:** improving residents' knowledge of what can and can't be recycled

**Ease:** making recycling feel easier for residents

From this, a series of recycling interventions, the Flats Recycling Package, was created to be applied at all 12 estates in the trial as a baseline of good practice. A further five behavioural interventions were identified, to be introduced in various combinations to ten of the estates.

### Flats Recycling Package

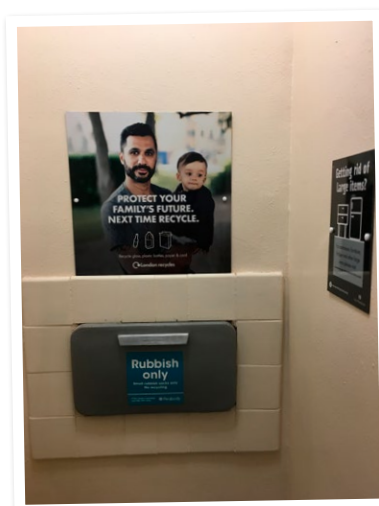
The Flats Recycling Package was designed to bring the look and feel of the bin areas up to a common standard and to provide residents with clear and reliable information about recycling and waste services. They addressed problems that had been identified in the research stages of the project as being fundamental to residents' motivation to recycle, their knowledge about recycling and how easy it was to do (Table 2).

For example, the research showed that people wanted to drop off their waste with minimal interruption to their routine. This meant they would take their recycling to the communal bins on their way out of their estate in a non-recyclable plastic bag that they would put straight into the communal bin instead of decanting items. The project worked with the local authority and their waste contractors to change the system to accept plastic carrier bags for recycling, to make it easier for residents.

The Flats Recycling Package consisted of:

- Clean, well-maintained bins and bin areas
- Adequate collections to prevent overflows and appropriate recycling capacity (minimum 60l/hh/wk)
- Appropriate apertures on recycling bins big enough to accept plastic bags of recycling and with locked reverse lids
- Collection of the six main recyclable materials
- Clear and visible signage on and above the bins
- Recycling bins conveniently located for residents
- Recycling leaflet sent to residents once a year
- Posters highlighting recycling messages displayed in a central location (where possible)
- Residents informed of what they should do with bulky waste items.

Fig 8: Photos of Flats Recycling Package





**Table 2: Flats Recycling Package for recycling and rubbish facilities in purpose built flats**

Challenge addressed	Flats Recycling Package	Anticipated outcome
<b>Operational</b>		
<p>Inventories highlighted the poor state of many bins and bin areas. Communal bin areas were seen to be unsafe, dirty and not well looked after.</p> <ul style="list-style-type: none"> <li>Dark and uninviting communal bin areas made some residents feel uneasy, especially on some estates where respondents said they had seen anti-social behaviour.</li> <li>People wanted to move away from the communal bin area as quickly as possible and were not taking time to consider what they were doing with their waste.</li> </ul>	<p>Clean, well maintained bins and bin areas (rubbish and recycling)</p>	<p>Using the bins is a more positive experience.</p> <p>Residents are more motivated to recycle.</p>
<p>Residents expressed frustration that communal bins were often overflowing and there was no space for them to put their waste. They were not sure what to do in these situations, often resorting to using the incorrect bins or leaving rubbish on the ground.</p> <ul style="list-style-type: none"> <li>If residents feel that their recycling efforts are wasted, then their individual motivation is likely to be affected.</li> <li>It can be difficult to restore confidence in the system when it appears 'broken' by others. Some people felt that a lack of bins and inadequate collections were indication that the council doesn't care about recycling, prompting people to wonder why they should care themselves.</li> </ul>	<p>Adequate collections to prevent overflows (rubbish and recycling) and appropriate recycling capacity (minimum 60 litres/hh/wk)</p>	<p>Using the bins is a more positive experience.</p> <p>Residents are more motivated to recycle.</p>
<p>Residents use carrier bags to transport recycling to the communal bin and often threw them away along with recyclable items, meaning communal bins were getting contaminated. They did not want to return to the bag to their flat or carry it with them.</p> <ul style="list-style-type: none"> <li>The apertures on many of the existing recycling bins were not big enough to accommodate a full carrier bag of recycling.</li> </ul>	<p>Appropriate aperture on recycling bins big enough to accept plastic bags of recycling and with locked reverse lids</p>	<p>Residents can use the same carrier bag to store, transport and dispose of their recycling.</p> <p>They find it easier to recycle.</p>
<p>Inventories highlighted numerous examples of recycling bins located in areas that were less easily accessible e.g. at the back of the building.</p> <p>Residents wanted to be able to drop off their recycling on their way out of the building, using their normal preferred routes, including back routes or cut-throughs</p>	<p>Recycling bins conveniently located for residents</p>	<p>Residents do not have to make a special trip to drop off their recycling.</p> <p>They find it easier to recycle.</p>
<b>Communications</b>		
<p>Inventories highlighted poor quality signage on the bins that had deteriorated over time. Most bin stores had no signage on the doors or walls. None of the waste chutes had signage.</p> <ul style="list-style-type: none"> <li>Residents perceived information from different channels as contradictory and were unlikely to take time to go through information if it looked complex or overwhelming.</li> <li>Instead they used their own 'rules of thumb' based on physical characteristics (e.g. feel, weight) and associations with other items</li> <li>People think they already know what's recyclable, but don't know where that knowledge comes from. They do not tend to investigate if they are unsure.</li> <li>Tonnage monitoring before the project showed high levels of contamination (average 30.7%).</li> </ul>	<p>Clear and visible signage on recycling and residual bins and at bin storage areas.</p>	<p>Residents have easy access to clear and reliable information.</p> <p>They know which items should go into the recycling bin and that the recyclable materials collected are the same no matter what purpose built flat they live in.</p>
	<p>Collection of six main recyclable materials</p>	
	<p>Posters highlighting recycling messages displayed in a central location (where possible).</p>	
	<p>Recycling leaflet sent to residents once a year.</p>	
	<p>Residents informed of what they should do with bulky waste items (signage/posters).</p>	
<p>Page 61</p>		

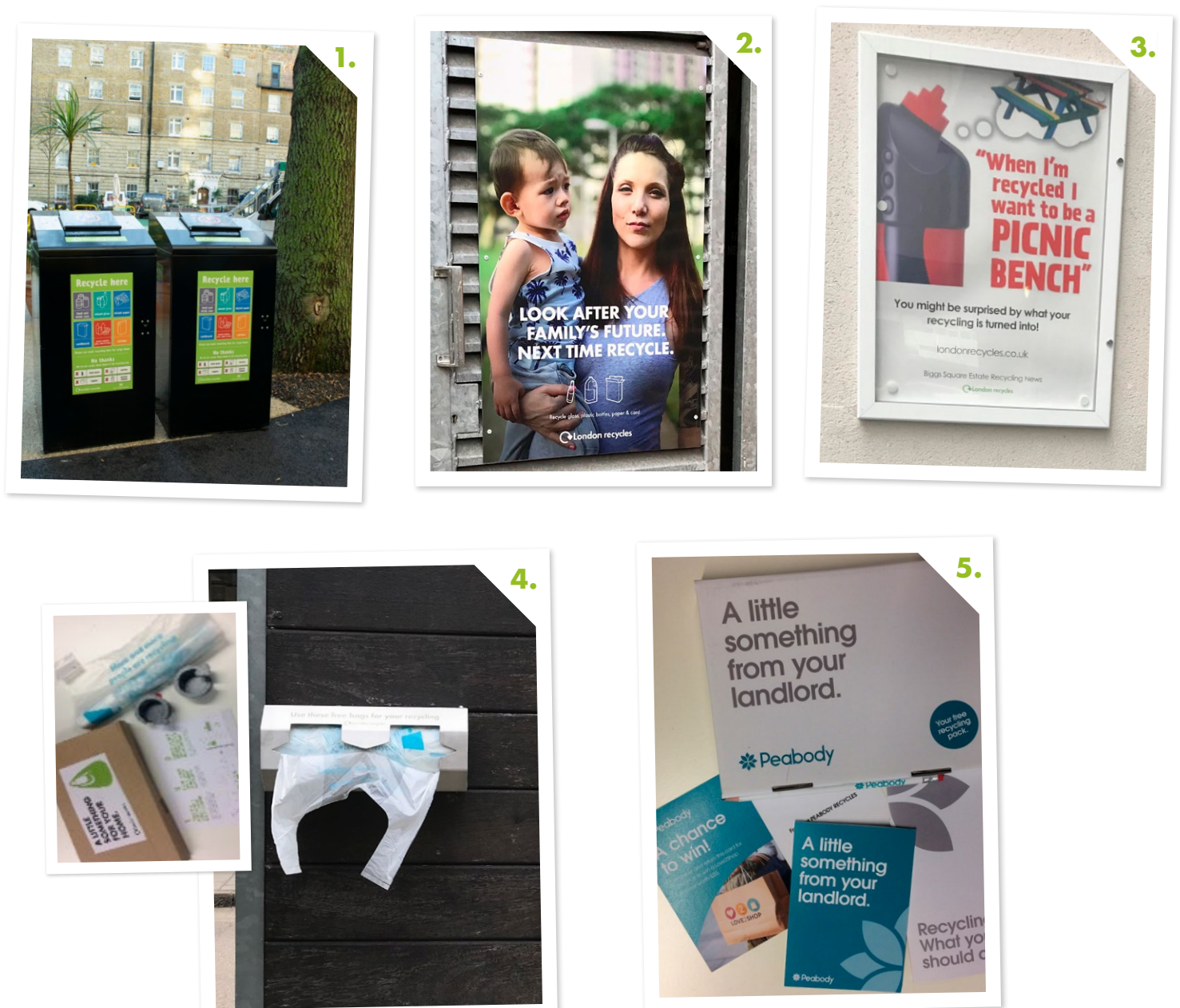
### Behavioural interventions

The five behavioural interventions selected were those that were felt would be the most effective at improving recycling rates in purpose-built flats, and the most replicable (Table 3).

1. Additional small recycling bins - to make it easier for residents to recycle
2. Emotive signage - displayed in prominent places on or around rubbish bins
3. Feedback posters - displaying up to date information about recycling and performance, changed regularly to catch residents' attention
4. In-home storage solution – a pack of plastic bags and hooks for storing recycling in the home, with additional bags available from dispensers located at block entrances
5. Tenant pack – recycling information from the landlord informing residents what is expected of them

Other interventions considered included a 'pay as you throw scheme', were not pursued because they were not easily replicable or because of associated legal issues.

**Fig 9: Photos of behavioural interventions**



**Table 3 : Behavioural interventions rationale and implementation**

	<b>Additional smaller recycling bins</b>	<b>Emotive signage</b>	<b>Feedback posters</b>	<b>In-home storage solution</b>	<b>Tenant pack</b>
<b>Rationale for behavioural mechanisms for interventions</b>	<p>Bin journeys are inconvenient, and bins are inaccessible</p> <ul style="list-style-type: none"> <li>Ease – make access to bins easier and nearer to home</li> <li>Ease – enable use of carrier bags to transport and dispose of recycling</li> <li>Ease – proximity aims to prompt more frequent deposits, to help space constraint at home</li> <li>Knowledge – residents have a better idea of what can and can't be recycled</li> </ul>	<p>Residents don't feel responsible or accountable for their own recycling, or any involvement with the waste collection system. The rubbish bin is the default.</p> <ul style="list-style-type: none"> <li>Disruption – interrupt habits during use of the residual bins and chutes</li> <li>Trigger - to separate recycling next time</li> <li>Self-identity – as a recycler not binner</li> <li>Focus on main materials not captured in WCA – paper, card, bottles and glass</li> </ul>	<p>No direct visual feedback or reminders in communal recycling systems. No reason for residents to feel scrutinised.</p> <ul style="list-style-type: none"> <li>Scrutiny – feedback shows that residents efforts are being monitored</li> <li>Importance of social norms – messaging conveys the whole community has a contribution to make and it is making a difference</li> <li>Reward – feedback shows residents' efforts are appreciated</li> </ul>	<p>No space for a second bin, combined with hygiene concerns over use of re-usable bag/container</p> <ul style="list-style-type: none"> <li>Ease – help residents find space in the home to store recycling</li> <li>Ease and motivation - make it cleaner and easier to recycle</li> <li>Salience – visibility of recycling in home</li> </ul>	<p>Residents don't feel responsible for recycling and for properly disposing of their waste and may not listen to their council</p> <ul style="list-style-type: none"> <li>Descriptive norm - landlord informs residents what is expected</li> <li>Messenger – changing to someone with more perceived relevance and authority</li> </ul> <p>Nudge/disruption – start separating out recycling at home</p> <ul style="list-style-type: none"> <li>Commitment device – questionnaire and entry to a prize draw</li> <li>Salience – notepad with reminders</li> </ul>
<b>How the interventions were implemented</b>	<p>New smaller bins placed at convenient locations – these were put in place 1-4 weeks before any other changes were made that would be seen by residents.</p> <p>Emptied regularly to prevent overflows.</p> <p>Highly visible signage to show what bins can be used for.</p>	<p>Prominent signage on or around rubbish bins and chutes.</p> <p>Unexpected tone and emotive messaging to challenge sense of responsibility.</p>	<p>Estate-specific feedback A1 and A2 posters that change on a monthly cycle – amount of target materials recycled in year, where recycling goes, rating of estate, things that have gone wrong recently. (All estates receive the same poster, but with 'name of estate Recycling News' to show it wasn't just generic and someone was interested in what was happening on the estate.)</p>	<p>Pack delivered on day 1 -contains adhesive plastic hooks and initial roll of plastic bags.</p> <p>New recycling bins take full recycling bags. Free refill rolls of bags in dispensers on entrance to blocks (although for estate E due to anti-social behaviour these had to be moved inside the bin rooms).</p>	<p>Pack delivered to home one week after roll-out</p> <p>Contains: A5 expectations booklet, questionnaire and notepad with reminders</p> <p>Focus on paper, card, plastic bottles and glass.</p>
	<b>Ease and knowledge</b>	<b>Motivation and knowledge</b>	<b>Motivation and knowledge</b>	<b>Motivation and ease</b>	<b>Knowledge and motivation</b>


## 4.2 Estate selection and roll out

In conjunction with Peabody, 12 of their estates of purpose-built flats were selected for the pilot. Two estates for comparison purposes and 10 for the behavioural interventions (Table 4).

Estates in the London boroughs of Camden, Hackney, Islington, Lambeth, Tower Hamlets and Westminster were chosen. These boroughs all had recycling rates below 30% (2016/17) and flats made up more than half the housing. The estates all had

between 100 and 200 flats and were either gated or situated on quiet roads where the likelihood that non-residents would use the bins was low. They all had provision for dry recycling and either a caretaker or a cleaner. Initially only estates that would not have major building work taking place at the time of trial were to be included but in the end this was not possible. Estates were selected to be comparable to each other allowing a clear understanding of factors that influenced any observed changes in the overall performance metrics.<sup>14</sup>

**Table 4: Pilot estate characteristics**

Estate reference letter	Household Numbers	Photo	Age	Layout	Residual Chutes	Selection differences
A	144		c.1900	Courtyard	✗	Estate split into two parts several roads apart. Only one suitable for pilot.  Near main high street.
B	129		2009	Roadside blocks with rear courtyard	✗	Gated estate.  No full-time caretaker - cleaning delivered by contractor.
C	132		1913	Courtyard	✓	Gated estate off main road.
D	104		1910	Courtyard	✓	Estate could be used as local thoroughfare.
E	109		2015	Tower and smaller blocks	✗	All bin rooms have key code access
F	181		1865	Courtyard	✓	Near main high street.

<sup>14</sup> As such the estates are not representative of London, any particular borough or Peabody housing stock.

Estate reference letter	Household Numbers	Photo	Age	Layout	Residual Chutes	Selection differences
<b>G</b>	<b>121</b>		c.1960	Tower + two smaller blocks	✓	Smaller blocks are gated.
<b>H</b>	<b>128</b>		c.1900	Courtyard	✓ some blocks no chutes	Two blocks gated. Food waste.
<b>I</b>	<b>114</b>		1885	Courtyard	✓	Food waste.
<b>J</b>	<b>122</b>		c.2000	Tower + smaller blocks around courtyard	✗	Food waste. Caretaking managed by arm's length company.
<b>K</b>	<b>221</b>		c.1900	Courtyard	✓	Building work finishing at start of pilot.
<b>L</b>	<b>158</b>		c.1880's and 1 block 2014	Courtyard + blocks along a road	✓ (new block no chute)	Split into two distinctive sections – 4 blocks across the road from main estate.

The Flats Recycling Package was applied to all 12 estates, including the comparison estates, A and B. The other 10 estates C - L were each subject to a different combination of five behavioural interventions (Table 5).

All changes were implemented over a seven-week period from 17th September 2018, with the help of a contractor. The project was live from September 2018 to July 2019.

**Table 5: Implementation of Flats Recycling Package and behavioural interventions across the 12 pilot estates**

Case Study Ref No	Flats Recycling Package	Behavioural interventions				
		Additional smaller recycling bins	Emotive signage	Feedback posters	In-home storage solution	Tenant pack
A / B (comparison)	1	0	0	0	0	0
C / D	1	0	1	1	0	1
E / F	1	0	1	0	1	0
G / H	1	0	0	1	1	1
I / J	1	1	1	1	0	1
K / L	1	1	0	0	1	0

0 = absence of intervention and 1 = presence of intervention

### 4.3 Data collection and analysis

The project was interested in measures that could be used to influence the volume and quality of recycling in purpose-built flats, as indicated by:

- Capture rate (the proportion of the six main recyclable materials collected for recycling)
- Recycling rate (the proportion of household waste recycled)

Also measured was:

- Contamination rate (the proportion of non-recyclable materials arising in the recycling collection)

Recycling rate is commonly used in the waste management sector as a primary indicator of recycling performance even though it is affected by the volume of residual waste and other factors such as changes in purchasing behaviour of residents. This project focuses on the capture rate as a more accurate indication of residents' recycling behaviour as it measures how much residents are actually recycling by 'putting the right things into the right bin'.

In order to evaluate the efficacy of the interventions introduced on the twelve trial estates, quantitative data was collected, including waste tonnage, composition and estate specific information, and qualitative data gathered from interviews with residents and others involved in delivering and managing the trial. The data collected for each estate are summarised in the case study document.

### Waste tonnage monitoring and composition analysis

The amount and the composition of recycling and residual waste at each estate before the pilot began and at the end of the trial period was measured. This data was used to calculate comparative 'before and after' capture rates, recycling rates and contamination rates for each estate. This was the first time in the UK that such detailed and accurate information had been collected from purpose-built flats.

The recycling and residual waste collected on each estate was weighed for every scheduled collection for a period of eight weeks before the pilot (7th May - 29th June 2018) and again for eight weeks at the end of it (6th May - 28th June 2019). For one week during both periods the composition of the waste was also analysed.

The contents of the additional small recycling bins, introduced on some of the estates as one of the interventions, was analysed separately from the main recycling bins. Food waste from those estates that had separate food waste collections was also weighed and analysed.

## Estate specific information

Peabody provided detailed demographic and ownership data information on each estate which was combined with layout and waste management arrangements gathered as part of the estate inventories in the research phase (2.2 Estate inventories).

## Feedback from residents, managers and service providers

Interviews were conducted with 77 residents (six or seven from each estate) and 35 managers and service providers involved in the project in order to gather people's views of, and responses to, the Flats Recycling Package, the behavioural interventions, and how this influenced capture rates, recycling rates and level of contamination.

The residents interviewed were individually recruited to ensure a good demographic range and incentivised with a £75 shopping voucher. They were asked to complete a detailed questionnaire about themselves and their approach to household chores, then interviewed in-depth about their recycling routines, the recycling services on their estate and the interventions introduced in the pilot.

The managers and service providers interviewed included Resource London managers involved in the design and delivery of the pilot, waste managers from the London boroughs in which the project estates were located, collection crew supervisors and Peabody caretakers and managers. The interviews were conducted by telephone or face-to-face to gather feedback on the interventions and roll out as well as perceptions of residents' responses to the interventions.

## Analysis

The waste tonnage and composition data and the estate specific data were used in the QCA to look at which factors affected capture rate and capture rate change.

The feedback from residents, managers and service providers was used to understand more about how and why the interventions, including the Flats Recycling Package, influenced recycling rates, capture rates and level of contamination.

## 4.4 Results

The overall performance metrics show that the trial was successful in improving recycling performance across the estates in the pilot. The overall capture rate and recycling rate both increased substantially, and contamination was reduced (Table 6).

The data for individual estates shows that the level of improvements varied widely from one estate to another. All the estates saw some improvement in capture rate and recycling except for Estate G where there was a decrease in both rates (Tables 7 and 8). Contamination rates improved on all estates except estates I, J and K which all saw small increases in contamination rate (Table 9).

**Table 6: Overall performance metrics pre and post interventions (average across all 12 estates)**

Key measure	Pre-intervention	Post-intervention	% point change between pre & post-intervention	% change between pre & post intervention
Capture rate	38.2%	46.8%	8.6%	22%
Recycling rate excluding contamination	10.7%	13.4%	2.7%	26%
Contamination rate	30.7%	23.4%	7.2%	24%

**Table 7: Capture rates for each estate pre and post interventions**

Intervention Area	Estate	Pre intervention	Post intervention	% point change between pre & post intervention	% change between pre & post intervention
Control	A	46.2%	51.5%	5.3%	11%
	B	65.1%	76.3%	11.2%	17%
Tenant Pack / Emotive Signage	C	41.0%	48.1%	7.1%	17%
	D	37.3%	45.6%	8.3%	22%
In-home / Emotive Signage	E	38.2%	41.7%	3.5%	9%
	F	37.8%	42.7%	4.9%	13%
In-home / Tenant Pack / Feedback	G	49.3%	43.4%	-5.9%	-12%
	H	27.6%	52.6%	25.0%	91%
Tenant Pack / Smaller bins / Emotive Signage / Feedback	I	35.1%	55.4%	20.3%	58%
	J	26.2%	39.3%	13.1%	50%
In-home / Smaller bins	K	40.7%	52.0%	11.3%	28%
	L	26.8%	31.5%	4.7%	17%
	OVERALL	38.2%	46.8%	8.6%	22%
* all estates have the Flats Recycling Package					



**Table 8: Recycling rates for each estate pre and post interventions**

Intervention Area	Estate	Pre intervention	Post intervention	% point change between pre & post intervention	% change between pre & post intervention
<b>Control</b>	A	13.6%	18.5%	4.9%	36%
	B	21.2%	27.5%	6.3%	30%
<b>Tenant Pack / Emotive Signage</b>	C	13.5%	15.7%	2.2%	17%
	D	9.4%	12.1%	2.7%	29%
<b>In-home / Emotive Signage</b>	E	11.1%	12.4%	1.3%	11%
	F	9.5%	11.3%	1.8%	19%
<b>In-home / Tenant Pack / Feedback</b>	G	13.9%	11.4%	-2.5%	-18%
	H	6.8%	13.3%	6.5%	95%
<b>Tenant Pack / Smaller bins / Emotive Signage / Feedback</b>	I	11.9%	16.7%	4.8%	40%
	J	8.4%	11.1%	2.7%	33%
<b>In-home / Smaller bins</b>	K	11.7%	16.5%	4.8%	41%
	L	5.8%	7.8%	2.0%	34%
	OVERALL	10.7%	13.4%	2.7%	26%
* all estates have the Flats Recycling Package					

**Table 9: Contamination rates for each estate pre and post interventions**

Intervention Area	Estate	Pre intervention	Post intervention	% point change btw pre & post intervention	% change btw pre & post intervention
<b>Control</b>	A	27.5%	21.5%	-6.0%	-22%
	B	16.0%	9.5%	-6.5%	-40%
<b>Tenant Pack / Emotive Signage</b>	C	42.1%	23.4%	-18.7%	-44%
	D	32.8%	26.2%	-6.6%	-20%
<b>In-home / Emotive Signage</b>	E	34.4%	25.7%	-8.7%	-25%
	F	45.8%	35.0%	-10.8%	-24%
<b>In-home / Tenant Pack / Feedback</b>	G	18.0%	16.0%	-2.0%	-11%
	H	44.6%	20.4%	-24.2%	-54%
<b>Tenant Pack / Smaller bins / Emotive Signage / Feedback</b>	I	12.1%	19.5%	7.4%	62%
	J	8.4%	11.1%	2.7%	33%
<b>In-home / Smaller bins</b>	K	14.2%	16.0%	1.8%	13%
	L	42.7%	29.8%	-13.0%	-30%
	OVERALL	30.7%	23.4%	-7.2%	-24%
* all estates have the Flats Recycling Package					

Improving the contamination rate was not a primary objective of this project. However, given the high 30.7% contamination rate revealed in the waste tonnage monitoring, and the confusion and lack of knowledge that residents showed in the surveys, many of the aspects of the Flats Recycling Package directly and indirectly addressed this issue, for example the reverse lidded recycling bins and better quality signage. The project reduced contamination to 23.4%.

Resource London is working on other projects specifically looking to reduce contamination.

QCA results showed that the Flats Recycling Package, especially the provision of clean, well maintained bins and bin areas, adequate collections to prevent overflows and a minimum recycling capacity of 60 litres/hh/wk led to higher capture rates on the case study estates. Estates that had lower quality services before the project started experienced the greatest change in capture rate.

The analysis showed that estates with lower numbers of those aged between 15 and 34 were associated with higher capture rates, as were estates with higher levels of home ownership.

It also showed that there are other factors that influence capture rates that cannot be explained from the project data. These might be societal factors, such as affluence, employment status, environmental attitudes and beliefs, or contextual factors such as means of access to the building or access to the bins by non-residents.

The QCA found that there is little statistical evidence that the five behavioural interventions led to capture rate change. This is likely to be because the Flats Recycling Package had a bigger impact than the behavioural interventions.

The data collected was used to calculate a theoretical maximum recycling rate for the 12 estates, assuming a capture rate of 100%. The results show a theoretical maximum recycling rate of 32% if all six main dry recyclable materials are collected, and 60% if food waste is also collected (Table 10). These figures are comparable with other data available for flats in London<sup>15</sup>.

I	35.5%	65.8%
J	34.1%	63.7%
K	34.5%	61.2%
L	26.8%	59.0%
<b>OVERALL</b>	<b>32.1%</b>	<b>60.2%</b>
* Assumes 100% capture of 6 key materials currently collected		
** Assumes 100% capture of 6 key materials currently collected and food		

### Key project findings:

- Overall recycling rates were significantly improved over the course of the project.
  - The capture rate increased by 22%.
  - The recycling rate increased by 26%.
  - The contamination rate decreased by 24%.
- There was wide variation in the levels of improvements from one estate to another.
- The Flats Recycling Package led to higher capture rates on the case study estates. The Package was more effective at improving recycling rates than the five behavioural interventions.
- Estates with lower numbers of those ages between 15 and 34 and those with higher levels of home ownership were associated with higher capture rates.
- There are other factors that influence capture rates that cannot be explained by this project.
- The average maximum recycling rate achievable on the 12 estates in the project is 32% (six main dry recyclable materials only) or 60% (six main dry recyclable materials and food waste).

**Table 10: Maximum recycling rates for each estate**

Estate	Dry recyclables*	Dry recyclables and food**
A	36.6%	63.1%
B	37.5%	64.2%
C	35.6%	60.3%
D	29.3%	60.1%
E	33.0%	60.6%
F	30.8%	56.0%
G	31.0%	56.4%
H	27.8%	58.8%

## 5. Discussion

This project provides rich insight into factors that influence levels of recycling in purpose-built flats and the intervention delivery process. It is the first project of its kind to include in-depth research with residents as well as those operating and managing services and the first to include such detailed measurement of the amount and composition of recycling and residual waste.

### 5.1 Flats Recycling Package

The Flats Recycling Package was designed to bring the look and feel of the bin areas up to a common standard and to provide residents with clear and reliable information about recycling and waste services (3.1 Intervention design).

A key finding from the estate inventories research was a lack of consistency in the quality of waste and recycling services provided for purpose-built flats. In the past, when many of these flats were built, the focus was on containing rubbish, typically away from the main entrances and walkways of the building, for hygiene reasons. This often means that the locations of bin areas are not particularly convenient for residents. Recycling services have been delivered in the same vein, with limited space for recycling facilities and consequently limited capacity. There is also widespread evidence of the bin areas not being well maintained.

The results show that the estates that had particularly poor standards before the trial started (Estate B, D, I and H) experienced the greatest increases in capture rate, supporting the finding that the Flats Recycling Package was instrumental in improving levels of recycling on the estates in the trial.

Further, residents' feedback shows that the Flats Recycling Package had a positive effect, improving motivation and knowledge in those who already recycled as well as those who did not, and making them feel that it was easier to do. The cleaner bins and better more consistent service disrupted old habits and prompted residents to think differently about waste and recycling, for the first time in some cases. They said the signage improved their knowledge of what can and cannot be recycled and reported that recycling felt easier since they could use a carrier bag to store and transport their recycling with no need to sort or decant items. The cleaner, tidier bin areas were said to be more pleasant to use.

There are capital and operating costs associated in delivering the Flats Recycling Package. Each local authorities' costs are reliant on key local variables (including collection frequency, rounds configuration and deployment, the number of properties per block, site cleansing frequency and the quality of the existing bins and signage etc.). It has therefore not been feasible to calculate a meaningful cost for either installation or maintenance of the Flats Recycling Package for a typical local authority area. Housing providers, building managers and service providers will need to work collaboratively to manage additional costs. But given the intense financial pressures on local councils, government must also invest in the delivery of effective local interventions of this kind, to achieve its ambitions set out in the Resources and Waste Strategy.

Using the data, the project has modelled what the impact on recycling rates, costs and carbon savings might be if the Flats Recycling Package were applied across London's purpose-built flats at the same time. The results show that there could be a 0.36%<sup>16</sup> increase in London's overall recycling rate (for individual boroughs the increase is dependent on the percentage of flats and can be as high as 2.46%) with carbon savings of 64,000 tonnes of CO<sub>2</sub> equivalent per year.

These results come with a number of qualifications. First, it should be noted that QCA is a case study-based approach that provides results unique to the estates used in the analysis. As such, its results cannot be used to accurately quantify what the effect on capture rates would be on other estates (Appendix 3: Limitations of QCA in this project).

Further, this project has shown the age profile and ownership of flats is a significant factor in determining performance and the flats in the project cannot be said to be representative of the Peabody or London flats stock as a whole. Additionally, it is not possible to model the social norming impact of applying the Flats Recycling Package across London, which is likely to make recycling more habitual across the capital.

#### Key project findings:

- The standards of existing recycling services in purpose-built flats are highly variable.
- The Flats Recycling Package has shown to improve capture rates in the purpose-built flats in this project.

## 5.2 Five behavioural interventions

The QCA showed the Flats Recycling Package to be more effective at improving levels of recycling on the estates in the project than the five behavioural interventions. While there was no conclusive evidence that any of the behavioural interventions was effective at influencing levels of recycling, the feedback from residents leads us to believe that some of the interventions did influence behaviour.

### Additional small recycling bins

Feedback from residents indicates that the additional smaller bins made it easier for some residents to recycle, but this depended on how close they lived to the main recycling bins, and whether they preferred to recycle little and often, as the aperture on the smaller bins was designed to fit only small bags of recycling.

The data shows that contamination rates in the smaller recycling bins were similar to those in the larger recycling bins and that on average residents put a fifth of their recycling by weight into the small bins and the remainder in the large bins.

Residents were mostly satisfied with the additional smaller bins, but the research did identify potential for improving this intervention by having larger apertures on the bins and by consulting with residents to ensure that the smaller bins are in the most appropriate locations.

### Emotive signage

Residents did not generally attribute changes in their recycling practices to the emotive signage but findings from the resident feedback suggests that, used to support the Flats Recycling Package it may have helped to motivate some residents to recycle.

Feedback suggests that emotive messages on their own are unlikely to be persuasive enough to engage non-recyclers. They may even have alienated a minority of people who do not think recycling is worthwhile. Emotive signage is most likely to appeal to those who are already willing to recycle, and might have more impact if the posters were larger, more visible and with harder-hitting messages.

### Feedback posters

The research showed that the feedback posters did not have a direct impact on recycling behaviours. It indicates that this intervention is unlikely to influence behaviour on its own, but the resident feedback indicates they could be effective in supporting other interventions.

### In-home storage solution

The in-home storage solution, particularly the bags provided in the pack, appears to have been well received by residents, providing them with a simple, end-to-end solution for storing, transporting and disposing of their recycling. Many people used the bags for recycling but only a few used the hooks, either because they couldn't find a suitable place for them or because the hooks broke. Some people used the bags for residual waste.

All estates using the in-home storage solution had recycling bag dispensers at the entrance to each block apart from Estate E where the dispensers were in the bin rooms because of issues with anti-social behaviour. Estate E was the only estate where the bags were not used for recycling, indicating that the location of the bags may have influenced their use on this estate. On average, households used 0.42 bags per week for recycling (Table 11).

**Table 11: Average number 'in-home solution' bags used per flat per week**

Estate	Bag use in <b>recycling</b> stream /hh/wk	Bags in <b>residual</b> stream/hh/wk
E	0.00	0.36
F	0.59	0.29
G	0.69	0.39
H	0.45	0.30
K	0.46	0.42
L	0.60	0.25
<b>Average</b>	<b>0.42</b>	<b>0.33</b>

Most of the residents were satisfied with the in-home storage solution although some thought the bags should be stronger and available in different sizes. Some suggested including a list of recyclables accepted on the bag and others thought that the appearance of the bag dispensers could be improved.

In-home storage solution packs should be sized to make sure they will fit through all types of letter box. The bag dispensers, which were installed outside entrances because of fire regulations, should ideally be put inside the entrance of each block to prevent the bags getting wet.

### Tenant pack

Feedback from residents indicates that the tenant pack was the least effective intervention. It did not influence recycling behaviour because most residents failed to notice it or dismissed it. It did not have the desired effect of creating a sense of expectation or social contract between the landlord and resident and the fact that it did not include anything practical to help with recycling efforts, such as recycling bags, left some residents disappointed.

The research suggests that the tenant pack might be more effective if it was (a) not delivered by post, causing some residents to reject it out of hand as junk mail and (b) if it included something practical, such as recycling bags. Some residents suggested a pack should be sent to new tenants when they move in, setting out recycling expectations and explaining the recycling facilities on the estate.

### Key project finding:

- Of all the five behavioural interventions used in the project, the in-home storage solution appears to have had the most influence on recycling behaviours, according to feedback from residents.

## 5.3 Societal factors

The results show that those estates with the highest proportion of people aged between 15 and 35 and lowest levels of home ownership had the lowest capture rates before and after the trials. These findings reflect those of WRAP's Recycling Tracker for London<sup>17</sup> that age profiles affect recycling rates and that home owners tend to recycle more than people who rent their homes.

According to the WRAP Tracker 2019:

- 51% of London households missed an opportunity to recycle one or more items that are collected by the council. 63% of 18-34s missed one or more items compared to 40% of those aged 55 or over.
- 81% of London households put one or more items in the recycling that are not accepted in the council collection. 90% of 18-34s contaminated the recycling with one or more items compared to 74% of those aged 55 or over.
- Respondents defined their outlook on recycling by selecting one of four statements that best describes them: 46% of London household selected the statement "I want to be a really good recycler and I take the trouble to ensure that I'm doing everything right" Of these, 38% are 18-34s and 57% are aged 55 or over.

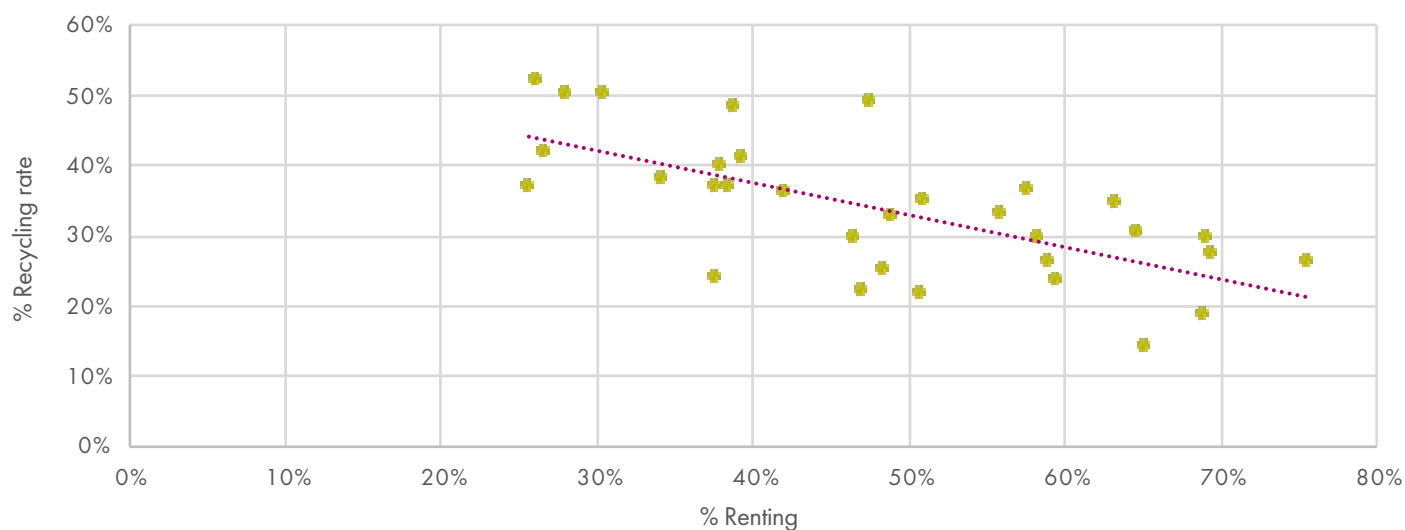
Previous research has shown that there is a strong correlation between areas with lower levels of home ownership and lower levels of recycling (Fig 10).

**Fig 10: Graphs showing correlation between home ownership and recycling rate in London boroughs**



<sup>17</sup> Note that the WRAP Recycling Tracker for London uses the age range 18-34 year olds.

### Combined renting (Social and Private)



It is likely that a whole range of other societal factors that were not looked at in this project also influenced capture rates and recycling rates. For example, levels of affluence, an active tenants’ association or embedded beliefs about recycling may all affect recycling rates. It is possible that the particularly high capture rate (71%) achieved on Estate B is as a result of such factors not recorded in this trial.

**Key project finding:**

- More research is required to understand why those aged between 15 and 34 tend not to recycle as much as older people and what might be done to address this.

### 5.4 Recycling targets

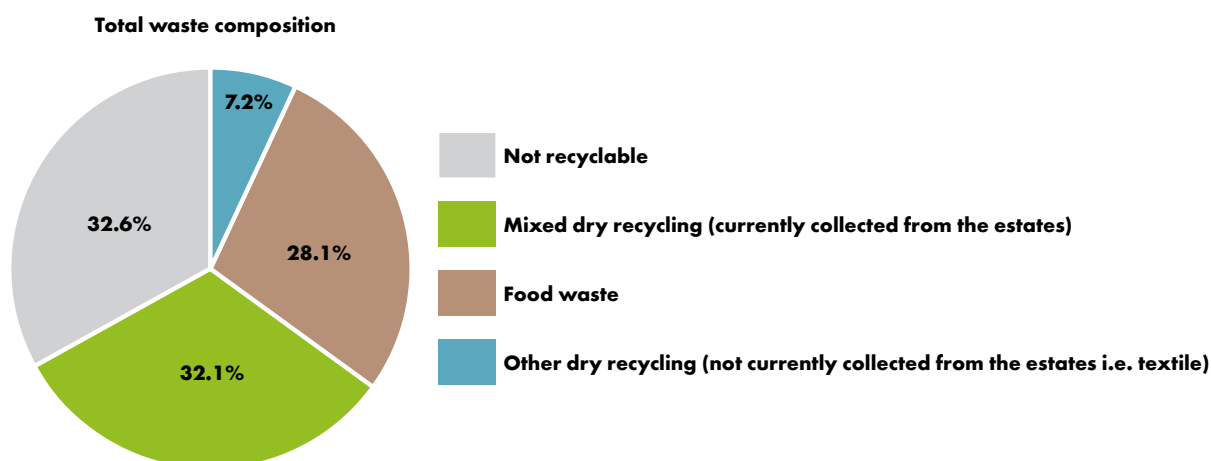
Despite the improvements achieved in this project, rates at the end of the trial were still not as good as the average kerbside collections for low-rise properties in London. Post intervention, the overall capture rate for all estates in the trial was 46.8%, slightly higher than the estimated average for London flats<sup>18</sup>. The recycling rate was 13.4%, similar to the average for London flats and well short of London’s aspirational target to recycle 50% of household waste by 2030 (see 1. Introduction).

The overall contamination rate at the end of the trial was 23.4%, which is similar to the estimated average for London flats. The main contaminants in order of percentage composition of the recycling were textiles/shoes, food, nappies and electrical and electronic waste. This, and the feedback from residents, shows that people still lack the knowledge to recycle items correctly. For example, many residents do not empty or rinse packaging or remove absorbent pads and food waste from items for recycling.

If the results of the project are representative of London’s purpose-built flats as a whole, then the scale of the challenge represented by the recycling targets is significant. The maximum theoretical recycling rate for the six main recyclable materials and food calculated for the estates in the trial is 60%. For estates that do not have a food waste collection, from the case study data the maximum theoretical recycling rate for the six main recyclable materials only, is 32%. A further 7.2% of the total waste, mostly textiles, shoes, garden waste and electrical items can theoretically be recycled outside the home if they are taken to an appropriate collection point, such as a municipal recycling centre or charity shop. This leaves 32.6% of total waste, including non-recyclable paper, nappies, sanitary products and plastic film that is not currently recyclable via any existing collection systems (Fig 12).

With current collection and recycling systems there would need to be a near 100% capture rate of all six main recyclable materials including food in order to achieve overall recycling targets. Given the levels of inconsistency in the behaviour of people living in purpose-built flats revealed in this project, even among committed recyclers this is unlikely (Appendix 4. Storyboard showing inconsistent recycling behaviour of a resident).

**Fig 11: Pie chart showing composition of total waste (Appendix 5 shows further breakdowns)**



Further context for the targets is provided when the composition of waste from the purpose-built flats in the project is compared with the average composition of household waste<sup>19</sup> in London (Table 12). The maximum potential recycling rate for London waste is 85%, nearly 20 percentage points higher than the

figure of 67% for the case study estates. This is because there was less garden waste, less recyclable material and more non-recyclable waste. While it is easy to understand why flats have less garden waste, the reasons for the other two are not clear.

**Table 12: Average London and Peabody estate waste composition**

Material	% by weight for London	% by weight Peabody estates
Food	26%	28%
Main dry recyclables (paper/card, PTT, cans and glass)	40%	32%
Other recyclables (WEEE, 9% textiles)	9%	6%
Garden waste	10%	1%
Other (non-recyclables)	15%	33%
Maximum recycling rate	85%	67%

It is important to note that the information above is based on data from 12 case study estates. There is a wide variety of estates and resident profiles across London. Further work is planned to understand the performance of a representative sample of London purpose-built flats.

There are a number of opportunities and policy initiatives on the horizon, including reusable nappies, deposit return schemes, extended producer responsibility and food waste initiatives that could impact both the volume and composition of household waste in London in the future and ultimately help to reduce the fraction that is currently not recyclable.

**Key project finding:**

- With current systems London would need to achieve a near 100% capture rate of the six main recyclable materials and food in order to meet the London’s recycling targets.<sup>20</sup>

<sup>19</sup> London Environment Strategy 2018 – GLA (combined flats and kerbside analysis - data from various sources)

<sup>20</sup> From our case study estates

## 5.5 Limitations of the project

QCA was chosen for this project because of its ability to cope well with complexity. It should be noted, however, that since QCA is a case study-based approach, the results are unique to the estates used in the analysis (Appendix 6: Limitations of QCA in this project).

## 5.6 Opportunities for further work

The project showed the importance of residents' age profile on recycling performance. Specifically, it showed that populations with more people aged between 15 and 34 tend to recycle less. More work is required to better understand why this is the case and what measures might be used to improve results with this age group.

This project looked at purpose built flats on 12 estates in London owned and managed by Peabody. Further work is required to understand the waste and recycling performance of other types of flats in London including the potential of the Flats Recycling Package to make improvements. Resource London is already working with a research and evaluation expert to develop a methodology for gathering waste and recycling performance data that is representative of all types of flats in London, and expects to report on this by the end of 2020.

New food and textiles recycling facilities have been provided on some of the case study estates and Resource London have committed to conducting further monitoring to understand the impact on recycling performance of these services. Given 28% of the overall waste in the case study flats by weight was food waste and that many existing food waste schemes in flats are poorly performing, further work is required to look at how to implement and maintain high performing food waste services in flats.

The project revealed several anecdotal findings that offer opportunities for further study, such as the effect of the cleanliness of bin apertures on residents' behaviour. In addition, the project has shown that contamination was dramatically reduced and whilst this is likely to be due to a combination of improvements that were made as part of the Flats Recycling Package i.e. reverse lid recycling bins and better signage, it would be useful to understand this further.

The London Borough of Hackney recently introduced England's first reverse vending machine on an estate. Residents deposit cans and plastic bottles into the machine in return for a credit slip to use in local shops. Resource London will work with Hackney to understand the impact of this on recycling rates and waste composition.

Whilst improvements were made to recycling, capture and contamination rates on the 12 estates in this project, clearly more research is required to understand how to improve these still further in order to meet regional and national recycling targets. Resource London will work closely with policy makers, building managers and service providers to develop further research

opportunities. This could include trailing the existing interventions with the changes identified in this project or considering interventions that were previously discounted from this project but have the potential to make significant changes based on international research, for example pay-as-you-throw.

Research is also needed to understand the opportunities for waste reduction and promotion of circular businesses targeting food, textiles and nappies.

Given the continuing financial pressures on local government and housing providers it is essential that they understand the costs and benefits of introducing the Flats Recycling Package. Resource London will work with these stakeholders to help them calculate the cost of improving flats recycling and will assist them in implementing the Package on their estates.

LEDNet is committed to working with Resource London to investigate further opportunities arising from this project. "As this report highlights, there are a number of areas where further work is needed to support the implementation of the research findings. Most importantly, we are keen to work with LWARB to understand how well these interventions map into the diversity of London's flatted properties, and the costs of implementation. With local authority budgets continuing to see real pressures, the cost benefit of these interventions needs to be clearly established. There are also a number of new questions that the research throws up, notably the lower recycling performance of 15 – 34 year olds. Again, we would be keen to engage with further work to understand the drivers of behaviour here, and how they can be effectively addressed. Finally, we must not forget the wider factors that influence recycling rates, including funding and planning rules, and we will continue to work on these issues – in collaboration with LWARB and others – to secure the most effective end-to-end system for household recycling." (London Environment Directors' Network)



## 6. Conclusion

This project is the first of its kind to look at the issue of recycling performance in purpose-built flats from the point of view of residents, as well as those managing housing and operating collection services. It confirms that the reasons why some people living in flats do not recycle as much as they might are many and complex, and that good intentions to recycle do not always convert to action. People do not recycle consistently unless they are motivated to do so, have an appropriate level of knowledge about what they can recycle and how, and have a practical infrastructure that makes recycling easy.

The project shows the existing standards of recycling services in purpose-built flats are highly variable and that the most important factor for improving capture rates is the provision of a good service standard, as described by the Flats Recycling Package. At the time of the research, most of the 132 estates where inventories were carried out for this project were not meeting those standards. All building managers and service providers are encouraged to critically review their service provision to purpose-built flats in the light of this report.

It is recommended that building managers and service providers put in place and maintain the Flats Recycling Package in every estate in London, including clean, well-maintained bins and bin areas conveniently located with sufficient capacity, and the collection of a full range of mixed recyclables. Good information should be clearly displayed. A toolkit for delivering the Flats Recycling Package will be available shortly. It provides practical advice and guidance to help housing providers, building managers and service providers implement improvements in purpose-built flats.

Other interventions, including the provision of plastics bags for in-home storage of recycling, emotive signage and feedback posters, may be effective in marginally improving the capture rate. In some cases additional small recycling bins might also be useful. Interventions should be tailored to the needs of individual estates.

Societal factors are important in influencing recycling performance in flats. This project shows that estates with higher numbers of renters and people aged between 15 and 34 have lower capture rates. More work is needed to better understand these and other societal factors and their effect on recycling performance and to design appropriate interventions.


The recycling target set by the Mayor of London in the London Environmental Strategy to recycle 50% of local authority collected waste by 2030 is ambitious. In order to achieve it, capture rates will need to be significantly improved and new systems introduced to broaden the range of household waste materials that can be recycled.

### Key recommendations:

- Housing providers, building managers and service providers can improve recycling capture rates in purpose-built flats by working together to put in place and maintain the Flats Recycling Package on every estate.
- The Resource London Flats Recycling Package toolkit offers practical advice and guidance to help housing providers, building managers and services providers to implement the Flats Recycling Package in purpose-built flats. The toolkit will be available in March 2020.

# APPENDICES

## Appendix 1: Example of an estate inventory

Created	2018-01-19 09:01:06 UTC by RF 257
Updated	2018-02-10 13:46:29 UTC by Coralline Dundon
Location	51.5247345331, -0.125905573368
<b>General details</b>	
Date	2018-01-19
Time started	09:01
Site reference number	138
Name of site	
Address	
Borough	Camden
Caretaker met?	Yes
Number of households within Estate	114
Does part of the estate receive a kerbside collection?	No
<b>Photos</b>	
Take general site photos in this section. Photos of bin areas and recycling signage should be added in the bin store/area section	
General pictures of site	
<b>Map of site &amp; local amenities</b>	
<b>Notice board 5</b>	
Please geotag the following locations: • Entrances • Site office • Notice boards • Litter Bins • Any businesses or transport within the estate Remember you can adjust the location manually if needed. The location of buildings and bin stores will be logged automatically within the bin store section.	
Name of logged site item	Notice board 5
Type of site item	Notice Board
<b>Entrance 1</b>	

## Appendix 2: Project participants

### Brand Narrative

Assistance with the review of current recycling facilities and supervision of sign installation.

### Cutting Edge Marketing Ltd.

Contractor responsible for brand development and content of the signage and promotional material.

### Defra

Steering Group member.

### Get it Sorted Limited

Contractor responsible for the project management of the design of promotional material, sourcing print/manufacture and installation of signage, setting of the case study studies, flats toolkit and this report.

### Greater London Authority

Steering Group member.

### London Boroughs of Camden, Hackney, Islington\*, Lambeth, Tower Hamlets\*, Westminster\*

Local authorities where the estates of purpose-built flats used in the project are located, responsible for waste and recycling services. \*Steering Group member.

### Peabody

Housing association, owns and manages the estates of purpose-built flats used in the project.

Steering Group member.

### Radley Yeldar

Behaviour change consultancy responsible for helping to develop and deliver the interventions.

### Resource Futures

Contractor responsible for the estate inventories, waste monitoring and composition analysis.

### Resource London

Project lead and majority funder.

Steering Group member.

### Revealing Reality

Contractor responsible for the ethnographic research.

### Veolia Environmental Services

Collection contractor for eight of the estates of purpose-built flats used in the project. Provision of waste composition analysis sorting site (in partnership with the London Borough of Lambeth).

Steering Group member.

### Winning Moves

Contractor responsible for the qualitative research – resident and stakeholder feedback.

## Appendix 3: Glossary

### Capture rate

The proportion of the six main recyclable materials collected for recycling.

### Contamination rate (not one of the six main recyclable materials)

The proportion of non-recyclable materials arising in the recycling collection.

### Purpose-built flat

Flats in buildings which were constructed as flats rather than those which have been converted from their original purpose into flats for example, a Victorian house or repurposed industrial building. Purpose-built flats can be of any tenure (rented or owned), be a stand-alone block or several blocks together making up an estate.

### Recycling rate

The proportion of total household waste recycled.

### Six main recyclable materials

Glass, cans, paper, card, plastic bottles and mixed rigid plastics (tubs, pots and trays).

### Qualitative Comparative Analysis

QCA is a rigorous method that enables a systematic comparison across case studies to reveal which causes contribute to differences in outcomes across the cases studies. The analysis seeks to identify factors or combinations of factors that appear necessary and/or sufficient for the outcome of interest to be observed. QCA can combine quantitative and qualitative data to cover different theorised causes, and it has been used in other policy areas including health and education. It uses Boolean logic to determine which factors or combinations thereof must be present to observe a particular outcome.

## Appendix 4. Storyboard showing inconsistent recycling behaviour of a resident



It's 5pm and Mary is hungry!

She makes herself some pasta in the microwave...



She knows plastic film isn't recyclable, so she throws it in the residual bin! ✓



She rinses out the black plastic tray.



She throws it in the recycling bin. Mary is our star recycler!

She eats her lunch and heads off to the pub where she works...



Later that night, back from work, Mary decides to have some more microwavable pasta...



But wait! What is Mary doing?! She opens the residual bin...



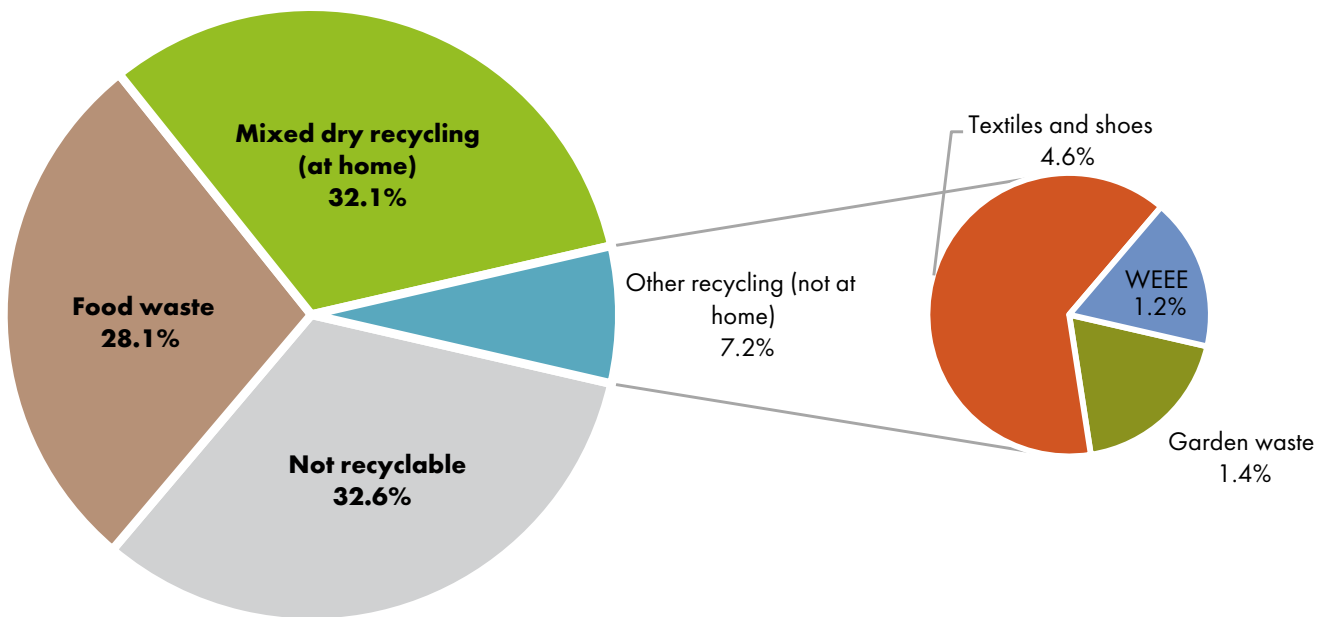
And this time, places the dirty black tray in the residual bin!



And gives it a good push all the way down to the bottom of the bin!

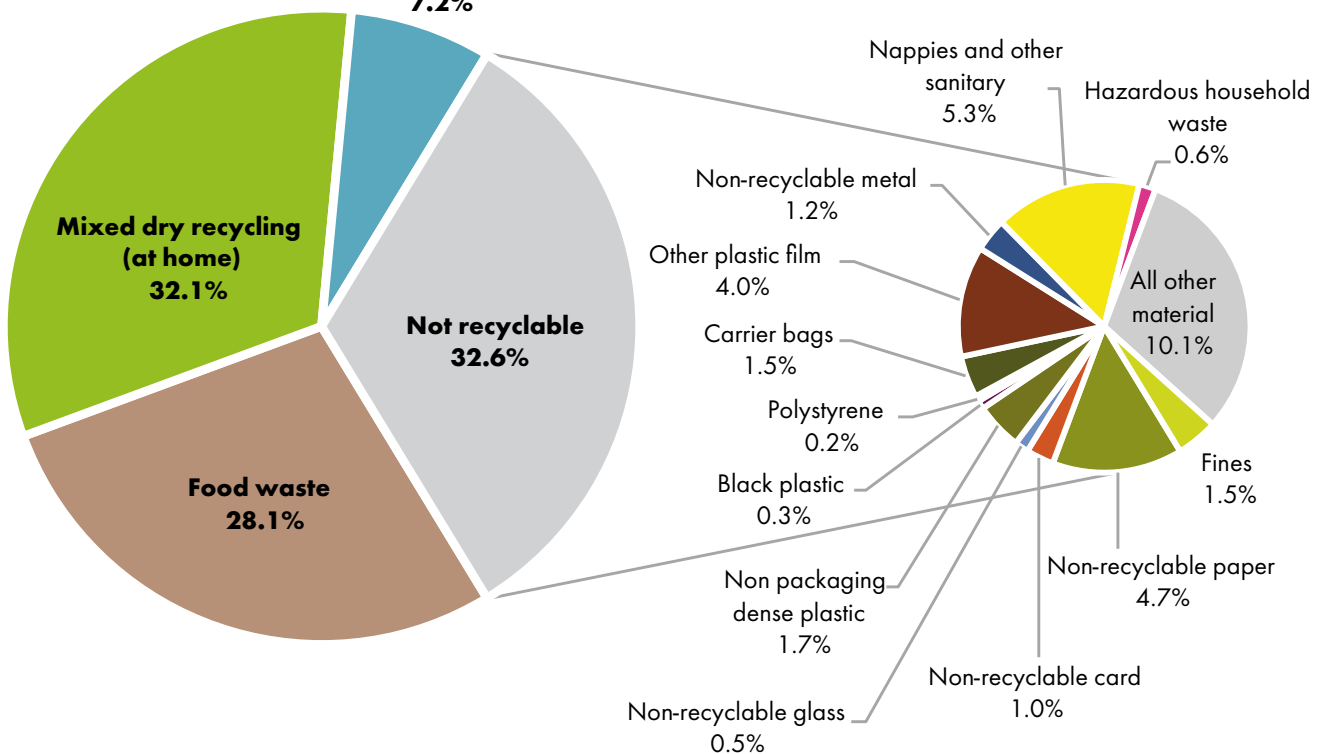
## Appendix 5. Pie charts showing composition of total waste

### Other recycling (not at homes)



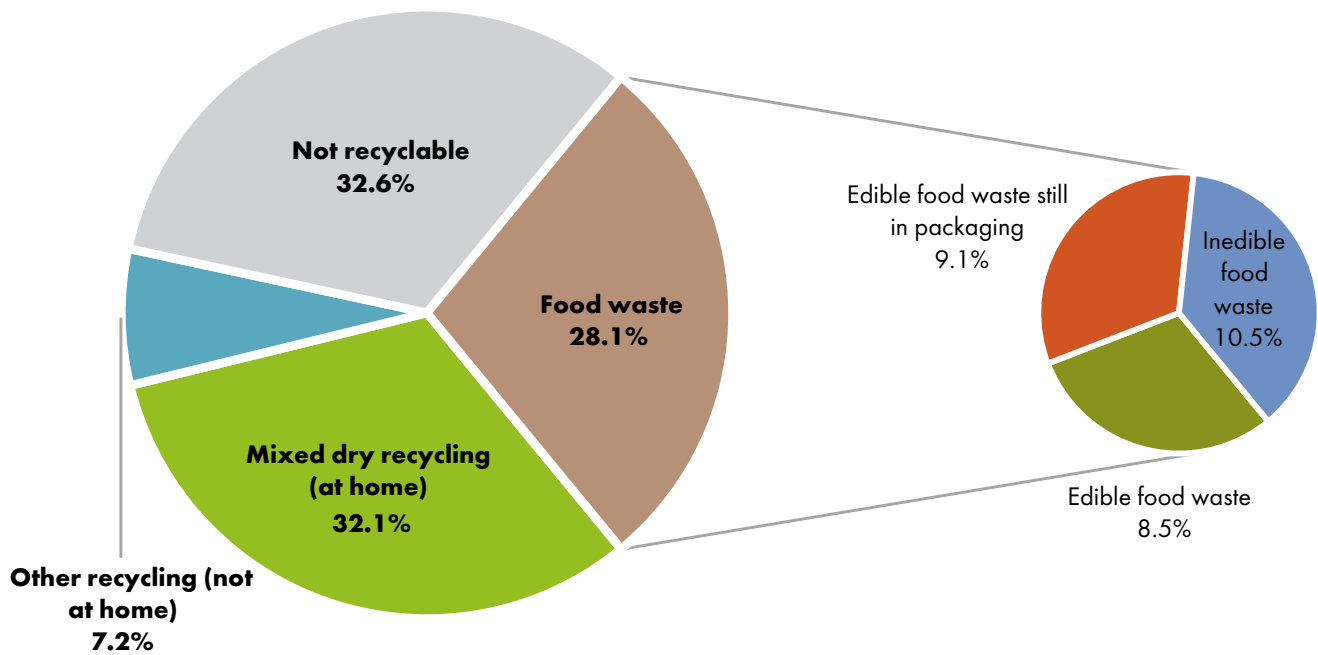
### Other recycling (not at home)

### Not recyclable

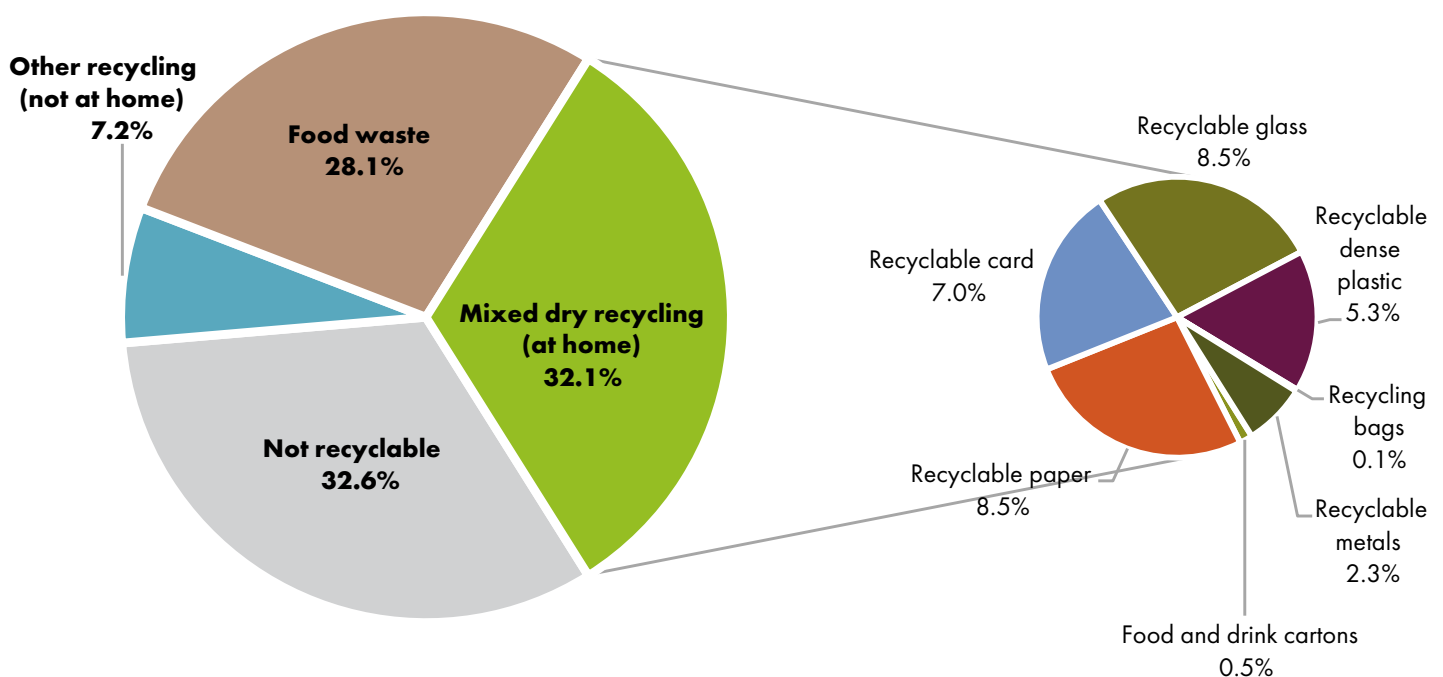


## Appendix 5. Pie charts showing composition of total waste

### Food waste



### Mixed dry recycling (at home)



## Appendix 6: Limitations of QCA in this project

QCA was chosen for this project because of its ability to cope well with complexity. It should be noted, however, that since QCA is a case study-based approach, the results are unique to the estates used in the analysis.

As a result, it is not possible to recommend a threshold for a particular condition that would increase recycling performance at an estate outside of this project. It is also not possible to place a level of confidence or percentage likelihood that if a condition or combination of conditions were put in place at an estate, recycling performance would increase, or indeed by how much. This is because each case is seen as an entire unique population, rather than a representative sample of a greater whole. The 12 cases instead provide a rich evidence base for those who commission, manage and deliver recycling services.

In this project the analysis is conducted on a small number of estates that will not be perfectly representative of the population as a whole (e.g. all flats estates in London or the UK)

The comparisons estates were higher performing pre-intervention and in the case of Estate B, its pre intervention capture rate was higher than the post-intervention capture rates for each of the other cases. This does not pose a problem in a QCA, however, Estate B clearly shows that there may be additional conditions that go beyond what would be expected based on the conditions included in this QCA. These additional conditions could be contributing to the presence of higher capture rates. Some differences may be explained by conditions not included in the project as they did not fulfil the fundamental criteria for inclusion in the analysis (section 2.3.1). The analysis is not designed to provide statistical results, rather it is to explore what factors or combinations thereof are necessary and/or sufficient to generate higher capture rates.

It will not be possible to scale up the findings in a statistically robust way - for example, if we spend X in total across London's flats then the recycling rate will increase by Y. Similarly, it is not possible to recommend a threshold for a condition that is necessary for the outcome - for example, if the proportion of those aged between 15 and 34 is X, then recycling will increase by Y. This is because each case is seen as an entire unique population, rather than a representative sample of a greater whole. The 12 cases instead provide a rich evidence base for local authorities and landlords to understand "causes" of poor recycling performance in other comparable situations, and to take relevant action.

In many cases it has not been possible to bench mark the outcomes or conditions against the wider population and as such many conditions are ranked relative to each other. This presents a weakness in the analysis since it is not possible to extrapolate the finding to a wider population.

The number of interventions or combinations of intervention, large variation in the estate and resident profile characteristics, and small number of cases mean that it has not been possible to get clear insights into the impact of individual interventions.

There has been a limit to how far it has been possible to take the analysis within the time available within the project. There were issues with the quality of data provided for inclusion in the QCA and as such a re-run the full range of analysis was required which meant that it has not been possible to conduct any additional analysis. Recommendations for further analysis that may help explain the conditions driving capture rates and capture rate change are outlined in the full evaluation report available on the website.



## Contacts and further help

Please contact Resource London for more information:

### Project enquiries

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# Hackney Scrutiny Review into partnership working

## This briefing covers:

- Background
- Housing associations in Hackney
- Delivery of new affordable homes
- Homelessness
- Creating great places
- Appendix; case studies

## Introduction

The National Housing Federation (NHF) welcomes the opportunity to contribute to Hackney council's scrutiny review of partnership structures. Whilst we are not experts in the local arrangements in Hackney we are committed to working closely with local authorities and encourage our members to do so.

The NHF recognises that effective partnership working between housing associations and local authorities is central to the sector's ability to deliver on its ambition to ensure that everybody has the opportunity to live in a good quality, safe home at a price they can afford. We know that we can only tackle many of the shared challenges we face by working closely together, which is why we continue to work closely with Local Government Association at a national level.

In London we know that our members support this ambition. Our members in London work closely with GLA, we have representatives from G320, G15 and BME London who sit on the Homes for Londoners board. The G15, have set out their commitment to collaborating with local government in their '[Offer to London](#)' and in [their Building the Homes London needs](#). These reports detail how they can how they collaborate with councils and communities to build more genuinely affordable homes for people living in the capital.

## Housing associations in Hackney

- The NHF has almost 200 members across London
- In Hackney
  - Housing associations have 25,964 homes in Hackney. Of these, 3,068 are supported or sheltered housing.
  - The day to day management of these homes adds an estimated £98.6m to the local economy each year, supporting more than 1,000 jobs.
  - In 2018/19, the delivery of new homes by housing associations in Hackney added an estimated £2.4m to the local economy, supporting 35 jobs.

## Summary

Successful collaboration between local government and housing associations runs through the NHF's work and is a key part of our business plan. We know that in order to achieve on our key strategic priorities from ensuring that buildings are safe, to tackling homelessness, tackling the housing crisis and improving the welfare system, we must work closely with local authorities. This submission focusses on three areas of our work where partnership working plays a key role in its success;

- Delivering new homes
- Tackling Homelessness
- Creating great places

## Working in partnership to deliver new homes

Across the country housing associations and local authorities are working together to deliver thousands of new homes and build strong communities.

Working in partnership is an important way to get more homes built. Partnerships can enable organisations to share risk, resources, skills, capacity, and take a holistic place-based approach with local partners. Where they work well they deliver more, better quality homes with more community support

Many partnerships already exist and they can be positive and successful. There are different models and structures of partnership to be explored. The NHF has worked with LGA and Placeshapers to support our members to form partnerships where this can benefit all parties. The NHF and LGA are currently commissioning a joint report from Savills which will explore partnerships to further boost supply. This will explore the leading models of partnerships, and the risks of opportunities of these different models.

Last year the Federation held a series of roundtables with housing associations and local authorities across England to discuss partnership working.

Through these roundtables we saw how partnerships can take many forms. Broadly they can vary in how formalised they are, and in the scope of the partnership.

- **Formality:** some partnerships are based almost entirely on strong individual relationships between key individuals, with little or no formalised agreement or structure in place. These can be deep-rooted and long-lasting. On the other hand, many partnerships are formalised to varying degrees, either via memorandums of understanding, partnership and funding agreements, or at the far end of the spectrum, new jointly owned legal structures.
- **Scope:** some relationships are broad-based and strategic, covering a whole range of issues including supply, based around a long-term shared vision for a whole place or communities. Others are specific to particular sites, or time-limited delivery programmes.

#### **Successful partnerships share some common characteristics:**

- **Shared and agreed vision, values and objectives:** this can be narrow – eg to address a specific gap in a certain part of the market – or a broad vision for the future of a community. Either way partnerships work best when this is worked through and agreed at the start.
- **Led by senior leaders:** this requires leaders on both sides to invest time and energy into developing and sustaining the partnership.
- **Trust:** Even where there are legal and contractual relationships, partnerships only form and last if there is trust between key individuals. This can take time and effort to develop and sustain.
- **Compromise and Flexibility:** a willingness to adapt to reflect partner's differing priorities, and the changing external environment. Establishing clear parameters around how this operates is important.
- **Communication:** Should be consistent and clear, not just between partners but also between the partnership and its stakeholders.
- **Accountability:** There should be joint ownership of decisions and collective responsibility for the direction and activities. These issues should be addressed early on to avoid future conflict.

- Well resourced: ensuring the partnership is properly resourced can help to support a collaborative rather than a competitive environment.

**There are corresponding barriers to successful partnerships:**

- Mutual lack of understanding of each parties' priorities, processes and policies
- Disagreements over issues other than supply
- A reluctance to share the credit for success, or to relinquish control in the spirit of partnership
- Lack of time or resource invested in developing the partnership upfront

The NHF has developed a series of case studies from across the country that demonstrate the benefits of partnership working to deliver affordable homes. These provide more details about the different types of partnership arrangements that are being used and the key elements of success. There are some of these case studies in the appendix of this submission. There are more available [our website](#).

## Tackling homelessness

Housing associations and local authorities have a long history of working together to tackle homelessness. They are inextricably linked through the processes of allocation and nomination agreements. The introduction of the Homelessness Reduction Act has deepened these working relationships. Whilst housing associations are not bound by the duty to refer, they are critical partners for councils to support a reduction in homelessness. This is why the NHF launched its voluntary commitment to refer, which many housing associations have signed up to.

Whilst we cannot solve homelessness alone, we need more affordable social housing and a welfare system that supports fair access to homes, we can work together as much as possible to help find local solutions for homeless people in our communities.

This partnership is ever more important as many rough sleepers temporarily housed in hotels during the recent lockdown are leaving those homes. We know that many of our housing associations have offered up properties for these people. To support this work the NHF recently launched some guidance for providers outlining how they can work with local authorities to make accommodation available to people moving on from temporary accommodation, former rough sleepers and those who were in inappropriate shared accommodation.

To support partnership working between housing associations and local authorities, the NHF and LGA launched roadshows which resulted in [a joint report](#) on how local

authorities and housing associations can work together to end homelessness following the introduction of the Homelessness Reduction Act. At these sessions we heard from one council and one housing association about how they had worked well with their social sector partners to tackle homelessness locally. I have shared some of these case studies in the appendix.

## Creating great places

Housing associations are committed to not just delivering good quality affordable homes but to creating thriving communities. As anchor organisations their work delivers wider benefits to the community. In addition to the community support work undertaken by housing associations the money they spend investing in new and current homes creates wider benefits to the local economy. Last year housing associations' efforts to build new homes added an estimated £2.4bn to the national economy and supported more than 43,500 jobs.

Last year the Federation launched its Great Places commission. Led by leaders from across the sector with direct experience of placemaking and regeneration in the North and the Midlands, the commission explored what makes a place great, and considered how housing associations, working with national and local government and other partners, can create thriving and successful places.

Although the work was primarily focused on regeneration in lower value areas, there are lessons from that work that apply to places across the country. At the heart of the commission's findings was the importance of local partnerships and the understanding that thriving, healthy places, with vibrant and successful communities, require strong, well resourced local authorities to support them. There were numerous examples, some of which we have placed in the appendix, of how housing associations had worked with the local authority and residents to regenerate the area to benefit the community.

The findings of the report encouraged housing associations to proactively reach out to local authorities to ensure that affordable housing and inclusive growth was being discussed when developing Local Industrial Strategies.

# Appendix

## Delivering new homes case studies

### Case study: Aspect Building Communities – Eastleigh Council and VIVID.

Eastleigh Borough Council and VIVID housing association are working together as Aspect, a development vehicle which plans to deliver almost 300 quality homes.

#### How many and what sort of homes are being delivered?

Within Aspect, Eastleigh Borough Council and VIVID are delivering two projects with a third expecting approval soon. In total they constitute around 290 homes for affordable and market rent in a range of locations.

Aspect aim to provide flexibility to the tenant around the nature of the tenancy. So this may be a six-month agreement if that's what suits the tenant, a five-year tenancy for longer-term security, or a lifetime tenancy.

Aspect are also piloting a rent to ownership model where, if you opted for a lifetime tenancy after five years, you're able to build up a deposit toward buying the property

#### How did the partnership get started?

The partnership came from Eastleigh Borough Council having an appetite to deliver new housing and having access to land and finance but without a development and housing management capability.

The partnership with VIVID brought the right mix of skills to the table and has created a dynamic partnership that provides the local authority with a way to build new homes and offer a variety of tenancies across a range of properties ensuring tenants have a good landlord and live in high quality homes.

For VIVID the partnership provides a way to benefit from some of Eastleigh's financial flexibility as well as make it easier to access land that they also own. VIVID bring their development expertise to the project and manage the homes, with both parties sharing in the returns.



## **The partnership in detail**

Aspect is a development and housing management vehicle which is off balance sheet for both organisations. Both contribute a share of the equity requirements for each of the projects and fund these through to construction.

VIVID oversee the development contracts and then also take on the management and maintenance responsibilities.

Whilst voting membership on the board is always 50:50, each of the projects are their own individual LLP which means that each project doesn't always have to be on a 50:50 funding basis.

One partner can invest a lot more if it suits them financially, recognising the needs of each site and the needs of each partner on a site-by-site basis.

This flexible approach allows projects that are less viable, but of strategic importance to one member to be delivered, as the amount of equity investment from either party flexes subject to individual views on risk and exposure.

## **What challenges has the group experienced along the way and how has it tackled them?**

Leadership can be a challenge as all partners need to be clear on their objectives and heading in the same direction. Political and executive leadership at Eastleigh has been crucial to delivering this partnership.

This is similar in VIVID, who recognise the key role they play within their geography and work hard to support their partners and communities. This sets the ambition for Aspect and ensures both sides remain focused on the strategic goals.

A second barrier for both parties can be the regulatory environment. Because of the way this sits, off balance sheet accounting and audit are complex and take some explaining. Partly this is just the challenge of the unknown – not knowing what questions will be asked and what evidence needs to be provided. Aspect have found this easier as they have gained experience, and they now have an audit pack for each new LLP with the process becoming smoother.

Aligning different goals can be difficult. It is inevitable that at times different parties will have different priorities and may do things along the way that the other partner may not like. For example, the council may make a decision that the commercial

sector may not around the price it pays for the types of land it buys.

There is a need for awareness of each other's needs from the outset, and building strong relationships is key.

### **Case study: Bridge Homes – Wakefield**

Bridge Homes Yorkshire is a joint venture between Wakefield District Homes and Wakefield Council, formed in 2014, and is working to meet the district's affordable housing target by providing quality homes.

#### **How many and what sort of homes are being delivered?**

Bridge Homes will deliver 90 new, high quality homes per annum by 2022/2023 and has an aspiration to move to 120 homes per annum. 30% of these will be affordable on sites within the Wakefield district.

15% of Bridge Homes properties will be available for social rent and 15% for shared ownership.

#### **How did the partnership get started?**

The decision for Wakefield District Homes and Wakefield Council and to join forces was a natural one. Wakefield Council has set a very challenging target in its Local Plan and Wakefield District Homes has a wealth of experience and expertise in developing new homes.

The two are prominent public sector organisations with very closely aligned values. Both are committed to providing training, employment and apprenticeships and improving the lives of local people.

#### **The partnership in detail**

Bridge Homes Yorkshire is a joint venture between Wakefield District Homes and Wakefield Council, providing quality homes and helping to meet the district's affordable housing target.

The partnership has grown significantly since its establishment in 2014, now employing three full-time employees – a joint venture Manager, a sales manager and a sales negotiator. They have completed over 4 developments.

Bridge Homes is run by a board consisting of members from both Wakefield District Homes and Wakefield Council. It operates as a commercial organisation, with profits being reinvested to assist cashflow and growth. When first established, each partner made an initial capital investment to create operating funds for the company, sharing the associated risks equally.

Construction is undertaken by local contractors from a framework which also extends to architects, engineers and marketing consultants. All other functions are undertaken in house by a joint venture manager, project manager, joint venture accountant and sales team.

The outputs from Bridge's activities include a land receipt to the council, the provision of 30% policy compliant affordable homes and 50/50 shared profit on sales. 26 apprentice positions have been created, 90% plus of spend on labour is local, together with the majority of spend on materials, and a £7m joint capital investment has been leveraged to deliver £43.4m worth of housing.

### **What have been the greatest benefits and what challenges has the group experienced along the way?**

The Bridge Homes partnership has created numerous benefits for both the organisations involved and the local community.

The partnership provides the opportunity to share best practice and receive advice from a range of experienced, industry professionals, as well as access to already well established industry relationships.

It has also created efficiencies – land can be purchased directly from Wakefield Council (commercial value is always paid) and through collaboration, the council and the housing association have been able to reduce overheads.

Ultimately, the community benefits as all profits are reinvested into building more affordable homes for the district and the number of high quality new homes available is increased.

### **What would be the group's message to other housing associations and local authorities looking to do something similar?**

Ensure you have a strong buy-in to the principles of the partnership. Whilst it is acknowledged that Bridge Homes needs to operate at arms-length from the various statutory council functions, a certain level of engagement is important.

We are doing work at the moment to reaffirm the joint venture's purpose through board away days and other forums.

### **Case study: Greater Manchester Housing Providers**

Greater Manchester Housing Providers has around 28 members, including a range of differently-sized organisations, LSVTs, housing associations and ALMOs, and has been working in a joint venture with Greater Manchester Combined Authority since 2010.

#### **How many and what sort of homes are being delivered?**

Greater Manchester Housing Providers has built more than 8,000 new homes in the last five years and has an ambition to deliver 16,000 over the next five.

Development figures for 2018/19 as a partnership have been 2,841 planning consents, 2,145 starts on site and 1,920 completions. It is hoped that the joint venture will contribute 500 homes a year to this total.

#### **How did the partnership get started?**

Greater Manchester Housing Providers (GMHP) started through a conversation between the chief executive at one of the providers, Bolton at Home and the Director of Housing at Manchester.

Anticipating what may come in devolution terms, they felt that it would be good to try and get a housing provider group together for Greater Manchester. The success of this partnership laid the ground work for the joint venture organisation which has now emerged.

#### **The partnership in detail**

Established as a group in 2010, GMHP are substantial investors in the Greater Manchester community. In recent years, members of the group have been delivering around 40% of new homes across Greater Manchester.

GMHP jointly commission work with the Mayor and Greater Manchester Combined Authority, and have representation on all the relevant boards within the combined authority. In addition to development, the partnership operates across a full range of themes including social investment, access to housing, homelessness, health and social care, and others.

Each topic has a lead chief executive. There are Terms of Reference and an annual fee that allow the partnership to do its work, and pay for the group's research and staff time (the partnership has a post embedded in the combined authority).

The joint venture will act as an LLP with a £3m investment from each housing association as well as a £2m contribution from the combined authority in return for a 20% stake in the joint venture. The associations will own the remaining 80%.

The partnership will be a commercial developer, buying land and securing planning permission to build and sell land on the open market.

Affordable housing built through s106 will be handed over to registered providers. Any profits will be reinvested or distributed among the housing associations.

### **What have been the greatest benefits and what challenges has the group experienced along the way?**

None of the joint work would have been possible without building trust between both parties. The partnership has required people to focus on the collective good, rather than just their narrow organisational interest, and most importantly focus on giving communities a stake in devolution.

GMHP benefitted from having a full Greater Manchester coverage, and a willingness to invest resources in helping the combined authority meet its objectives. The housing associations had to be honest, understand the politics of the area, negotiate and be prepared to compromise.

### **What would be the group's message to other housing associations and local authorities looking to do something similar?**

Look for what needs doing, look for things you do that are common, and don't necessarily start with development. Build trust and focus on some easy wins to build that trust.

Be inclusive and make sure you are part of solving the problems, not just trying to benefit your business plan.

## **Case study: Hart Homes – Watford**

Watford Community Housing and Watford Borough Council have formed a joint venture called Hart Homes and are aiming to deliver more than 500 homes over six years.

### **How many and what sort of homes are being delivered?**

Hart Homes has a business plan to deliver 550 dwellings of all tenures, delivered over six years.

The first project was entirely for affordable housing, delivering a 40-bedroomed temporary accommodation facility alongside 36 flats for affordable rent.

The next phase of this development is currently in planning for 86 flats, which is based on the Section 106 planning policy of 35% affordable housing, with the balance for market sale. The proportion of affordable homes may well increase as the project evolves.

### **How did the partnership get started?**

The conversation began at a regular strategic meeting between the two organisations. Watford Borough Council was discussing whether it would establish a housing company and this evolved into a discussion about a formal joint venture.

### **The partnership in detail**

The primary purposes of the partnership are to encourage housing supply, particularly social housing, and to advance the objectives of the council and Watford Community Homes. A key part of this is to ensure that full S106 policy compliance is achieved.

There are two incorporated companies, each of which is equally owned by Watford Community Housing and Watford Borough Council. Hart Homes Ltd is a property holding company and Hart Homes Development LLP is the development company, which deals with all housing for sale and builds any affordable housing property (the separation is predominantly in place for tax efficiency).

Each company has its own business plan and governance structure, thereby ensuring clear oversight by each of the co-sponsors. The council shares are held partly by the council and partly through a subsidiary, Watford Commercial Services

Ltd. Watford Community Housing's shares are held by Clarendon Living Ltd, a wholly-owned subsidiary.

The process took twelve months, however partners held fortnightly meetings of senior decision-makers which had the dual benefit of ensuring that issues were both aired and addressed in a timely way, plus genuine relationships were built up which aided in the delivery of the aims.

### **What have been the greatest benefits and what challenges has the group experienced along the way?**

The potential benefits identified at the outset were the ability to access funds, assets, skills and experience, all of which have been realised.

The added dimension has been the strengthening of the wider relationships which has increased cooperation and appreciation of each other's priorities and allowed open dialogue to influence moving forward on all housing fronts, not just the joint venture outputs.

Much of the collaborative attitude was generated in the early days pre-incorporation, when the senior teams spent a lot of time together.

The biggest challenge was early buy-in to the concepts of the joint venture and this was largely overcome by clear direction from board and council members, followed by the attention to detail in the working group which generated the ability to have frank exchanges without derailing the process.

### **What would be the group's message to other housing associations and local authorities looking to do something similar?**

Be very clear on what you want the partnership to achieve. Preferably have the initial project in mind – with Hart Homes, we worked up the first project, including obtaining planning and procuring the main contractor, before final incorporation of the companies.

Be prepared to invest time and resource in building the team and putting the necessary structure and accompanying documentation in place.

## **Tackling homelessness case studies**

### **Hightown Housing St Claire's, St Albans and Homes for Cathy**

Hightown housing association manage almost 6000 homes, mostly in Hertfordshire, Bedfordshire, Buckinghamshire and Berkshire. Hightown largely deliver general needs housing but also have some specialist services. Hightown are also founding

members of the Homes for Cathy group of housing associations, who work together to develop solutions to the current homelessness crisis.

## **What we did**

With homelessness rising and St Albans being one of the least affordable areas in the region, Hightown wanted to be able to support people in urgent housing need in the area. In 2017, with capital and revenue from St Albans Council, Hightown converted what was previously a mental health care home into temporary accommodation. St Claire's has 10 modern, self-contained and fully furnished apartments for local homeless households. Situated within a few minutes' walk from the town centre, the location is ideal for people who need easy access to local services or who have no access to a car. Cheaper than using bed and breakfast for temporary accommodation, St Claire's represents a great example of housing associations and councils collaborating to provide practical, economical solutions.

## **Accent Housing Renting Ready Pilot**

### **Who we are**

Accent housing association has provided homes and services for a diverse range of customers since 1966. They have 20,000 properties, which are spread over the North, East and South of the country, and are home to over 35,000 people.

### **What we did**

Accent, Crisis and the Surrey Heath Borough Council partnered to embed tenancy training into the homeless allocation pathway, with the aim of using tenancy training to create an allocation offer to those excluded from the housing register. The partnership used a Crisis tenancy training programme 'Renting Ready', which is designed for homeless people, those at risk of homelessness and those with little experience of independent living. It teaches learners about tenant and landlord rights and responsibilities. The programme teaches tenants how to search for, secure and sustain a tenancy, how to manage money on a low income and how to get along with landlords, neighbours, and flatmates. It can either be delivered as part of pre-tenancy support and preparation for moving on to independent accommodation or to tenants who might need to develop some extra skills that allow them to sustain their tenancies. Sixty per cent of those who took part in this programme said that their confidence in managing a tenancy had improved a lot. Accent are working with Crisis to feedback their findings from the course and develop it for future participants.



## **West London Housing Partnership Rough Sleeping Prevention Partnership**

### **Who we are**

The partnership is an umbrella organisation for the seven West London local housing authorities: Brent, Ealing, Hammersmith and Fulham, Harrow, Hillingdon, Hounslow, and the Royal Borough of Kensington and Chelsea. It works to:

- lobby for the interests of the West London boroughs on housing issues
- develop collaborative working across the sub-region
- improve provision of housing services
- develop an excellent understanding of housing demand, needs and conditions across West London.

### **What we did**

In collaboration with St Mungo's, the Partnership set up a rough sleeping prevention project. Built on No First Night Out principles. The model involves a safe space assessment hub, including emergency accommodation, where people can be assessed for their risk of rough sleeping and given intensive support. People are referred to the hubs by local support agencies, under a set of defined referral criteria. Demand has been high, with 1045 referrals between August 2017 and October 2018. Of these, 718 people were taken on for casework. The programme exceeded its target ahead of schedule, preventing rough sleeping for 505 people. Interventions used were primarily mediation, floating support, and help to access private rental tenancies. Its success was underpinned by a strong focus on "what works" in prevention, an effective referrals system which created high-quality referrals, and excellent partnership working with landlords and housing associations. For the future, the programme will be engaging with other others, such as Jobcentre Plus, to create another referral route, and investigating the provision of employment support. It will seek future funding from Ministry of Housing, Communities and Local Government (MHCLG)'s Rapid Rehousing Pathway, as its model bears strong similarities to the Somewhere Safe to Stay hubs announced in the Government's Rough Sleeping Strategy.

## **Greater Manchester Homes Partnership Social Impact Bond**

### **Who we are**

The Partnership is a consortium of housing providers across Greater Manchester, formed with the aim of preventing and relieving homelessness in the region. It's been launched and funded by One Manchester and Trafford Housing Trust – two of

Greater Manchester's largest housing providers – in partnership with Bridges Fund Management. The programme is delivered by Shelter, Great Places and the Brick, and supported by 17 specialist housing providers, who are commissioned to deliver better outcomes for rough sleepers.

## **What we did**

The programme has been commissioned on a payment-by-results basis by the Mayor of Greater Manchester, as part of a wider strategy for tackling homelessness in the region. Over a three-year period, providers are working with entrenched rough sleepers to help them off the streets and into a new life. This is done by providing a stable tenancy, alongside the intensive emotional and practical support needed to maintain successful homes and access appropriate health, training and employment services. The programme has also partnered with Bolton Council to form a complex case panel, which makes multi-agency decisions on support for individuals, and with Oldham Council to create a coordinated outreach programme. Seventeen partners have provided 300 homes, with over 200 people successfully housed so far and zero evictions. The success of the programme is based on three key tenets:

- **Trust:** the programme uses staff with lived experience, who take a strengths based approach to support and outreach.
- **Collaboration:** communication, flexible budgets, flexible policy, and a commitment to learning from experience are key.
- **Systems change:** the programme aims to embed positive practice, through the identification of gaps in services, participant consultation, and the integration of local health, homelessness, justice and housing strategies.

Work is ongoing to adapt regional policies to support prevention, promote inclusion and personalised support, improve access to employment training and volunteering opportunities, and share learning from the programme. Already, the project is seeing its reach extend beyond the project itself.

## **Great places case studies**

### **Durham City Council**

Durham City Council's Action Area Partnerships give local people and organisations a say on how services are provided. There are currently 14 partnerships in the county, consisting of members of the public, and representatives from the county, town and parish councils, police, fire, health, housing, business, university and voluntary organisations.

The partnerships:

Registered office: Lion Court, 25 Proctor St, Holborn, London WC1V 6NY  
020 7067 1126 | [housing.org.uk](http://housing.org.uk) | National Housing Federation Limited,  
trading as National Housing Federation. A company with limited liability.  
Registered in England No. 302132

- work with communities and organisations to identify priorities and solutions
- allocate funding to local organisations and support their development
- monitor the impact of funding on communities
- ensure communities can get involved in the partnership's work.

## **North Ormesby**

North Ormesby is an inner-city neighbourhood in Middlesbrough that faces problems of poor-quality housing, empty homes, absentee landlords and severe economic pressures. Middlesbrough Council has teamed up with housing association Thirteen Group and North Ormesby Community Land Trust to invest in existing housing stock and bring empty homes back into use. At the time of the Commission's visit (December 2018) there were 27 properties being renovated to a high standard and re-let to people with a local connection and commitment to investing in the community. It is hoped that this significant investment will generate a ripple effect in the neighbourhood, encouraging other landlords to invest in their own stock, while also creating employment and training opportunities for young people.

## **Community Gateway Preston**

Based in Preston, Community Gateway Association (CGA) was formed in 2005 through the transfer of council homes. CGA was an early partner in Preston's pioneering local wealth-building strategy. The approach fitted well with CGA's ethos – it was already the largest cooperative in Preston and had been using its procurement creatively before it became a city-wide approach. As a community based organisation this approach is something that is embedded into the culture of CGA through its day-to-day activities. For example, CGA brought its repairs and grounds maintenance service in-house, giving it more direct control over the labour and materials used to support these services. CGA continues to increase the services it delivers in-house having recently expanded the repairs service. It now carries out more than two-thirds of its investment programme.

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## Living in Hackney Scrutiny Commission

### Improving Recycling on Hackney Housing Estates and with Registered Social Landlords

15th July 2020

Prepared by: Sam Kirk, Environmental Services Strategy Manager, Neighbourhoods and Housing

#### 1.0 Introduction

- 1.1 The Mayor of London's Environment Strategy requires each London authority to write a Reduction & Recycling Plan (RRP). The RRP details how Hackney will contribute to the London-wide objectives, policies and proposals set out in the Environment Strategy and how these will be reflected and translated into action at the local level. Further, the RRP has to be in a manner consistent with the duty to act in 'general conformity' with the Mayor of London's Environment Strategy. The RRP was signed off by the Mayor of London in December 2019.
- 1.2 Key aspects of the RRP include service proposals for restricting residual waste through the introduction of fortnightly collections and improving recycling on estates. It further covers how Hackney will minimise its environmental impact of waste activities, move towards a more circular economy and what measures it will continue to take to work with key stakeholders in waste prevention and behaviour change.
- 1.3 The Waste & Recycling Budget Scrutiny Task Group of last year, played an active role in the RRP process. In particular they explored the rationale for the consideration of the significant change to elements of the waste collection arrangements for street level properties. The Group further looked at the range of work focused on improving recycling levels among flats and estates.
- 1.4 This report is focussed on improving recycling on estates and outlines what interventions have been done, and goes on to identify where there are opportunities for further improvements, in particular with registered social landlords (RSLs).

#### 2.0 Policy context

- 2.1 In May 2018 the Mayor published his London Environment Strategy. The Strategy sets out objectives, targets and policies for the effective management of London's municipal waste and to accelerate the transition to a circular economy.
- 2.2 The Strategy's waste objectives are:
  - Objective 7.1 - Drive resource efficiency to significantly reduce waste focusing on food waste and single use packaging;
  - Objective 7.2 – Maximise recycling rates;
  - Objective 7.3 - Reduce the environmental impact of waste activities (greenhouse gas emissions and air pollutants);
  - Objective 7.4 - Maximise local waste sites and ensure London has sufficient infrastructure to manage all the waste it produces.
- 2.3 The two most prominent requirements of the Strategy are around the household recycling targets and minimum service levels for London:
  - 45% London wide household recycling rate (and a 50% rate of local authority collected waste) by 2025, and 50% household recycling rate (and 65% municipal recycling targets) by 2030 to be collectively delivered by local authorities; and
  - A minimum recycling collection service provision to be provided by all Boroughs by 2020 incorporating the collection of the six key dry recycling materials (including pots, tubs and trays) for all properties and separate weekly food waste collections for all kerbside properties (and also flats where feasible).
- 2.4 Further, England is committed, through the 2018 Resources and Waste Strategy, to achieving a recycling rate for municipal waste of 65% by 2035. This is in line with the requirements of

the revised EU Waste Framework Directive. The Government considers that, to achieve this, new drivers (over and above the Landfill Tax and current legal obligations) will be required to encourage local authorities to expand recycling services – and for businesses and householders to choose to recycle more.

- 2.5 A Government consultation last year proposed that all waste collection authorities should be obliged to collect the same minimum or 'core' set of dry recyclable materials from kerbside properties and flats in their area to improve both the quantity and quality of recycling. The consultation further proposed that, by 2023, all households (including flats) should be offered a separate weekly food waste collection.
- 2.6 Hackney has been progressive in its offer of services to flats, and already meets the Governments and the Mayor of London's requirements in offering a core set of materials and food waste to those living in flats. Further, a Hackney manifesto commitment identifies that improving recycling on estates is a key area for development, and progress in this area is outlined in the following sections.
- 2.7 Importantly, improving recycling, both at street level properties and on estates, will play an important role in helping the Council achieve the highly ambitious decarbonisation targets set out in the climate emergency motion passed at Full Council, June 2019.

### **3.0 Current services and performance**

- 3.1 Hackney has delivered fundamental improvements in its household recycling rates, from 1% in 1998 to 28% in 2019/20. These have been supported by an expansion in recycling service provision over that period, including delivering comprehensive services of dry recycling and food waste to all households in the borough. However, recycling rates are remaining static and further improvements are required to meet our 2022/23 target of 31%, as agreed by the Mayor of London.
- 3.2 Estates and purpose built flats are all provided with a similar service to those in low rise properties, with a comingled dry recycling service using communal bins located in communal bin areas. Over recent years, service density has increased, with additional bins and additional sites across many estates, improving service accessibility. Food waste recycling services are also readily available to the majority of residents, with communal facilities provided at estates. Approximately 2,000 sites have 4,400 recycling bins and 1,600 food waste bins are available across all the boroughs high rise properties.
- 3.3 In order that the same services are provided, where feasible, low rise estates residents with gardens have been added to the street level garden waste service. These residents receive a locked 240 litre brown wheelie bin, a key to open and lock the bins, and reusable garden waste bags. The service continues to expand, and currently 87 estates receive the garden waste service with 172 lockable bins on those estates.
- 3.4 Hackney's current overall recycling rate is 28% (dry recycling, food and garden waste). Estates-based properties display lower recycling performance relative to street level properties; replicated nationwide, and not just in Hackney. The recycling rate (excluding garden waste to enable fair comparison) from street level properties is 32% whilst the rate from estates is lower, estimated at 14%, but some estates are as low as 8-10%.
- 3.5 To improve recycling rates (target is 31% by 2022/23), and to contribute to achieve the 45% reduction in emissions against 2010 levels by 2030 and net zero by 2040, Cabinet approved the move to fortnightly residual waste collections to street level properties. However, further improvements to recycling on estates are also needed to improve recycling performance, and help achieve the targets set out in the climate emergency motion.

### **4.0 Recycling on estates - current interventions**

- 4.1 A programme of work has been developed to deliver on the manifesto commitment to improve recycling performance on estates. The interventions that have been undertaken, and progress to date are outlined below.

## *Estate Interventions*

- 4.2** Additional Recycling Collections have been introduced to increase the frequency of recycling collections at busy sites. This ensures that recycling capture rates are maximised and barriers to residents recycling are minimised. The results of this intervention achieved an average monthly percentage increase of 6.3% throughout the monitoring period. This positive output resulted in one additional full time estates recycling vehicle being introduced on a permanent basis (from Nov 2019) to accommodate service growth. It should be noted that additional collections are only added at sites where there is limited space for bins; therefore the primary solution is to site extra bins, and increase the collections only as a last resort.
- 4.3** A new design recycling bin with a larger aperture in the lid has been introduced, making it easier for residents to recycle and reduce contamination. In November 2019, this intervention exchanged 126 recycling bins at 47 recycling sites across one collection round, with promotional leaflets delivered to 1,900 households. The results saw a 5% increase in tonnage collected, and a reduction in contamination. Over time recycling bins will now be replaced with the new design bin as standard (for example, damaged bins and new developments).
- 4.4** Additional recycling bins have been added to sites to improve recycling facilities for residents and increase available recycling capacity. The original aim was to add 153 additional recycling bins in predefined locations on Hackney Housing estates. The results of this intervention saw the introduction of 66 additional bins across Hackney Housing estates in November 2019, and 19 additional bins will be introduced through Phase 4 of the Estates Recycling Programme (see below). Following assessments, the remaining 68 recycling bins can only be added if infrastructure work is undertaken to accommodate these bins, which will require additional funding. In terms of impact, as these bins were embedded across all collection rounds qualitative tonnage monitoring is not feasible. However, visual assessments indicate that the additional bins are well utilised.
- 4.5** A reduction in the frequency of waste collections at some sites with three waste collections per week, would reduce the total amount of waste collected, and help nudge people into using the recycling services. However, from the 53 estates that have three waste collections, and following analysis and monitoring, the early indications suggest opportunities are minimal for this intervention to work currently (most sites are more than half full at every scheduled collection). An alternative approach is to work estate by estate to increase recycling capacity, improve placement of bins and deliver communications before stopping the third collection. Further, due to Covid waste tonnages have increased, making this particular intervention harder to implement at the current time.
- 4.6** To meet manifesto commitment 115 “To introduce a green champions scheme across our estates to promote recycling”, estate residents have been recruited as green champions to promote recycling on their estates and encourage positive behaviour change. Milton Gardens was chosen as the trial estate as it already has chutes closed & new bin stores built with the correct ratio of waste to recycling bins, and diverse demographics. An initial four champions have been recruited and trained to date, with planned activities including recycling demonstrations, social media promotion, sack inspections, recycling facility visit, monitoring of bins, and putting up posters. Once activities have been completed over an initial three month period, the Champions build up credits, which are later exchanged for cash vouchers. At the present time the scheme has been suspended due to Covid-19.
- 4.7** Hackney introduced the UK’s first reverse vending machine to reward residents for depositing single use drinks containers, as a trial on one estate. Over the course of the three month trial, residents deposited cans and plastic bottles into the machine in return for a 10p voucher which could be exchanged in two local shops (dry cleaner and general convenience store). In total 4,170 vouchers were redeemed by residents, and 5,268 plastic bottles and cans were deposited weighing in at 121kg of recycled material. However, whilst the Tenants and Residents Association liked the scheme, it wasn’t without issues, and there was no increase in total estate recycling tonnages, more that tonnage was diverted to using the machine rather than the communal recycling bins.
- 4.8** A review was undertaken of the ‘Waste Storage Planning Guidance’ to drive a long-term change in waste and recycling behaviour. A 4-week audit of a mixed tenure block was undertaken to assess if waste and recycling provision was appropriate and not causing side waste and/or contamination. Bin provision worked well when there was 50:50 provision for

waste and recycling. It was noted that if the bin store is only big enough for an odd number of bins, the emphasis needs to be on recycling bins not waste (although if the guidance/ planning process is followed this situation should not arise).

- 4.9** The above is in addition to notable estates focused projects that are already in development and therefore run concurrently with the above programme.

*Projects and schemes with RSLs*

- 4.10** The Recycling Team have built up good working relationships with the registered housing providers in Hackney over the years to provide recycling services, including adding new and additional recycling bins, and rolling out food waste bins. Detailed below are some of the projects.
- 4.11** Peabody Housing at Pembury Estate - Increasing recycling capacity and reducing waste collections by increasing the ratio of recycling to waste bins to 50/50. The project added 30 additional recycling bins, 10 communal food waste bins, delivered recycling communications as well as issuing reusable bags and compostable liners. The results saw an increase in recycling tonnages, and fill rate monitoring showed it was feasible for the third waste collection to be dropped.
- 4.12** Sanctuary Housing at Morningside Estate - Trialling recycling bins with larger apertures to increase recycling to tackle contamination. The current recycling bin lids were replaced with large aperture reverse bin lids, making it easier for residents to recycle. This showed an increase in recycling tonnages and less recycling dumped on top of the recycling bins.
- 4.13** Industrial Dwelling Society at Mountside walk and Laurel Court - Promoting food waste recycling, which included delivery of a communications project (leaflets and liners) to increase participation in the food waste service.
- 4.14** Peabody & Family Mosaic - Increasing recycling capacity, especially as Family Mosaic had a high imbalance of waste to recycling bins. Peabody are looking to rebalance this working towards a 50/50 ratio of waste and recycling bins.

*Estates Recycling Programme*

- 4.15** The Estates Recycling Programme (ERP) began as an invest to save programme in order to counter the increasing waste disposal costs as levied by the NLWA. It was originally set up under Hackney Homes in partnership with Hackney Council as one strand of the 'Delivering Integrated Waste and Environment' (DIWE) programme. This enabled the piloting of recycling improvement interventions with the support of Housing Management.
- 4.16** The earliest phase of works had included trials of bespoke communications, provision of single-use recycling sacks, unlocking of bin lids, and additional recycling bins amongst others across 8 different estates. What was clear from these trials was that the provision of additional recycling bins yielded the most significant improvements in average recycling rates. In order to facilitate this on a larger scale considerable infrastructure type works would need to be carried out in order to accommodate the potential additional recycling capacity across the 189 estates reviewed across the borough.
- 4.17** Phase 2 of works sought to implement this as a pilot of works across two estates (Milton Gardens Estate and Geffrye Estate). Waste chutes and hoppers were to be sealed in conjunction with the construction of external bin stores. By doing so residents would be better encouraged to sort their waste into the appropriate streams at a single point of disposal. This would divert much of the recyclable materials, both dry mixed recycling and food waste, away from the refuse waste bins. Across both pilot estates 30 new bin stores were built, 45 waste chutes closed and 30 additional 1100l recycling bins were added (as well as 10 additional 240l food waste bins). As a result, we found that the average recycling rate increased from 8.9% to 19.6% for Milton Gardens Estate and 6.9% to 18% for Geffrye Estate a year from completion. In both cases an increase of more than 100%.
- 4.18** With the primary driver for works being the improvement of recycling rates it became clear that a reduction in fire risks from decommissioning poorly maintained waste chutes and visible improvement to the estate environment were also addressed directly from these works.
- 4.19** We are currently undertaking Phase 4 of the programme as a direct expansion of this pilot, implementing the same infrastructure based interventions across 7 new estates. Upon



completion 57 new bin stores will be built, 75 waste chutes closed, 24 additional 1100l recycling bins and 24 food waste bins will be added. With a baseline average recycling rate of 10.45% across these 7 estates, we are expecting similar improvements to the recycling rates as to what was evidenced in Phase 2.

**4.20** Bin stores are currently being constructed, with 4 estates nearing completion and the remaining 3 estates are due for completion by August 2020. The waste chute closures have been temporarily delayed due to precautions currently being undertaken as a result of the Covid-19 pandemic.

## **5.0 Resource London Flats Recycling Project**

**5.1** The below information is primarily taken from the 'Making Recycling Work for People in Flats' Resource London research project<sup>1</sup>, which Hackney were a part of.

**5.2** Having primarily worked with local authorities previously, Resource London set up this two-year project in partnership with housing association Peabody and six inner London boroughs, including Hackney. The aim was to better understand the barriers to recycling for people who live in purpose-built flats and discover what practical measures could be taken by housing providers, building managers and service providers to help overcome them.

**5.3** This project was the first of its kind to include in-depth research with residents as well as those operating and managing services. It was also the first to include comprehensive measurement of the amount and composition of recycling and residual waste.

**5.4** Following from detailed inventories carried out at 132 estates of purpose-built flats across the project area identified a general lack of consistency in the quality of waste services provided. Resource London found that in the main services had evolved for the benefit of operators rather than for the residents who use them.

**5.5** Further, in-depth ethnographic research with residents highlighted the complexity of the issues faced by residents and clearly showed that good intentions to recycle are not enough: the key to effective recycling is only achieved when residents want to recycle, know how to recycle and find it easy to do so.

**5.6** A number of interventions were tested on 12 selected estates of purpose-built flats in London to see how they might influence recycling behaviour and increase the amount recycled. They included a common Flats Recycling Package applied to all 12 estates to standardise the look and feel of the bin areas, and five behavioural interventions introduced on 10 of the estates in various combinations.

**5.7** The Flats Recycling Package consists of:

- i.** Clean and well-maintained bins and bin areas
- ii.** Adequate collections to prevent overflows and appropriate recycling capacity (minimum 60l/hh/wk)
- iii.** Appropriate apertures on recycling bins big enough to accept plastic bags of recycling and with locked reverse lids
- iv.** Collection of the six main recyclable materials
- v.** Clear and visible signage on and above the bins
- vi.** Convenient location of recycling bins for residents
- vii.** Recycling leaflet sent to residents once a year
- viii.** Posters highlighting recycling messages displayed in a central location (where possible)
- ix.** Residents informed of what they should do with bulky waste items

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<sup>1</sup><https://resourcelondon.org/resources/research-and-innovation/making-recycling-work-for-people-in-flats/>

- 5.8** The results showed that overall capture and recycling rates were substantially increased over the course of the project, mainly thanks to the improvements made in bringing all 12 estates up to the standard of the Flats Recycling Package.
- 5.9** Over the course of the project the overall capture rate increased by 22%, the recycling rate increased by 26% and the contamination rate decreased by 24%. However, it is important to note that these increases were from a very low base. At the end of the project the capture and recycling rates were still low (46% and 13% respectively) and contamination remained high at 24%.
- 5.10** There was wide variation in the levels of improvements from one estate to another. Those estates that had a poorer quality service before the changes showed the greatest improvement.
- 5.11** Results of the five behavioural interventions were less conclusive, but the research did offer some insights. For instance, feedback from residents indicated that the provision of plastic bags for in-home storage of recycling were effective at influencing recycling behaviour and in some cases additional small recycling bins placed near estate entrances were also effective.
- 5.12** The key recommendations to come out of the project are:
- i. Housing providers, building managers and service providers can improve recycling capture rates in purpose-built flats by working together to put in place and maintain the standards defined in the Flats Recycling Package on every estate.
  - ii. The Resource London Flats Recycling Package toolkit offers practical advice and guidance to help housing providers, building managers and services providers to implement the Flats Recycling Package in purpose-built flats. The toolkit became available in March 2020.

## **6.0 Future recycling for those with communal facilities**

- 6.1** The Council will see significantly higher waste disposal costs for the longer term. The single way that these can be partly mitigated is by reducing the volumes of dry recycling and food waste that are disposed of in the waste stream; householders should be using the correct services for these material streams. Without this mitigation, greater levels of savings will be required from other areas of Council expenditure and from the services we deliver for our residents.
- 6.2** This paper has highlighted a number of programmes and interventions that have and are being implemented, and demonstrates opportunities for Registered Social Providers to assist in getting householders to change behaviour and improve recycling rates, who are key in assisting with improving recycling rates from their residents.
- 6.3** Key opportunities for improving recycling rates would include:
- 6.4** Implementing the Flats Recycling Package as outlined in section 5 above, which has demonstrated the importance of having a number of key elements addressed to encourage use of services, thereby improving recycling tonnages.
- 6.5** Specifically RSLs could:
- i. Ensure that the appropriate capacity for recycling is adhered to and if required, additional recycling capacity provided for householders to recycle (bin charges apply);
  - ii. Ensure that the bin area/stores are in clean, good order, with sufficient lighting and that they are cleaned regularly, in particular clearing bulky waste promptly;
  - iii. Ensure recycling communications, using existing and established communication channels, are proactively sent out to householders, as a minimum, on an annual basis and to all new households;
  - iv. Embed recycling knowledge and behaviour in staff day jobs to help in the reduction of contamination issues, to assist when residents have enquiries about the recycling services, and to proactively request service information, such as leaflets from the recycling team when stocks are low;

- v. Ensure that any incidents, issues and requests are promptly reported, and could include resident requests for bags or liners, or at least directing residents to the webpage or call centre, and reporting issues such as damaged bins;
  - vi. Ensure that on-site staff correct residents on any witnessed contamination and encourage the correct use of the recycling and waste facilities.
- 6.6** Officers in the Recycling Team are keen to assist RSLs, in particular in ensuring sufficient recycling capacity and ensuring that the recycling sites are in convenient and suitable locations. The team are also willing to provide high level training sessions for staff to gain knowledge of the services, which can then be cascaded across the organisation.
- 6.7** One way in which the above could be embedded from both the council perspective and the RSLs is through a service level agreement, which seeks buy in from and commits both partners to work towards ensuring that people have the knowledge of what to recycle, it is easy for them to recycle, and that they have the motivation to do so.

## **7.0 Conclusion**

- 7.1** This report has highlighted the initiatives that have been or are continuing to be undertaken to improve recycling for those using communal bin facilities, both with Hackney Homes, and jointly with RSLs. There are however, a number of opportunities which RSLs could support and deliver to further improve the ability of people to engage in recycling. If RSLs who are already engaging with us continue to do so, and those that have yet to do so, undertook the actions as set out in section 6 they would be playing a key role in contributing to reaching Hackney's stretching recycling target and would be helping in our commitments to combat climate change.

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<b>Living in Hackney Scrutiny Commission</b> <b>15<sup>th</sup> July 2020</b> <b>Item 5 – Update on Housing Services’ Fire Safety Works</b>	Item No <b>5</b>
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## **Outline**

This item provides written Information about Hackney Council’s fire safety works with input from Hackney’s Resident Liaison Group.

The Commission invited Resident Liaison Group (RLG) members to comment on their experiences of fire safety improvement works on their estate(s) and or completed fire safety improvements that have taken place.

## **Reports in the Agenda**

- Report from London Borough of Hackney providing an update on the fire safety improvement works
- Report from the RLG on Fire Safety Improvement.

## **Attending for this item will be:**

London Borough of Hackney

**Cllr Clayeon McKenzie**, Cabinet Member for Housing Services

**David Padfield**, Director of Housing

**Donna Bryce**, Head of Resident Safety.

Resident Liaison Group

**Steve and Helder**, Representatives from RLG

## **Action**

Members are asked to review the papers and ask questions in relation to the reports.

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**TITLE OF REPORT: HOUSING RELATED FIRE SAFETY UPDATE**

**Author: Donna Bryce - Head of Resident Safety and New Build**

Report issued to: **Living in Hackney Scrutiny Committee**

Date: **15th July 2020**

**WARD(S) AFFECTED**

**ALL**

**CABINET MEMBER**

**CLLR CLAYEON MCKENZIE**

**Cabinet Member for Housing Services**

## **1. CABINET MEMBER'S INTRODUCTION**

- 1.1 We continue to put residents first and foremost in relation to fire safety and we strive to continually improve fire safety in all our blocks.
- 1.2 Excellent progress has been made over the past three years and whilst we are not complacent we are now able to take a more proactive approach to fire safety rather than just dealing with reactive issues. Fire safety is now an integral part of all our work within our housing stock across all departments, making fire safety business as usual.
- 1.3 The cost of safety works still to be completed is significant however we are trying to ensure that we include fire safety as part of the ongoing asset management plan to ensure we make best use of resources and limit the impact on residents. Where we have outstanding actions which will be included in major or capital works then we have ensured that we have taken mitigating measures to reduce the risks to residents to an acceptable level.
- 1.4 We continue to keep abreast of changes in legislation and are taking a proactive approach to implementation of many of the recommendations in the Hackitt Review, Grenfell Phase One report and the new Building Regulations prior to being implemented in April 2021.
- 1.5 We have also been able to focus on better resident engagement and ensuring residents take an active role in fire safety within their estates and homes.

- 1.6 The Fire Safety Governance Board gives Members reassurance that Senior Managers have oversight of the delivery of the programme of fire safety works while also ensuring that Housing Services are able to deliver business as usual.
- 1.7 We continue to lobby the government to ensure that Council's have sufficient funding to implement the new changes in legislation.
- 1.8 Further to the report to the Scrutiny Committee in April 2019 by Donna Bryce, Head of Resident Safety, the Council has continued progressing works to improve resident safety as set out below.

## **2. FIRE SAFETY WORKS UPDATE**

### **2.1 External Wall Insulation (EWI)**

#### **2.1.1 Lincoln Court:**

The work at Lincoln Court to replace the EWI is almost complete, the final EWI installation to the base of the building will be installed as soon as the kitchen and bathroom works have been completed as well as some ground level works which need to be completed. At present the Covid-19 restrictions mean it is not yet possible to start kitchen and bathroom works, and we do not expect this to be the case until at least September.

#### **2.1.2 Hugh Gaitskell:**

Work on the replacement of EWI has now been completed at Hugh Gaitskell.

#### **2.1.3 Nye Bevan:**

The works to replace EWI have also been completed at Nye Bevan and we are awaiting the final guarantee which requires an inspection by the guarantor. However a date has yet to be confirmed for this inspection due to the lockdown limitations.

#### **2.1.4 Seaton Point**

Following our discovery of external wall insulation at Nye Bevan, which was not fully in compliance with current building regulations, Property and Asset Management carried out surveys of all other tall blocks. This revealed that Seaton Point also has a type of insulation, which while not against regulations at the time it was built, would not meet the new regulations for external wall construction issued in December 2018. In light of the other extensive works ongoing at the block, including roof renewal, new kitchens and bathrooms, and possible adaptations relating to adjacent regeneration development, a decision was made to include upgrading the insulation to meet the new building regulations as part of this overall work. Residents have been informed, and the team have carried out a mini-tender exercise with partnering contractors. This is being finalised with a recommendation on appointment due in July. In July we will have information on a Government Building Safety Fund, and where possible, will make an application for funding towards these works. No other tall blocks with EWI of concern have been discovered.

### **2.2 Fellows Court**

Works have commenced on both 63 to 162 and 330 to 428 Fellows Court. The works have been identified as necessary following fire risk assessments carried out by the Council, and via inspections that the London Fire Brigade routinely carries out to blocks, particularly to high-rise blocks such as these ones at Fellows Court.



The panel removal from the corridors and the installation of the Front entrance doors to the individual properties was completed along with fire stopping where required, but further works need to be carried out to ensure that there is adequate ventilation in the corridors.

Several improvements have been identified as necessary, and the Council has now put together a plan of works that will ensure a high standard of fire safety in the building. The plan of works includes:

- Renewing the finish to the corridor walls, either in a new panelling system or a painted plaster finish
- Replacement of glazing in communal fire doors with metal louvers to improve cross ventilation; this has been completed in one block and is being arranged in the other
- Replacement of all riser cupboard doors
- Consultation on the possible removal of the mains gas

### 2.3 **Dry Risers**

There is no legal requirement to retro-fit dry risers, however, we have made a commitment to fire safety throughout the Borough and are therefore looking to undertake these works to our tower blocks. The British Standard guidance gives very clear instructions on how and where dry risers should be fitted. However, it is more difficult to retro-fit a dry riser within the original building design, so an alternative design is being considered for each building. Where possible we are fitting the dry riser to the façade of the building which minimises disruption to occupants and décor. However, in some buildings the dry riser pipework has had to be installed within the stairwells. The Council appreciates that this is not always aesthetically pleasing to residents, but the main emphasis has been on the safety of residents in the event of a fire. The current progress on dry risers is as follows:

- **Phase 1** - A first phase of 63 blocks was completed in May 2018.
- **Phase 2** - The second phase of 154 blocks has now been completed.
- **Phase 3** - Phase 3 has been completed consisting of 63 blocks. A further 4 blocks are in progress that were needed to be added to the programme.

### 2.4 **Fire Risk Assessments (FRA)**

#### 2.4.1 Phase One (April 2017 to March 2018) FRA Progress Report

Hackney Council carried out new type 1 fire risk assessments, which are assessments within the communal areas only, across the whole of its property portfolio following the Grenfell Tower Disaster which included the communal areas of homes that met the criteria for a fire risk assessment under the Fire Safety Reform Order. This resulted in 1823 fire risk assessments being completed with a large number of actions raised for completion ranging from critical to advisory. Excellent progress has been made on dealing with the resulting actions with all critical and high actions being completed. The majority of medium actions have also been completed. The only medium actions outstanding from the Phase One FRAs are in relation to the ongoing fire door replacement programme. However where we have actions outstanding, we have taken mitigating action to reduce risks such as additional inspections by Housing Officers, installation of fire alarms within residents' homes, fitting of self-closers etc. The Council made the decision via the Fire Safety Governance Board to concentrate on the Critical, High and Medium actions and low actions relating to signage. However all the other low and advisory actions will be picked up as part of the Phase Two programme.

All fire risk assessments undertaken in the Phase One programme (2017/2018) have been subject to a desktop review and included in a four year planned fire risk assessment schedule.

#### 2.4.2 Phase Two Fire Risk Assessment Programme (April 2018 to March 2022)

Phase 2 of the fire risk assessment programme began in April 2018 and will conclude in March 2022. A new FRA will be carried on an annual basis if the property is assessed as a high risk. Properties assessed as medium risk will be subject to a review every 24 to 36 months and low risk buildings will be reviewed every 36 to 48 months. The risk rating of a building is based on a number of factors such as the height of the building, how many stairs, whether there are balconies, whether there have been incidents of arson and the demography of the residents. The risk rating is assessed by the fire risk assessor at the time of the visit but may change if there are any significant changes to the building over time or as a result of any incidents such as fire. However, officers carry out regular inspections of all blocks in cooperation with the Housing Management to maintain fire safety outside of the planned fire risk assessment programme. A new fire risk assessment will also be completed if there are any significant changes to the building following refurbishment or as a result of an incident which may have affected the fire integrity of the building.

#### 2.4.3 Progress report on the Phase Two FRA programme

The Fire Safety Reform Order requires the Council to regularly review fire risk assessments and as part of the Council's commitment to carry out Type 3 fire risk assessments, which covers the communal areas and a non intrusive assessment within 10% of residents flats, the Fire Safety Team have been undertaking the phase two (2018/2022) fire risk assessment programme throughout the year. Table one below shows the progress on the phase two fire risk assessments and the status of each category up to 31st May 2020.

All critical actions have been completed and where identified, we take immediate action. Many of the high priority actions which have been recommended have been as a result of the Type 3 assessments being carried out which have highlighted issues that would not have been picked up in a Type 1 assessment which includes communal areas only. Actions highlighted from within residents' flats have included lack of smoke alarms, fire doors removed, and breaches in the fire compartmentalisation.

The high priority actions which are still to be actioned are in relation to major works with a significant financial implication on the Council. These actions are highlighted either to the Housing Services Management team or to the Fire Safety Governance Board where necessary for a decision as to whether to undertake the work immediately or whether work will be programmed into the future asset management programme. Again, decisions on whether to implement these will be on a risk based approach and where actions are included in a future programme, we will implement other control measures to mitigate the risks. However, it is important to note that residents remain safe and we continue to work with Housing Officers and the London Fire Brigade to maintain the fire integrity of our buildings.

<b>Table one - Phase Two Fire Risk Assessment Programme - April 2019 to June 2020</b>		
<b>High Priority</b>	<b>Percentage</b>	<b>Number</b>
Completed	72.84%	258
In progress	15.96%	57
In active programme	9.80%	35
In future programme	1.40%	5
Under review/Management action	0.00%	0
<b>Total High</b>	<b>100%</b>	<b>357</b>
<b>Medium Priority</b>	<b>Percentage</b>	<b>Number</b>
Completed	53.10%	3507
In progress	20.45%	1351
In active programme	14.07%	929
In future programme	12.38%	817
Under review/Management action	0.00%	0
<b>Total Medium</b>	<b>100%</b>	<b>6,604</b>

The timescale for completion of all actions from FRAs carried out in 2018/19 is April 2021, the only outstanding actions remaining will be actions included in a future asset management programme, which will include fire safety work involving invasive work such as fire stopping, Automatic Opening Vent (AOV) installation or replacement of the front flat entrance doors.

#### **2.4.4 Competency of the Resident Safety Team**

Over the past three years the Council has continued to invest in the Resident Safety Team to ensure that they have the necessary competencies required to provide suitable and sufficient advice to residents, senior managers and members. All our fire risk assessors have completed additional training and are all now members of the Institute of Fire Engineers. All members of the team have completed both Fire Safety in Residential Blocks Level 3 training and Level 3 in Occupational Health and Safety. All our health and safety advisers have completed their Health and Safety Diploma Courses and are all working towards becoming Chartered Members of the Institute of Health and Safety. The investment in this training gives further assurance that the Council is committed to ensuring fire safety within our residential blocks and ensures that the team have the necessary competencies to implement the additional requirements which will be introduced with new legislation in April 2021.

#### **2.5 Door Replacement Programme**

The first phase of the door replacement programme is now in progress which will include approximately 3700 doors in our 10 storey and higher blocks.

All but 5 properties in 63 to 162 and 339 to 428 Fellows Court have had a new FD30s door fitted as part of the wider fire safety works outlined above. The remaining 5 are leaseholders who have chosen to replace their own door but will provide the Council with certification to show that the door is of the same standard as the Council's timber door. The replacement of doors at Seaton Point was instructed separately to prioritise this block; the doors were manufactured, but installation was delayed due to lockdown.

The remaining 3,500 doors have been divided up into five separate batches to ensure we make best use of the resources available. The first batch (A) will involve the replacement of 758 front flat entrance doors with a solid timber door which has been tested under the current standards on both sides (FD30s) and meets the PAS24 standards for security. This batch is made up of 674 doors in the blocks identified in table two along with 84 of the previously identified delaminating Gerda doors.

Work started on Phase one of the door replacement programme in November 2019 and the Council had planned to complete this first phase by early Spring 2020 however due to Covid 19 the work was put on hold. From mid-June, the contractors restarted the programme, initially working with residents to organise appointments. New installations have begun from late June. The Contractors will be prioritising residents who are not classified as in the vulnerable group in respect of Covid 19 and will ensure that safety of residents is maintained with social distancing measures implemented for the foreseeable future.

The Council's main contract for delivery of this work was due to end in August 2020, and the procurement of replacement contracts has also been delayed. The Property and Asset Management team have prepared two reports for the Cabinet Procurement Committee (in May and July) to ensure the continuity of capital delivery, especially the Front Entrance Doors, in the interim.

Appendix one shows all the proposed blocks in the whole of phase one.

**Table two - Fire Door Replacement Schedule Phase one Batch A**

Block	Estate	Postcode	No. of Flats
<b>A</b>			
Seaton Point *1-84	Seaton Point	E5 8PZ	84
Thaxted Court *1-72	Murray Grove 2 Fairbank Estate	N1 7QQ	72
Clinger Court *49-92	Hoxton Street Hobbs Place Estate	N1 5HY	44
Corbiere House *1-56	De Beauvoir Rd De Beauvoir Estate	N1 5SR	56
Granville Court *1-56	De Beauvoir Rd De Beauvoir Estate	N1 5SP	56
Lanresse Court *1-90	De Beauvoir Rd De Beauvoir Estate	N1 5TE	90
Portelet Court *1-90	De Beauvoir Rd De Beauvoir Estate	N1 5TL	90
Rozel court *1-90	De Beauvoir Rd De Beauvoir Estate	N1 5SS	90
Laburnum Court 21-64	Laburnum Court	E2 8BH	44
Kingsgate Estate 79-122	Kingsgate Estate	N1 4DD	44
Bryant Court 95-138	Bryant Court	E2 8EQ	44
Cherbury Court *1-44	Mintern Street St Johns Estate	N1 6TL	44

### 3.0 **Resident Insight Project**

The Resident Insight project is now in place and we are contacting residents across the Borough to assess whether they would need assistance to evacuate the building in the event of an emergency. We have conducted 75 online assessments which have resulted in 44 personal emergency evacuation plans being implemented. This work has continued during the lockdown via the telephone.

A new referral application is being developed so both Council Officers and Residents can refer individuals to the Insight Officer and this should be available by the beginning of September 2020. Once a referral is made an initial assessment is completed and where necessary a Personal Emergency Evacuation plan is implemented in consultation with the individual. This information is then provided to the London Fire Brigade so that in the event of an emergency they are aware someone needs to be rescued or require additional support in some way. No personal information is provided to the London Fire Brigade, only enough information to allow the London Fire Brigade to make an assessment of where to target resources when they attend an emergency at one of our blocks. This project has also enabled us to identify homes where we have oxygen cylinders for medical purposes and again will assist the London Fire Brigade in allocating suitable resources in the event of an emergency.

### 4.0 **Gas Safety Certificate for leaseholders**

The leasehold rules and regulations have now been amended to reflect that the council requires a copy of the gas safety certificate and electrical installation certificate from leaseholders. The leasehold team sent out letters in January and we have been receiving a number of certificates. The Resident Safety team also started sending out letters in March to leaseholders who have not provided a certificate. We were due to send out letters to leaseholders who have provided a copy of a certificate which has now expired in April but this was delayed due to a number of the Resident Safety team being deployed to support Housing Management and to support the Humanitarian Support Programme during the pandemic. We are now planning to reissue letters in July 2020 to all leaseholders who have not provided us with a gas or electrical certificate to date or as a remainder if certification we have on our system has expired. To date out of the 9,605 leaseholders who have individual boilers, we have received certificates from 4,993 which is 51% however as outlined above some certificates are now out of date.

The Council is now able to provide gas servicing to leaseholders via the Council's Direct Labour Organisation within our 10 storey and above blocks. This service was implemented in April 2020 as a pilot scheme however to date we have had no requests from leaseholders to carry out gas safety checks on boilers. We are looking to promote this service within the letters which will be issued in July.

### 5.0 **Future Fire Related Safety Work Programme**

We are continuing to carry out fire risk assessments on an ongoing basis to ensure that buildings continue to remain safe and comply with the current statutory obligations as outlined in the Fire Safety Reform Order. In addition, fire safety continues to be considered at the design stage of all new build programmes as well as carrying out fire risk

assessments before the building is handed over to the council by the Contractor and post occupation.

We also have a number of proactive projects ongoing which will further improve the fire safety of all our buildings. Table three below gives a brief overview of the projects currently ongoing and the timescales for completion.

**Table three – Proactive Fire Safety Projects**

Name of Project	Progress	Expected completion date
Fire action notices	We have installed fire action notices signs in all our four storey and above blocks. We are now starting work on the next phase to install fire action notices in all of our street properties.	December 2020
Premises information boxes (PIBs)	<p><u>10 storey and above</u></p> <p>We have completed installing new premises information boxes in all our 10 storey and higher blocks. We commissioned new fire safety drawings for all of the 10 storey and above blocks and we are now getting copies printed so we can place the updated plans in the boxes. We have also issued copies of the plans to the London Fire Brigade. We have also ensured that we have up to date fire equipment manuals within the boxes as well to assist the Fire Brigade in the event of an emergency.</p> <p><u>6 to 9 storey</u></p> <p>We have now started the survey for our 6 to 9 blocks and have completed surveys on 126 of our 220 blocks. Of the 126 blocks surveyed we have 75 new boxes to install of which 38 have been completed. Once we have completed the surveys and replacements of boxes we will commission fire safety drawings for the 6 to 9 blocks as well.</p>	December 2020
Access to street properties	We now have a project in place to ensure we have access to all the communal areas in our street properties to carry out fire safety assessments, asbestos surveys and other essential maintenance and compliance works such as electrical testing. This is a joint project	December 2020

	with Housing Management, Building Maintenance and the Property and Asset Management Team. To date we have managed to access 54 properties where we had previously been unable to gain access to complete these assessments and works.	
Hoarding project	We have now developed a policy and process for identification of potential hoarders which is currently being piloted by 30 of our DLO operatives. Initial feedback is very positive. Hoarders will be initially referred to the Hoarding working group which includes officers from across the council and then they will be referred to the relevant department to provide support. We intend to roll out the pilot procedure across the whole council so that we can identify hoarders at an early stage and provide valuable support to them going forward.	September 2021
Floor level indicators	We have started to survey all out blocks to find out which blocks have floor level indicators and which need to have them replaced. This will be in line with the wayfinding guidance which has come out of the Grenfell Phase one report. This project will also include painting fluorescent paint on the nose of steps to assist residents with visual impairments where possible.	December 2020

## 6.0 **Changes to legislation affecting Hackney Council**

6.1 Following the Hackitt Review, the ongoing Grenfell Enquiry and the proposed changes to the Building Safety regulations a number of key recommendations are likely to have an impact on the council over the next year or so:

- The introduction of a Joint Competent Authority (JCA), made up of the Health and Safety Executive, the fire and rescue authorities and local authority building control, to oversee enforcement;
- More defined requirements around 'safety cases' being presented to the JCA for review and approval at certain 'gateway points' during the planning, design, construction and occupation phases of a building;
- Clearer roles of responsibility and accountability for duty holders, taking inspiration from the structure of the Construction (Design and Management) Regulations 2015
- More teeth for regulators, through greater enforcement options and penalties for breaches of fire safety and mandatory self-reporting requirements for breaches by organisations.

- We anticipate there will be wholesale change to fire safety regulation in the near future, looking at the whole lifecycle of a building (construction to occupation).
- Organisations who manage residential properties will need to appoint a duty holder who is clearly responsible for ensuring that the building is safe during occupation. This person would be 'an accountable person' who would be legally responsible for ensuring that building safety risks to occupants are reduced so far as is reasonably practicable.
- Organisations will also need to appoint a competent building safety manager who would support the accountable person and would carry out day to day functions of ensuring that the building is safely managed and maintained.
- Specific legal requirements placed on residents, leaseholders and freeholders to cooperate with the Council in maintaining fire safety and health and safety of buildings.

6.2 However, it has been recognised that the Council should not wait for the government to introduce new legislation before taking action and so we have taken the following action in anticipation of legislative changes in the future:

- We have started discussions around how to implement the Building Safety Manager within all our 6 storey and higher blocks to meet the new regulations which are due to come into force in April 2021.
- We have reviewed whether adequate consideration is being given on projects at the early design/ pre-planning stage to fire safety, including the involvement of or consultation with fire experts/ the fire service in discussions and consideration of the impact of changes in design to fire risks on occupation;
- We are working with various other Council's to develop the 'safety case' for 6 storey and above blocks and bringing together relevant documentation in a digital format;
- We are examining current arrangements for resident engagement and working with Housing Management on ensuring we have a robust Resident Engagement Strategy in place for Fire and Health and Safety.
- We are taking the opportunity in contractual documentation and leases to focus on roles and responsibilities with the anticipated additional legal duties to be implemented on residents and leaseholders to cooperate with the Council in relation to fire and health and safety.

## 7.0 **Engagement with the London Fire Brigade**

We continue to work very closely with the London Fire Brigade and we now have a new inspecting officer who has been carrying out regular inspections across Hackney Council's Housing Stock. To date we have not received any notices following these inspections and have received positive feedback on the work that we have carried out to date.

## 8.0 **Communication**

We continue to provide fire safety advice to residents via our internet page and via leaflets and outreach sessions. The Resident Safety team have attended a number of outreach



sessions with the Building Maintenance team and we look forward to continuing these sessions when the restrictions due to Covid 19 are relaxed.

We have recently implemented a new Guidance on Combustible Items in Communal Areas and Balconies in consultation with the Housing Officers and TMOs so that we have a consistent approach to fire safety across all of our Housing Stock. We are in the process of developing a similar guidance for residents which will be added to the Fire Safety Internet site shortly.

We have added all the fire risk assessments for 2018/19 onto our Fire Safety Internet site and we are just completing work on the Resident portal of our fire safety database which was due to go live in April 2020 so that residents could see the fire risk assessments for 2019/20 including actions implemented or outstanding. However this has now been delayed due to Covid 19 but work is due to commence on the final stages of development this month and we hope to have the database up and running by the beginning of September 2020.

**Appendix one**

**Phase one of the door replacement programme**

<b>Block</b>	<b>Estate</b>	<b>Postcode</b>	<b>No. of Flats</b>
<b>A</b>			
Thaxted Court *1-72	Murray Grove 2 Fairbank Estate	N1 7QQ	72
Clinger Court *49-92	Hoxton Street Hobbs Place Estate	N1 5HY	44
Corbiere House *1-56	De Beauvoir Rd De Beauvoir Estate	N1 5SR	56
Granville Court *1-56	De Beauvoir Rd De Beauvoir Estate	N1 5SP	56
Lancrease Court *1-90	De Beauvoir Rd De Beauvoir Estate	N1 5TE	90
Portelet Court *1-90	De Beauvoir Rd De Beauvoir Estate	N1 5TL	90
Rozel court 81-90	De Beauvoir Rd De Beauvoir Estate	N1 5SS	90
Laburnum Court 21-64	Laburnum Court	E2 8BH	44
Kingsgate Estate 79-122	Kingsgate Estate	N1 4DD	44
Bryant Court 95-138	Bryant Court	E2 8EQ	44
Cherbury Court *1-44	Mintern Street St Johns Estate	N1 6TL	44
			<b>674</b>
<b>B</b>			
Pitcairn House *1-93	Frampton Park Estate	E9 6PU	93
Tradescant House *1-65	Frampton Park Estate	E9 7NS	65
Trelawney Estate *59-118	Paragon Rd Trelawney Estate	E9 6PG	60
Trelawney Estate *127-186	Paragon Rd Trelawney Estate	E9 6PQ	60
Trelawney Estate *187-246	Paragon Rd Trelawney Estate	E9 6PH	60
Chelsfield Point *1-44	Banbury Rd Banbury Estate	E9 7DY	44
Granard House *1-105	Gascoyne Rd Gascoyne Estate New	E9 5BW	105
Heathcote Point *1-40	Gascoyne Rd Gascoyne Estate New	E9 5AY	40
Hensley Point *1-40	Gascoyne Rd Gascoyne Estate New	E9 5BE	40
Ravenscroft Point *1-40	Gascoyne Rd Gascoyne Estate New	E9 5BA	40
Selman House 81-53	Gascoyne Rd Gascoyne Estate New	E9 5AP	53
Vaine House *1-105	Gascoyne Rd Gascoyne Estate New	E9 5BU	105

Vanner Point *1-40	Gascoyne Rd Gascoyne Estate New	E9 5AX	40
			<b>805</b>
<b>C</b>			
355 Queensbridge Rd *1-19 (A-F)	355 Queensbridge Road Estate	E8 3JB	114
Angrave Court *1-44	Livermere Rd Acton Estate	E8 4HY	44
Boscobel House	Royal Oak Rd Boscobel House Estate	E8 1BT	46
Lovell House *1-42	Shrubland Estate	E8 4NJ	42
Regents Court *1-44	Pownall Rd Regents Court Estate	E8 4QD	44
Welshpool House *1-69	Welshpool Street Welshpool Estate	E8 3NN	69
Wayman Court *1-80	Wayman Court	E5 3NN	80
Gooch House *1-80	Gooch House	E5 8DQ	80
Hugh Gaitskell House *1-44	Hugh Gaitskell House Estate	N16 5TT	44
Nye Bevan Estate 53-98	Nye Bevan Estate	E5 0AQ	46
Fields Estate *1-46	Lansdowne Drive Fields Estate	E8 4LS	46
Morland Estate *1-46	Richmond Rd Morland Estate	E8 3EY	46
			<b>519</b>
<b>D</b>			
Arakan House *1-36	Burma Court Estate	N16 9DT	36
Chaucer Court *1-40	Milton Grove Milton Gardens Estate	N16 8TS	44
Joseph Court *1-60	Amhurst Park Joseph Court Estate	N16 5AJ	60
The Beckers *9-50	Rectory Rd The Beckers Estate	N16 7QU	42
The Beckers *59-100	Rectory Rd The Beckers Estate	N16 7QX	42
Fleming House *1-40	Portland Rise Portland Rise Estate	N4 2PX	40
Rowley Gardens *2-80	Rowley Gardens Rowley Gardens Estate	N4 1HJ	40
Rowley Gardens *25-103	Rowley Gardens Rowley Gardens Estate	N4 1HH	40
Rowley Gardens *82-160	Rowley Gardens Rowley Gardens Estate	N4 1HL	40
Rowley Gardens *162-240	Rowley Gardens Rowley Gardens Estate	N4 1HN	40
Lincoln Court *1-66	Bethune Rd Lincoln Court Estate	N16 5DZ	66
Lincoln Court *67-132	Bethune Rd Lincoln Court Estate	N16 5EB	66
Lincoln Court *133-198	Bethune Rd Lincoln Court Estate	N16 5EA	66
			<b>424</b>

<b>E</b>			
Charles Gardner Court *1-68	Haberdasher Street Haberdasher Estate	N1 6DS	68
Cherbury Court *63-106	Mintern Street St Johns Estate	N1 6TR	44
Crondall Court *1-44	Mintern Street St Johns Estate	N1 6TZ	44
Sara Lane Court *1-53	Harman Estate	N1 6RH	53
Shoreditch House *1-55	Charles Square	N1 6HL	55
Stanway Court *1-44	Stanway Street Geffrye Estate	N1 6RY	44
Stanway Court *45-88	Stanway Street Geffrye Estate	N1 6SA	44
Bletchley Court *50-69	New North Rd Wenlock Barn Estate	N1 7NY	20
Bletchley Court *70-89	New North Rd Wenlock Barn Estate	N1 7NY	20
Bletchley Court *90-109	New North Rd Wenlock Barn Estate	N1 7NY	20
Cropley Court *89-132	New North Rd Wenlock Barn Estate	N1 7NY	44
Evelyn Court *45-64	New North Rd Wenlock Barn Estate	N1 7HH	20
Evelyn Court *65-84	New North Rd Wenlock Barn Estate	N1 7PS	20
Evelyn Court *85-104	New North Rd Wenlock Barn Estate	N1 7PS	20
Parr Court *1-44	New North Rd Wenlock Barn Estate	N1 7JD	44
Wimbourne Court *31-74	New North Rd Wenlock Barn Estate	N1 7HD	44
Caliban Tower *1-54	Myrtle Walk Arden Estate	N1 6PW	54
			<b>604</b>
Seaton Point *1-84	Seaton Point	E5 8PZ	84

Wednesday 06th May 2020

## **Resident Liaison Group, Submission to Living in Hackney Scrutiny Commission**

Dear Cllr Patrick,

Subject: **Housing Services Fire Safety Update**

The Resident Liaison Group (RLG), would like to make the following submission, with comments and recommendations in respect of fire safety issues for the upcoming Living in Hackney Scrutiny Commission.

Firstly, Hackney Council in reaction to the Grenfell tragedy took some excellent steps to reassure and arrange areas that needed to be checked and the Resident Safety Section being put in place was most welcome. Overall a lot of work has taken place which has been good but of course there is a need for more improvements to ensure the safety of all.

Some of the main issues follow:

The disappointment that gas safety checks had only occurred for tenants has been a bone of contention for many years but we are glad to see that a common sense approach has been put in place and all gas checks are now needed and more importantly, proof must be provided to show that necessary checks have taken place. The big challenge is how the Council is going to ensure that all leasehold and freehold properties provide annual gas certificates. A robust enforcement process needs to be put in place to ensure nothing slips through the net.

**RLG Recommendation 1; The RLG would like to be involved in reviewing and scrutinising the fire safety Key Performance Indicators (KPIs) on a regular basis and would like to see targets and outcomes published on the website by estate, quarterly.**

Leaseholders and Freeholders are now being asked to have an electrical check. The wording implies that at some point the Council might ask for a certificate which is a nod to the fact that there is not a robust system in place and will still put all tenures at risk on a quarterly basis in the interests of transparency. The lack of resources to deal with the issues is just no excuse when safety is paramount.

**RLG Recommendation 2; The RLG recommend for Hackney Council's Direct Labour Organisation, to offer a gas and electrical safety check service to Leaseholders and Freeholders with opportunities for Leaseholders and Freeholders to buy into this service if they choose.**

Many balconies are being used for storage areas with hazardous material on them. This issue also needs to be addressed in a robust way. Some areas have been reported but the material still remains. Likewise items stored in sheds and garages should also be checked. Especially when garages are located underneath blocks of flats. Residents have also erected wooden structures on their balconies to add further living space to their flats. This is particularly concerning.

**RLG Recommendation 3; The RLG recommends for the Council to introduce a strict policy against balconies being used incorrectly.**

During the recent past, Hackney Council sent out letters to residents with clear instructions, not to use barbecues on balconies. What have been the outcomes of these actions and have these actions reduced the use of barbecues on balconies and the associated fire risks?

**RLG Recommendation 4; The RLG recommends the Council incorporate barbecue checks into estate inspections to ensure balconies are being used correctly. Barbecues are not just taking place on weekends but during weekdays also.**

Recently there was a report from a resident that burning had been smelt. The smell was coming from a nearby flat but no smoke alarm was triggered. A regular major campaign is therefore needed to ensure that residents check their smoke alarms.

There was also a near miss with a neighbour who fell asleep whilst cooking was taking place. A neighbour nearby smelt a burning smell coming into her flat and only after constantly knocking on the neighbour's door did the resident wake up. The whole landing was filled with smoke when the neighbour finally opened her front door. The smoke alarm was not working. This neighbour did not have English as her first language and therefore it seems that any campaign on this subject needs to be translated into the various languages spoken across the borough.

One estate was disappointed with incorrectly installed fire doors, incorrect lighting and incorrect signage which turned out to be flammable. These were all identified by the Council's own team. The work needed to be rectified.

**RLG Recommendation 5; The RLG recommends the Council introduce a more robust scrutiny to monitor the work of contractors.**

There is also concern around the Asset Management Strategy. Whilst we understand the front door programme- that priority for work is on tall blocks, there are still some lower blocks which still have original doors from when the estates were first built. These doors do not meet any fire regulations. Likewise the arrangements for front doors for leasehold properties in the Stamford Hill area have left a lot to be desired and the hope is that when we come out of the current situation proper arrangements will be put in place.

Clearly the lack of communication between the Asset Management team and the Leasehold Services team has been a major factor. We need complete transparency and accountability



from both of these service areas. We must see how teams arrive at their strategies when such programmes take place.

**RLG Recommendation 6; The RLG recommends clear communication across different service areas to improve collaborative working within the Council.**

The programme of self closers being put in as precautions prior to new doors being installed, was a good idea but hasn't quite taken off as it should.

**RLG Recommendation 7; The RLG would like to see information published by estates on the Council's website on a quarterly basis.**

**RLG Recommendation 8; The RLG would like to be involved in the procurement process for Major Works Contracts and other building/repairs contracts.**

Last but not least, the Resident Safety team has been welcomed by all. The team are always approachable. What is clear is the need for more resources to ensure all parts of Resident Safety is maintained and enforced properly so all residents feel safe where they live.

**RLG Recommendation 9; The RLG would like to see extra permanent resources in the Resident Safety team.**

Kind regards,

Helder Da Costa & Steve Webster  
RLG Co-Chairs  
On behalf of the RLG

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<b>Living in Hackney Scrutiny Commission</b> <b>15<sup>th</sup> July 2020</b> <b>Item 6 – Minutes of the Previous Meeting</b>	Item No <b>6</b>
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### Outline

The draft minutes of the meeting of the 23<sup>th</sup> June 2020 are enclosed.

### Matter arising from 23<sup>rd</sup> June 2020 meeting:

One action arose from the meeting of 23<sup>rd</sup> June 2020. The action and response are detailed below.

#### **ACTION 1 (Stop and Search):**

Overview and Scrutiny Officer to schedule a meeting date for further discussion about trust and confidence.

#### **RESPONSE**

The meeting date for a further discussion has been scheduled for the 9<sup>th</sup> November 2020 LiH meeting.

### Action

The Commission are asked to review and agree the minutes, and to note the responses to actions arising from previous meetings.

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London Borough of Hackney  
Living in Hackney Scrutiny Commission  
Municipal Year 2020/21  
Tuesday, 23rd June, 2020

Minutes of the proceedings of  
the Living in Hackney Scrutiny  
Commission held at  
Hackney Town Hall, Mare  
Street, London E8 1EA

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**Chair:** Councillor Sharon Patrick



**Councillors in Attendance:** Cllr Sade Etti (Vice-Chair), Cllr Anthony McMahon, Cllr M Can Ozsen, Cllr Ian Rathbone, Cllr Penny Wrout and Cllr Anna Lynch

**Apologies:**

**Officers In Attendance:** Karen Law (Partnership Strategic Analysis and Performance Manager), Maurice Mason (Community Safety Manager), Gerry McCarthy (Head of Community Safety, Enforcement and Business Regulation) and Tim Shields (Chief Executive)

**Other People in Attendance:** Chief Supt Marcus Barnett (Hackney Borough Commander, Metropolitan Police), Councillor Caroline Selman (Cabinet Member for Community Safety, Policy and the Voluntary Sector), Councillor Carole Williams (Cabinet Member for Employment, Skills and Human Resources), Emmanuel Onapa (Campaigns manager), Tim Head (Account Group Project Officer) and DCI Daniel Rutland (Detective Chief Inspector)

**Members of the Public:**

**Officer Contact:** Tracey Anderson  
 0208 356 3312  
 tracey.anderson@hackney.gov.uk

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**Councillor Sharon Patrick in the Chair**

**1 Apologies for Absence**

1.1 Chair informed meeting participants of the virtual meeting etiquettes.

1.2 No apologies for absence.

**2 Urgent Items / Order of Business**

2.1 Discussion was as per the agenda.

### 3 Declarations of Interest

3.1 No declarations of interest.

### 4 MPS Hackney - Stop and Search & Trust and Confidence

4.1 The Chair welcomed to the meeting Detective Chief Superintendent Marcus Barnett (BCU Commander) and Detective Chief Inspector Dan Rutland. Tim Head, Project Co-ordinator and Emmanuel Onapa, Account Campaigns Manager from HCVS Account Youth Independent Advisory Group and stop and search monitoring group for Hackney.

4.2 Verbal updates and presentations were provided from the Metropolitan Police Service for London Borough of Hackney and the YIAG (The Account is the Youth Independent Advisory group and stop and search monitoring group for Hackney).

Time code in recording 2.30

4.3 The Chair explained the back ground to this item and outlined the promises of the previous Borough Commander made to the Commission in their discussions at the LiH in January 2019.

- they would train officers to use cameras
- Make sure officers did not have their coats over the camera or facing shoes.
- Work with schools and talk to pupils to understand stop and search.

4.4 A year on the Commission wanted to consider if trust and confidence in the police from the community had improved.

4.5 At this meeting the LiH Scrutiny Commission looked at Stop and Search and Trust and Confidence.

Time code in recording 4.08

4.6 The Borough Commander commenced his opening statement by acknowledging the current climate and tensions within the community from the events of recent weeks – citing Covid-19, the lockdown, economic impact and the tragic incident in America with the death of George Floyd and the Black Lives Matter campaign. The MPS acknowledged the hurt and pain the Afro-Caribbean community is feeling and recognised the impact of this on the residents of Hackney.

4.6.1 The Borough Commander explained how trust and confidence is complex and has spanned a number of years, and is as a result of the work that they do in communities, how they police in the community and enforce the law. Highlighting for some sections of the community this is a very real issue.

4.6.2 The officer agreed in Hackney trust and confidence was low and that he was the officer responsible for improving this. Explaining he has a duty to work with the community and partners to build and raise confidence. Recognising Hackney Police have a lot of work to do but wished to work alongside the community. The Borough Commander made clear he was committed to the community of Hackney.

Time code in recording 9.05

- 4.6.3 It was confirmed body worn cameras have been rolled out in Hackney. Hackney is in the process of implementing the second iteration of body worn cameras which are better quality, robust and have a more stable platform in terms of usage. This has been rolled out across main stream policing.
- 4.6.4 It was explained all the officers are trained to use the body worn video and this sits alongside clear guidelines, processes, procedures and policies. These provide officers with clarity on how and when to use body worn cameras. There was a cultural period where officers were getting used to wearing body worn cameras. Now the majority of Hackney Police do wear and use the cameras.
- 4.6.5 The Borough Commander emphasised the work and activity of the police is open to scrutiny. As a public service the Police are held to account. This covers public complaints about arrests, use of force, stop and search etc.

Time code in recording 13.32

- 4.6.6 The Police acknowledged the dip in trust and confidence particularly in 2017/18 following events in the borough. Last year the rating was around 50%. At this point the borough was experiencing a 40% increase in the number of robberies and an increase in the volume of ASB, drug use and weapons.
- 4.6.7 The police pointed out the information shows there is an overwhelming volume of Afro Caribbean young men involved in violent offences linked to gangs, robberies and the usage of weapons in Hackney.
- 4.6.8 The police pointed out the work they have done to keep the community safe. This involved setting up new teams to look at violence, dedicated resources focused on robberies and offences of robberies. Increased capacity to work on the streets and work with the Integrated Gangs Unit. They look at various options including diversion, housing, education and not just the traditional methods of enforcement.
- 4.6.9 The police referred to the use of force and acknowledged the use of stop and search, Section 60s Tasers and handcuffing was a key issue for the community.

Time code in recording 16.00

- 4.6.10 The police also pointed out until the Covid – 19 pandemic Hackney had a very busy night time economy particularly concentrated in Shoreditch but also in other parts of the borough too. Highlighting Hackney has more licensed premises than Westminster.
- 4.6.11 The NTE attracts lots of offences linked to drink, drugs, sexual offences, violence and public disorder. These crime trends were of particular concern to the community safety partnership and the police have worked with partners to reverse and manage this trend.
- 4.6.12 The police set up a team to drive down crime and pointed out this involved taking enforcement action. Their commitment to the borough means they will not shy away from law enforcement action to tackle crime and as a result of

their work they have seen a 2% reduction in robbery as opposed to an increase like last year.

Time code in recording 16.11

4.6.13 The police talked about enforcement, community concern, and reasons why they need to use stop and search. The police explained to tackle offences such as robbery and violent crime they must use the powers of stop and search and Section 60s. They have to stop and talk to people. Particularly where incidents of robbery and knife offences to inflict injury are happening. The police is duty bound to follow up on what the intelligence tells them and where the offences are happening including the particular times of day.

4.6.14 The police explained with a significant increase in violence they had to take enforcement action to keep the community safe. This means using the activity of stop and search and Section 60s. As a result they are working with young people groups and have set up a youth engagement team to work with schools and do other aspects of community engagement work with young people linked to cadets and volunteers.

4.6.15 The police enforcement work has helped to reduce level of violence and people being injured and killed.

Time code in recording 19.46

4.6.16 In relation to the statistics about stop and search, proportionality and coding. The information tells them that in Hackney linked to violent crime and drugs there is a large number of African and Caribbean young men aged between 15-24 years involved in these crime types. Particularly in relation to robbery and in gangs.

4.6.17 Therefore in relation to what they do and how they search people this is led by the intelligence and they go where the crime is being committed.

4.6.18 The police pointed out if this shows disproportionality it is because a large number of African Caribbean young black males are believed to be involved in drugs and violence linked to gangs so are being stopped and searched for weapons.

4.6.19 Hackney Police do not work to the BUSS system (this outlines the home office guidance for best use of stop and search) but they adopt all the principles of it.

4.6.20 In reference to the arrests rate approximately 20% stopped and searched result in an arrest outcome. When doing a stop and search the officer works on intelligence and the belief they have lawful grounds to stop and search - either under PACE or section 23. That is the suspect meets the description or they are acting in a certain way. Stop and search is intelligence led and acted upon where an officer believes the person may have a weapon or is about to commit an offence.

Time code in recording 22.47

4.7 The Account IYAG presentation and points raised in response to Hackney Police opening statement.

- 4.7.1 The Account Project Co-ordinator outlined the following points in response to the Borough Commander's opening statement.
- a) There has been no explanation from the police on their own statistics. In March 2020 it shows 9 out of 10 young black people are more likely to be stopped and searched under Section 60 powers. And in general 4 times more likely to be stopped and searched.
  - b) Police explanation for this is that African Caribbean people are carrying out the violent crime. The officer pointed out even if that was the case Hackney's statistics show 50% of the stop and searches are for drugs not violent crime or robbery. Research from across the country shows that drug crime is not carried out predominately by black people as described by the police. The police have failed to give an explanation about the statistics for stop and search.

Time code in recording 25.18

- 4.7.2 The Key points from the presentation were as outlined below.
- 4.7.3 The IYAG research was been led by young people and commenced March 2019.
- 4.7.4 The research involves a mixture of interviews and analysis of statistics. Some are police statistics and other survey data.
- 4.7.5 The research covered the 4 areas listed below. The focus of the update covered the first 3 headings.
1. Trauma
  2. Trust
  3. Accountability
  4. Policing and education.
- Under Trauma the key points were:
- 4.7.6 There is psychological long term impacts from being stopped and searched particularly with use of force and handcuffs.
- 4.7.7 Over the last 3 years the use of handcuffs has increased by 158% and this correlates with the increase in stop and search.
- 4.7.8 Young people are observing more of this in their streets.
- 4.7.9 The humiliating nature of being put in handcuffs can also impact on how a young person sees them self.
- 4.7.10 There have been a few high profile incidents in the borough around this issue recently.
- 4.7.11 Young people's view is they are being racial profiled from a young age. Viewed as having links to gangs from the age of 11/12 years old. The commented often this can become a self-fulfilling prophecy.
- 4.7.12 The relationship with the state is broken at a young age. This can be really damaging and result in young people falling into crime from a young age.

4.7.13 Referred to statistics on use of section 60 and the disproportionate use in March 2020.

4.7.14 Highlighted there are historic issues in Hackney with the use of Section 60s as campaigns that this being target at black people. This is supported by the statistics.

4.7.15 Black people are 9 times more likely and 40 times more likely nationwide to be stopped and searched under Section 60 powers.

Under Trust the key points were:

4.7.16 Very low trust in the Police by young people. Often linked to personal experience or observations.

4.7.17 A large proportions of young people do not feel they can trust the police if they need help from gang crime and serious violence. The view is take matters into your own hands.

Under Accountability the key points were:

4.7.18 Young people feel powerless to holding the police to account and getting their views across.

4.7.19 No getting justice or trust in the police complaints system.

4.7.20 Cases like Rashan Charles have been a huge shock wave and impacted on the community.

4.7.21 Trust has dropped from 80% in 2017 to 50%.

4.7.22 There is the perception the Police and IPCC are working together. This is nationwide view.

4.7.23 The problems with accountability in Hackney is historic and go back generation in terms of deaths and accountability.

Time code in recording 33.08

4.7.24 Through their research they have made a number of recommendations to the Central East Basic Command Unit (BCU)

- Significant improvements needed in use of body worn cameras (BWC)
- Fundamental changes needed to develop effective transparency and accountability around racial disproportionality
- BCU needs to sign up to the Home Office Best Use of Stop and Search (BUSS) scheme.
- Handcuff usage and its impact on community relations needs independent evidence-based evaluation.

4.7.25 They want to see evidence that shows what is actually reducing crime in Hackney.

4.7.26 There are recruitment concerns. Police officers not staying from long. On average 1-2 years. This is from the bottom to senior officers.



4.8 **Question, Comments, Discussions and Answers**

Time code in recording 10.35

- (i) **The Chair asked the police to provide some comments on the statistics in the agenda on stop and search. The Member pointed out they overwhelmingly show Hackney police are stopping and searching black males. The Chair asked the Borough Commander to explain further about this trend.**

- (ii) **The Chair also asked the Borough Commander to comment on some of the recent events in the borough such as the incident in Dalston that had been reported as the police using excess force on a shop lifter.**

Time code in recording 35.53

- (iii) **A question from Cllr Rathbone referred to the police statistics and an age group of 10-14 year olds being stopped and searched. He was concerned about the police stopping and searching young people aged 10 and 11. The Member asked if the approach taken towards this age group was different to the approach for adults.**

- (iv) **The Member also referred to the statistics on ethnic appearance. Pointing out it seems to indicate more white people are being stopped. The Member asked if the category white included the Turkish ethnic group.**

Time code in recording 37.14

- (v) **Cllr Lynch extended her sympathy to officers recently assaulted and wished them a speedy recovery.**

- (vi) **The question from Cllr Lynch referred to the statistics showing a low percentage of females stopped and searched. The Member enquired if the police have a strategy to manage any potential increase given that girls can be at risk from exploitation by gangs.**

- (vii) **In reference to the IYAG research the question from Cllr Lynch asked if their research looked at gender specific risks to stop and search. Enquiring if they investigated if the females stopped and searched are from a particular ethnic background.**

Time code in recording 38.25

- (viii) **Cllr Wrout acknowledged police concern about crime and the need to address this. The Member enquired if the police were over using stop and search to address this. The statistics indicate in May there were more weapons searches in Hackney than in London. However Hackney's arrests rate from these searches was lower. The Member commented this may not be a solution in the long term despite there being a short term positive affect on the figures.**

Time code in recording 39.45

- (ix) **The Member referred to the use of handcuffs and comment the Commission was surprised at the use of handcuffs for stop and search and now the large rise in use. The Member enquired what proportion of stops under Sections 60s use handcuffs? Is the data collated? Pointing out this type of stop requires scrutiny so feels it is important to know what proportion of Section 60 stops have had handcuffs used.**

- Time code in recording 40.51
- (x) **The Member referred to the body worn cameras and asked if the police monitor if officers repeatedly report their body camera not working. The Member wanted to know if there are officers that do this. A year ago the Commission was informed this would be monitored. Has this happened? What are the sanctions for repeat offenders?**

- Time code in recording 41.50
- (xi) **There was a question from Cllr Ozen about CCTV and if the camera and CCTV department help the police to address crime and find the right persons to stop and search. The Member enquired what could be done to make CCTV more helpful to police work.**

Time code in recording 44.00

In the Borough commander's responses he confirmed the number of young people in this age group was small. But he shares the concerns raised. He works on the basis of officers applying the grounds for searches i.e. there has been a need and the grounds are met.

It was confirmed they do apply the same process, style and approach to stop and search for the young people age group.

- (xii) **For clarification Cllr Rathbone asked if they handcuff 10, 11, 12 and 13 year olds.**

In response the Detective Chief Inspector informed hand cuffing was subjective and the law requires the police officer to make a decision. If an officer believes or suspects they are a threat an officer has the right to handcuff.

Although the police accepted handcuffing can be a trauma it is also used for protection so they do not swallow drugs.

There should be a good reason to handcuff and although it sounds harsh the age is irrelevant.

The police highlighted a 14 year old can look like a 16/17 year old. The police officer will only find out their age when they have stopped and searched and obtain their details.

If they have concerns about a young person in relation to vulnerability, weapons and drugs they will flag with safe guarding and partners.

In response to the people categorized as white ethnicity. The Police will ask people or go by their appearance if the information is not forthcoming. In this group there is a code for differentiation. The category depends on officer determination and the conversation with the individual.

As an officer stopping a person suspect the individual of having a knife, weapon or drugs there are reasons for handcuffing to keep the officer safe and prevent a crime being committed.

It is impactful handcuffing but aimed at making sure the young person does not panic and try to swallow any drugs if they have drugs on them.

The police officer pointed out handcuffs should only be applied if they feel there is a need.

- (xiii) **For clarification the Chair asked if handcuffing was a decision by the officer.**

In response the officer confirmed it is.

Time code in recording 50.51

- (xiv) **The Chair presented a scenario where a young person feels they have been racially profiled and wants to make a complaint. If there is no criteria for a police officer to be judged on how can they determine the outcome if the stop and search and handcuffing is subjective to the officer?**

Time code in recording 51.29

In response the Detective Chief Inspector informed if a person is stopped based on racial profiling the officer would not give an explanation or have reasonable grounds for the search. If the officer has turned on their camera and there is no grounds for search they will see. If that was the case the person would have a fair case to present a complaint for racial profiling.

The use of force is totally for the officer to justify. Officers should be accountable and turn on the camera so the grounds would be a matter of fact and explained on camera.

Time code in recording 52.40

- (xv) **The Chair explained if it's subjective and all done by the book. It would be hard to prove racial profiling if subjective because they do not know the thoughts of the officer and there is no criteria to go by.**

Time code in recording 53.16

In response the Detective Chief Inspector explained that was the law. Any use of force is for the officer to justify. If they receive a call and in their view the suspect matches the description or they are in an area with a high volume of gang related crime and cannot account for why they are there or it is the early hours of the morning. These are all grounds for a stop and search. They have a trust the officer.

Time code in recording 55.00

- (xvi) **Cllr Etti referred to matching the description and asked if they applied and used the home office guidance for best use of stop and search.**

- (xvii) **The Member referred to the use of force and officer discretion to use handcuffs. The Member pointed out 10-14 year olds are children. The Member referred to a video on twitter showing a person in handcuffs being punched by an officer. The Member asked the police to explain this action?**

- (xviii) **The Member enquired if there has been any professional development for police officers as outlined by the previous Borough Commander?**
- (xix) **The Member referred to drugs and enquired what support was provided to young people aged 10-14 to avoid mental health and better support the life of the child.**
- (xx) **The Member extended her sympathy to officers recently assaulted in Frampton Park and wished them a speedy recovery.**

Time code in recording 59.49

The Account IYAG response to question raised by Members earlier were:  
In relation to females in their research this was not investigated. They will take this point away for consideration.

Following the research the IYAG made recommendations about body worn camera. Young people pointed out there are still issues with officers not turning the camera on.

The IYAG pointed out just having an encounter filmed is not enough accountability for a young person wrongfully stopped and searched or subjected to excessive force. What is of value is how the footage is used, who views it, who evaluates and assesses whether the use of force is justified. That is important.

The structure of the police means it is down to the police officer to justify their action. Then senior level look into this. However in the community young people do not want to complain because they do not want the case investigated by the same people (police).

The complaints process is a broader issue that needs a review of the system for complaints and accountability. They need to be mindful of this when discussing body worn cameras as evidence. The key is what is done with the footage to make a case.

The IYAG pointed out there was still no answer to explain the reasons / rationale for racial disproportionality in figures. There is no disagreement about crime, gangs, serious violence, robberies and that certain communities involved. But that does not explain disproportionality.

Time code in recording 1.03.09

In response to earlier questions the Borough Commander provided the following responses.

For females stopped and searched they have a strategy. He confirmed the same approach is applied for the stop and search. They will have a female officer for search if possible to maintain dignity.

In response to the query about weapons searches for Hackney in May 2020 being the highest in London. The police officer pointed out Hackney has the highest level of robbery offences in London. Hackney has had additional resources in the form of TSG, violent crime task force and new recruits as they

build police numbers in London. Therefore there were more officers out on the streets particularly in lockdown to make sure people were adhering to the rules. They carried out stop and search activity because violence and robbery were still occurring.

The Borough Commander informed the Commission the officers from HCVS Account were invited to a Gold meeting. They were invited because the police want to work with the community to improve relations. They acknowledge they do not always get things right and that their officers have to account for their actions and that there is scrutiny.

There was no immediate data at the meeting about the use of handcuffs for Section 60s. However in the last year they have had 37 Section 60s in Hackney, which is an average of 15 searches for Section 60s.

The police officer explained section 60s are set up to prevent serious violence in an area or to prevent violent crime from occurring. Therefore they may see more people handcuffed during the period of a section 60.

Time code in recording 1.07.21

- (xxi) **In response to the police officer points about section 60s and handcuffing. Cllr Wrout referred to section 60s and explained from the information presented handcuffs were more likely to be used. The Member pointed out the impact this would have on tensions and can be perceived as a disproportionate impact on the people in the community being stopped and search. The Member also pointed out it looks very aggressive.**

Time code in recording 1.08.31

In response Detective Chief Inspector explained for section 60s they do not need to give legal grounds for search but do need lawful grounds for handcuffing. Handcuffing should still be completely justified and rationalised with conversation and an explanation.

The police officer pointed out the legality of the stop and search and use of handcuff is two separate issues.

Time code in recording 1.10.29

- (xxii) **Comments from Cllr Williams, Cabinet Member Employment, Skills and Human Resources explained the Cabinet has been in discussions about community tensions following the Black Lives matter movement and murder of George Floyd.**
- (xxiii) **The Cabinet Member commented she had hoped the presentation from the police would match that of the IYAG making reference to police figure and community relations. Account gave a good presentation.**
- (xxiv) **In comparison the Cabinet Member explained she heard the police give a description about policing in the borough based on beliefs, feelings and should; rather than facts and statistics.**
- (xxv) **Pointing out taking into consideration the last few weeks they should have heard more from the police about the facts and statistics of the**

**borough to respond to the community's growing concerns about policing and community relations. This was a missed opportunity.**

Time code in recording 1.13.09

The final responses to the questions from the Borough Commander were:

All the comments, concerns and questions have been heard.

It was pointed out Hackney police work hard to embed themselves within the local authority and reach out to the community. They do have areas of improvement but their view is they have been making progress. They work to understand and improve what they do.

Hackney Police are committed to working with Account to look at training, stop and search, how they train officers for stop and search and to talk about handcuffing.

Officers have to use their judgement but to give context to the situation in London officers have experienced a 20% increase in assaults on the street.

In relation to disproportionality there is intelligence that indicates the people they need to target to reduce the elements of crime are black African and Caribbean males who are involved in violence and crime and included in the crime profile are crimes related to gangs, drug trafficking, county lines and using drugs. They are not racially profiling young African Caribbean men.

The Borough Commander issued an open invitation to meeting attendees to come and view the work of the police and to look at their police activity.

(xxvi) **The Chair closed the item and pointed out there were a number of controversial points raised in the meeting. The concerns and loss of faith by the community in the police was coming out strongly. The Commission recognised the Police's partnership work and work with the council. However this discussion needed a further meeting.**

Members agreed to a further meeting.

<b>ACTION</b>	Overview and Scrutiny Officer to schedule a meeting date for further discussion about trust and confidence.
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## 5 Community Safety Partnership Plan 2019-2022

5.1 The Chair welcomed to the meeting Cllr Caroline Selman, Cabinet Member for Community Safety, Policy and the Voluntary Sector; Tim Shields, Chief Executive and Co-Chair of the Community Safety Partnership (CSP); Gerry McCarthy, Head of Community Safety, Enforcement and Business Regulation; Maurice Mason, Community Safety Partnership Manager and Karen Law, Partnership Strategic Analysis & Performance Manager from London Borough of Hackney. Also in attendance for this items was the Co-Chair of the

community Safety Partnership Detective Chief Superintendent Marcus Barnett (BCU Commander) from Hackney Metropolitan Police Service.

- 5.2 The Living in Hackney Scrutiny Commission has the statutory duty to scrutinise the work of the Community Safety Partnership in London Borough of Hackney. At this meeting the commission received an update on the progress to date against the community safety partnership plan. The commission would also review the strategic priority area *street based drug market and substance misuse* to consider the coordinated response of the Community Safety Partnership (CSP) to tackle street drug dealing and associated ASB.

Time code in recording 1.29.22

- 5.3 The Chief Executive of Hackney Council commenced his opening statement highlighting the points below.
- 5.3.1 The agenda has a copy of the Community Safety Plan which outlines the strategic priorities.
- 5.3.2 The plans contains 4 strategic priority areas:
1. Serious Violence and Gang Crime
  2. Alcohol Related Crime & Disorder (in particular licensing and safer socialising)
  3. On Street Drug Markets and Substance Misuse
  4. Domestic abuse / Violence Against Women and Girls (VAWG).
- 5.3.3 Adjacent to this plan are action plans for each area.
- 5.3.4 There have been discussion the previous night and at the meeting tonight on the impact of the crimes on the community and disproportionate impact.
- 5.3.5 It is key to think about how they can make Hackney a better place in a balanced way whilst thinking about how they can support young people. This includes tackling poverty, delivering outcomes through better education, job opportunities and better housing. Reducing crime is key to making Hackney a better place to live for everyone.
- 5.3.6 In developing the community safety partnership pla there was engagement with the voluntary sector and other partners. The community safety partnership plan is evidence based with priorities drawn out from the strategic needs assessment.
- 5.3.7 The main ambition is to keep the residents of Hackney safe and provide opportunities. In the assessment a point that came out strongly from residents was the need to focus on drugs and the drug market and to recognise the impact it was having on their daily lives. In particular street based dealing. This is also an impact within the night time economy (NTE). The NTE is appreciated by Hackney and enjoys the benefits but this area also needs to be regulated.
- 5.3.8 The area of drugs was highlighted as a strategic priority not just because it is a key area of local concern but that Mayor's Office for Policing And Crime (MOPAC) also require local authorities to have a plan with strategic priorities. Although drugs is not a London wide priority this is a local priority to make the borough safer.

- 5.3.9 The Council uses its community safety enforcement team to pick up and identify issues that need to be addressed. But the community safety team has limited powers. Therefore they decided to make this a key priority within the community safety partnership to tackle hot spot areas.
- 5.3.10 They are aware of the need to provide support. There also has to be recognition of the impact of drug dealing on users and crime and that young people can get drawn into this area.
- 5.3.11 Data is collated from various sources to understand the picture. But it is an area they believe is under reported.
- 5.3.12 Interventions are not just enforcement they also think about how to support people out of crime and the interventions needed to tackle drugs and crime.
- 5.3.13 They need to think about diversion, support, talking to the community to understand the underlying causes of the activity. Therefore supporting drug users, young people and helping people out of crime. There are a number of services commissioned to support this work.
- 5.3.14 Therefore their main focus is not just enforcement but also about looking at how they provide support and interventions too.
- 5.3.15 In relation to key performance statistics for this area they are challenging. This is due to the complexities around reporting, arrest and convictions but also about obtaining the feedback from residents about the success of interventions.

#### 5.4 Question, Comments, Discussions and Answers

Time code in recording 1.40.10

- (i) **The Chair pointed out since lock down she has noticed an increasing number of people openly smoking drugs in the park. The Member asked about the arrest rate and enforcement action for this?**

Time code in recording 1.41.13

The Community Safety Partnership Manager advised they have done a detailed analysis on all the parks including Anti Social Behaviour (ASB), Covid-19 and drugs taking. There is also a detailed analysis on the NTE.

In relation to Enforcement Officers they do not have any primary powers around drug possession. Therefore they do not have the powers to stop and search or arrest an individual. But they do have powers to interject, issue ASB warnings, seek injunctions and have other civil remedies.

For example the Council is currently in the process of collating evidence to inform the application for an injunction in the London Fields park area.

The information about the number of fixed penalty notices, ASB warnings and community safety protection notices will follow shortly.

The officer pointed out in some cases a person taking drugs can exhibit other forms of ASB behaviour.



Through their weekly and monthly tasking meetings (which the police attend alongside other partners) there is enforcement. This is supported by other interventions (as outlined earlier) and a lot of work through their outreach worker who links in with various partners inside and external to the council to prevent drug taking from happening. This work is very much led by reporting, professional assessment and analysis.

When enforcement officers take action they keep a track of the action taken. This is collated and incorporated by the Partnership Strategic Analysis & Performance Manager into the analysis.

Drug taking is a criminal offence but the drug dealing has the most pernicious effect on a community. Through working with the police, the police have introduced a local operation that has led to a number of arrest for drug dealing in an area. This initiative is now moving its focus onto other hot spot areas in the borough. Giving them an audit trail of all the activity.

Time code in recording 1.45.30

- (ii) **The Commission put on record their thanks to all the enforcement staff, parks staff and the police who have had to manage the upsurge of ASB in parks.**

Time code in recording 1.46.07

- (iii) **The Chair referred to the previous discussion under item 4 about the disproportionate number of young black men being stopped by the police for drugs. The Member pointed out (this is not backed by statistical analysis) from her observation it is not young black men smoking drugs in the park. Therefore her question related to what action was being taken for this group in comparison to the action taken on another parts of the community related to the same crime area but who feel they are being targeted by the police.**

Time code in recording 1.47.02

The Community Safety Partnership Manager acknowledged the point being made and highlighted the NTE is not predominantly young black men.

The Community Safety Team are keen to ensure they use their ASB policy powers in a way that is proportionate and is not led by the race of the person but the criminal activity. However it was acknowledged there needs to be a focus on the drug dealers than the people taking drugs.

Time code in recording 1.48.45

The Chief Executive and Co-Chair of CSP explained there may be a perception that the Council is not doing as much as they can in relation to enforcement in open spaces. The Officer pointed out the Council is using all the powers they have particularly in relation to ASB policy in relation to incidents like public urination. They are exploring all options to ensure the parks and open spaces can be used safely by all the community. But acknowledged they also need to address people dealing drugs within the community.

Time code in recording 1.50.38

The Head of Community Safety, Enforcement and Business Regulation confirmed the community safety officer would not issue a fixed penalty notice to a person under the age of 18.

In relation to the issue of ASB warning they record the demographic information.

The Council's enforcement officers use the full range of powers they have from the ASB Crime and Policing Act. Last month they successful secured an extension to a closure order they received from court for drug dealing. This was causing ASB to the residents around them. They also have received 2 further orders in respect of a block of flats with extensive drug dealing. These are for 3 months and can be extended. The Council is using the powers they have to tackle ASB related to drug dealing.

There are many people not reporting drug dealing through fear etc. But unless there is reported to the police it will not come to their attention. The officer wanted to encourage more reporting to help put it high up on the radar of the police.

Time code in recording 1.52.20

The Community Safety Partnership Manager clarified there is no injunction in London Fields Park but highlighted this was used as an illustration of the fact they consider all the options in partnership with the police. The Council does consider both civil and ASB powers within their remit.

Time code in recording 1.53.15

- (iv) The Chair suggested they also discuss the NTE and the affect it was having on residents in the local area.**

Time code in recording 1.53.41

- (v) Cllr Etti acknowledged the problems from drug dealing particularly on estates. But her comment related to the speed of the response and getting feedback about resolutions after logging and police attending. The Member asked if there would be a more speedy response now there was a focus on this as a priority?**

- (vi) The Member echoed the points made by the Chair in relation to the impact of the NTE on residents and how the Council is working with them.**

Time code in recording 1.55.43

The Chief Executive and Co-Chair of the CSP pointed out this came under the community safety pan's strategic priority 2. He wanted to reiterate that they want to encourage people to report any suspicion of drug dealing at a venue to the Community Safety Team or the police. They have closed venues.

The officer highlighted this priority is also about safer socialising for people and in particular women feeling safe going home.

Time code in recording 1.58.11

The Head of Community Safety, Enforcement and Business Regulation pointed out the NTE is a strategic priority in its own right. But drug dealing is a significant problem too for areas like Shoreditch and other NTE locations.

They have put a specific focus on drugs and associated ASB. It was highlighted that enforcement officers with the police run a night time operation to target specific places. This is funded by the night time levy.

The patrols involve a number of services: police, council licensing, TSG, safer neighbourhood teams, police neighbourhood task force team and police neighbourhood improvement district.

Focusing on prevention engagement and enforcement for crime but also focusing on links to planning and environmental objectives particularly for Shoreditch.

They have done work on safer socialising too. Developing training packages, advertising at Christmas and the night safety charter. They are also looking at an online portal to offer training to businesses.

Time code in recording 2.00.36

The Community Safety Partnership Manager acknowledged the volume of analysis by the Partnership Strategic Analysis & Performance Manager and how instrumental it has been and has helped the police to focus finite resources.

Through the Night Time Levy Board they have tried to implement a problem solving approach to cover the offender aspect, raise awareness of victims, design out crime and work with licensees.

They have a plan in place for when the NTE reopens so they are ready to resume their work.

Time code in recording 2.02.40

The Cabinet Member for Community Safety, Policy and the Voluntary Sector highlighted the Night Time Levy Board is conscious the contributions are from licensees across the borough. They have built up links with licensees in the different areas so they have a good sense of needs across the borough.

Time code in recording 2.03.31

- (vii) The Chair commented the problems did not seem to be with the venues but in the streets around the venues and likely to be attributed to people traveling from clubs, between venues and going home.**

Time code in recording 2.04.10

- (viii) The Chair asked Hackney police to comment on their work and their use of the analysis from the community safety partnership team by the police for their NTE work.**

Time code in recording 2.05.01

In response the Borough Commander made reference to the partnership operation. The police explained they work through covert and overt methods to gather intelligence and target operations. Their operation is aimed at taking out the top tier of operations and they have successfully taken out people linked to drug trafficking and violence in Hackney.

They have an understanding of the locations for street dealing, hot spots and vulnerability. They send officers to these locations for covert work to tackle drug usage, trafficking and violence on the streets.

They have set up a night time improvement district with a dedicated focus on 5 wards linked to the City of London and Tower Hamlets boarder.

They are doing more in terms of violence and robbery which also includes work around county lines, vulnerability, exploitation and modern slavery. They recognise young people involved in drugs and the vulnerability around them as users and trafficking. They are doing more through the violent reduction unit at MOPAC to look at those that are vulnerable. This is a complex piece of work through partnership that is bearing fruit.

Drugs and ASB underpins the work of the police in terms of their activity and enforcement.

The Borough Commander paid tribute to the partnership working of the Council staff and Cabinet Member with his police officers. Pointing out this was a testimony to their strong partnership working.

Time code in recording 2.08.45

The Head of Community Safety, Enforcement and Business Regulation confirmed the community safety team have served 27 ASB warnings for drugs and only 4 were served to black people.

Time code in recording 2.09.59

- (ix) **Cllr Rathbone commented the people on estates were feeling disappointed and disillusioned because when they report incidents nothing seems to happen. The Member wanted to know how they can make better networks for reporting. People are frightened and not trusting about reporting or making a phone call because the will get identified. The Members suggested they build up networks that act as (listening) ears and (seeing) eyes. The Members acknowledged there are Police Panels but they need to keep looking at ways to report back to people so they know what is happening and are encouraged to report. Building networks so citizens feel part of it and see it as performing their civic duty was a suggestion made.**

Time code in recording 2.11.57

- (x) **The Chair acknowledged the good work of the partnership but advised residents do not see there has been any action as a result of their reporting. They suggested looking at communication with residents and reporting the action and successes as a result of reporting ASB.**

The Chief Executive and Co-Chair of CSP welcomed the focus on this issue. The officer highlighted the Council's key aim was to remove the impact of the drug market on residents and on the vulnerability of young people.

The Council wants a safer borough, safe night time economy and safe socialising. They do not want people to prey on the vulnerability of the young people and the vulnerability of people in the NTE. They want a safe borough for young people and to create opportunities.

In response to Cllr Rathbone's question about safer reporting. The Council take confidentially issues extremely seriously and want to make sure they protect the identity of the residents; to give them assurance in reporting problems to the Council. The Council wants to get this message across to residents to build their trust and confidence that as a public body they will take action.

The Chair thanked all meeting participants.

## **6 Minutes of the Previous Meeting**

- 6.1 The minutes of the meeting held on 20<sup>th</sup> January 2020 and 19<sup>th</sup> February 2020 were agreed.

<b>RESOLVED</b>	Minutes were approved.
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## **7 Living in Hackney Scrutiny Commission- 2020/21 Work Programme**

- 7.1 The Chair informed the Commission the latest version of the work programme was on pages 191 – 196.
- 7.2 The July LiH meeting will cover the final evidence session from their scrutiny review.
- 7.3 A full review of the work programme will take place in September 2020. A number of items from the previous work programme have been rolled over due to changes with the schedule of meetings and the pandemic.

## **8 Any Other Business**

- 8.1 None.

Duration of the meeting: 7.00 - 9.25 pm

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<p><b>Living in Hackney Scrutiny Commission</b></p> <p><b>15<sup>th</sup> July 2020</b></p> <p><b>Item 7 – Living in Hackney Scrutiny Commission 2020/21 Work Programme</b></p>	<p>Item No</p> <p><b>7</b></p>
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## **OUTLINE**

The latest version of the work programme to date is enclosed. A full review of the work programme will take place in LiH meeting in September 2020.

## **ACTION**

The Commission is asked to note the work programme.

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# Overview & Scrutiny

## Living in Hackney Scrutiny Commission: Work Plan July 2020 – April 2021

*Each agenda will include an updated version of this Scrutiny Commission work programme*

Dates	Proposed Item	Directorate and lead officer contact	Description, Comment and Purpose of item
<b>23<sup>rd</sup> June 2020</b> All Council meetings will be held remotely until further notice.  Papers deadline: Fri 12 <sup>th</sup> June 2020	Trust and Confidence	Metropolitan Police Service Hackney Borough  DCS Marcus Barnett, CE BCU Commander	The Commission's scrutiny review highlighted some indicators suggesting lower than average levels of trust and confidence (meeting held on 31st January 2019). The Commission learned a range of activities were being delivered by the police in this area including the activities being delivered by the newly formed BCU-wide Trust and Confidence Board. This item is an update on that area of work and a look at the impact of Covid - 19.
	Stop and Search	Metropolitan Police Service Hackney Borough  DCS Marcus Barnett, CE BCU Commander	At the Commission's meeting in January 2019 the Commission heard about the roll out of body worn cameras, and work with the IAGs, the Safer Neighbourhood Board, and programmes in schools to improve understandings on both sides about stop and search. This item is an update on that area of work and a look at the impact of Covid - 19.
	Community Safety Partnership Plan 2019-2022	London Borough of Hackney  Tim Shields (Chief Executive)	An update on the progress of the Community Safety Partnership Plan against the four priority themes of the plan. This update will include an in-depth look at the strategic priority Street Drug Market and Substance Misuse.

Dates	Proposed Item	Directorate and lead officer contact	Description, Comment and Purpose of item
		Metropolitan Police Service Hackney Borough  DCS Marcus Barnett, CE BCU Commander	
<b>15<sup>th</sup> July 2020</b>  All Council meetings will be held remotely.  Papers deadline: Fri 3 <sup>rd</sup> July 2020	Update on Housing Services' Fire Safety works	Housing Services in Directorate of Neighbourhoods and Housing  David Padfield Director of Housing	Information about Hackney Council's fire safety works with input from Hackney's Resident Liaison Group.
	Evidence Session for Exploring the work of Housing Associations in Hackney Scrutiny Review	Various Housing Associations and London Borough of Hackney James Goddard, Interim Director, Regeneration	This session will explore: <ol style="list-style-type: none"> <li>1) The strengths of formal partnership arrangements</li> <li>2) Community investment by housing associations, approaches to supporting their residents to succeed, and partnership with the Council to improve social and economic wellbeing.</li> <li>3) Improving recycling on estates across the borough.</li> </ol>

Dates	Proposed Item	Directorate and lead officer contact	Description, Comment and Purpose of item
<b>30<sup>th</sup> September 2020</b>  All Council meetings will be held remotely.  Papers deadline: Fri 18 <sup>th</sup> Sept 2020	Housing support during Covid-19	TBC	TBC
	Resident engagement changing how we do resident engagement.	Gilbert Stowe, Head of Tenancy and Leasehold Services, Housing Services	
	Outcomes of Housing Services' review of Community Halls		Tenant halls – update on the review of the management of tenant halls
	Update on Thames Water Main Burst in the N4 area	TBC	
	Discussion about work programme for 2019/20	Tracey Anderson, Overview and Scrutiny Team	For the Commission to agree review topic and one off items for this commission's work programme.
<b>9<sup>th</sup> November 2020</b>  All Council meetings will be	Stop and Search	Metropolitan Police Service Hackney Borough	

Dates	Proposed Item	Directorate and lead officer contact	Description, Comment and Purpose of item
held remotely.  Papers deadline: Wed 28 <sup>th</sup> October 2020		DCS Marcus Barnett, CE BCU Commander	
14 <sup>th</sup> December			

Dates	Proposed Item	Directorate and lead officer contact	Description, Comment and Purpose of item
<p><b>2020</b></p> <p>All Council meetings will be held remotely.</p> <p>Papers deadline: Wed 2<sup>nd</sup> December 2020</p>			
<p><b>18<sup>th</sup> January 2021</b></p> <p>All Council meetings will be held remotely.</p> <p>Papers deadline: Wed 6<sup>th</sup> January 2021</p>			
<p><b>11<sup>th</sup> February 2021</b></p> <p>All Council meetings will be held remotely.</p> <p>Papers deadline: Mon 1<sup>st</sup> February 2021</p>			<ul style="list-style-type: none"> <li>•</li> </ul>

Dates	Proposed Item	Directorate and lead officer contact	Description, Comment and Purpose of item
<p><b>22<sup>nd</sup> March 2021</b></p> <p>All Council meetings will be held remotely.</p> <p>Papers deadline: Wed 10<sup>th</sup> March 2021</p>			