

Scrutiny Panel

All Members of the Scrutiny Panel are requested to attend the meeting of the group to be held as follows

Tuesday, 30th June, 2020

7.00 pm

Until further notice, all Council meetings will be held remotely

Contact:

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Tim Shields

Chief Executive, London Borough of Hackney

Members: Cllr Ben Hayhurst, Cllr Mete Coban, Cllr Margaret Gordon (Chair),
Cllr Sharon Patrick, Cllr Sophie Conway, Cllr Sade Etti and Cllr Polly Billington

Agenda

ALL MEETINGS ARE OPEN TO THE PUBLIC

- 1 Apologies for Absence**
- 2 Urgent Items / Order of Business**
- 3 Declaration of Interest**
- 4 Call-in of a Decision of the Executive** (Pages 1 - 258)
Call-in of a decision taken at Cabinet on 18th May 2020 regarding "Proposal to Restrict Residual Waste".
- 5 Any Other Business**

This meeting will be live streamed. To access the meeting please click in the link <https://youtu.be/F8yACyimTpg>

Access and Information

Getting to the Town Hall

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Accessibility

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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-health-in-hackney.htm>



Public Involvement and Recording

Scrutiny meetings are held in public, rather than being public meetings. This means that whilst residents and press are welcome to attend, they can only ask questions at the discretion of the Chair. For further information relating to public access to information, please see Part 4 of the council's constitution, available at <http://www.hackney.gov.uk/l-gm-constitution.htm> or by contacting Governance Services (020 8356 3503)

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Those wishing to film, photograph or audio record a meeting are asked to notify the Council's Monitoring Officer by noon on the day of the meeting, if possible, or any time prior to the start of the meeting or notify the Chair at the start of the meeting.

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.

The Chair shall have discretion to regulate the behaviour of all those present recording a meeting in the interests of the efficient conduct of the meeting. Anyone acting in a disruptive manner may be required by the Chair to cease recording or may be excluded from the meeting. Disruptive behaviour may include: moving from any designated recording area; causing excessive noise; intrusive lighting; interrupting the meeting; or filming members of the public who have asked not to be filmed.

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.

If a meeting passes a motion to exclude the press and public then in order to consider confidential or exempt information, all recording must cease and all recording equipment must be removed from the meeting room. The press and public are not permitted to use any means which might enable them to see or hear the proceedings whilst they are excluded from a meeting and confidential or exempt information is under consideration.

Providing oral commentary during a meeting is not permitted.

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Scrutiny Panel 30th June 2020 Item 4 – Call-in of a Decision of the Executive	Item No 4
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OUTLINE

A key element of the scrutiny function is to consider the call-in of a decision of the Executive. A call-in was requested on 26th May 2020, by Councillor Harvey Odze and supported by four other Councillors – Councillors Levy, Klein, Papier and Steinberger.

The call-in relates to the decision of Cabinet of 18 May 2020 in respect of Restricting Residual Waste (Key Decision No. NH Q47) to introduce fortnightly collections for residual waste to street level properties, using black 180l wheeled bins.

The basis of the call-in is that:

- in making its decision Cabinet failed to consider relevant evidence; and
- that the decision taken was not in the interests of the Borough's residents and a preferable alternative decision could be adopted.

Reports attached for this item

- Monitoring Officer's Report in respect of the Call-in of a decision by cabinet taken on 18 May 2020
- Cabinet Report Proposals to Restrict Residual Waste
- Appendix 1: Reduction & Recycling Plan
- Appendix 2: Consultation Report and Analysis
- Appendix 3: Waste Compositional Analysis
- Appendix 4: Draft Waste Enforcement Policy
- Appendix 5: Draft Waste & Recycling Collection Policy
- Appendix 6: Equalities Impact Assessment
- Decisions List taken by the Cabinet on Monday, 18 May 2020
- Draft Minutes of Cabinet Meeting 18th May 2020.

Attending for this item:

- **Jon Burke**, Cabinet Member for Energy, Waste, Transport and Public Realm
- **Ajman Ali**, Interim Group Director Neighbourhoods and Housing
- **Aled Richards**, Director of Public Realm
- **Sam Kirk**, Environmental Services Strategy Manager

ACTION

The Scrutiny Panel is asked to make a decision in respect of the following actions

- i) to take no further action, in which case the decision will take effect immediately; or,
- ii) to refer the decision back to Cabinet for reconsideration, setting out the nature of the Committee's concerns; Cabinet must then re-consider the matter, taking into account the concerns of the Scrutiny Panel, before making a final decision; or
- iii) to refer the matter to Full Council if the Panel considers that its recommendations would have an impact on the Council's budget or policy framework.

**REPORT OF THE MONITORING OFFICER IN RESPECT OF THE CALL-
IN OF A DECISION BY CABINET TAKEN ON 18 MAY 2020**

**RESTRICTING RESIDUAL WASTE
KEY DECISION NO. NH Q47**

SCRUTINY PANEL

30 JUNE 2020

CLASSIFICATION:

Open

WARD(S) AFFECTED

All

**Dawn Carter-McDonald
Director of Legal and Governance (Acting)
Monitoring Officer**

1. SUMMARY

- 1.1 To advise the Scrutiny Panel on the call-in process, and in particular whether the decision taken by Cabinet on 18th May 2020 relating to Restricting Residual Waste - Key Decision No. NH Q47, is within the policy and budgetary framework.

2. RECOMMENDATIONS

- 2.1 **Members note the Call-In process, and advice of the Monitoring Officer and s151 Officer that the decision taken by the Cabinet was inside the Council's policy and budgetary framework.**
- 2.2 **After considering the evidence presented to the meeting the Panel is recommended:**
- i) to take no further action, in which case the decision will take effect immediately; or,**
 - ii) to refer the decision back to Cabinet for reconsideration, setting out the nature of the Committee's concerns; Cabinet must then re-consider the matter, taking into account the concerns of the Scrutiny Panel, before making a final decision; or**
 - iii) to refer the matter to Full Council if the Panel considers that its recommendations would have an impact on the Council's budget or policy framework.**

3. RELATED DECISIONS AND REASON FOR DECISION

- 3.1 The Scrutiny Panel is expected to take its own decision with regard to whether a called-in decision is outside or inside the policy and budgetary framework when considering action to take in relation to a called-in decision.
- 3.2 The report before the Panel relates to the call-in of the decision of Cabinet of 18 May 2020 in respect of Restricting Residual Waste (Key Decision No. NH Q47) to introduce fortnightly collections for residual waste to street level properties, using black 180l wheeled bins.

4. BACKGROUND TO THE REPORT

- 4.1 The Call-In Procedure Rules (the Rules) appear at Paragraph 10 of Part 4.5 of the Constitution as last published on 27 April 2020.
- 4.2. The Rules prescribe that once a validated call-in request has been notified to the Chair of the Scrutiny Panel, the Panel must meet to decide what action to take. In the meantime, all action to implement the original decision is suspended.
- 4.3 Having considered the matter, the Scrutiny Panel has a number of options:
- (i) To take no further action, in which case the original decision will take effect immediately.

- (ii) To refer the original decision back to Cabinet as the original decision-maker where the Scrutiny Panel considers that a preferable alternative decision should be taken. If this option is followed, the Scrutiny Panel must set out in writing the nature of its concerns and its recommendations. In such cases, Cabinet will then consider the matter again at their next meeting and may either accept or reject any recommendations made to it and may amend its decision. If Cabinet does reject any or all of the recommendations made to it then it will submit a written statement to the next meeting of the Scrutiny Panel setting out its reasons.
 - (iii) To refer the original decision to Full Council in circumstances where the Panel considers that its recommendations would have an impact on the Council's budget or policy framework. Where such a referral is made, the item will appear on the agenda for the next ordinary meeting of Full Council. If Full Council does not concur with Cabinet's decision then it may refer the decision back to Cabinet together with Full Council's views on the decision. Cabinet will then meet within 15 working days to determine whether to amend the decision or not. Full Council may only change the decision if it is contrary to the policy framework or contrary to or not wholly consistent with the budget.
- 4.4 If Cabinet or Full Council, as the case may be, does not amend a decision and the Scrutiny Panel still feels a more appropriate decision should have been taken, it may add the matter to its own work programme or the work programme of a Commission and monitor the implementation of the decision.
- 4.5 The documents, plans and strategies comprised in the Council's Policy Framework are set out in Paragraph 4.7 of Article 4 of Part 2 of the Constitution. For ease of Members' reference, the Framework comprises the Annual Library Plan, Local Transport Plan, Local Development Framework and Local Area Plans, Licensing Authority Policy Statement, Crime and Disorder Reduction Strategy, Youth Justice Plan, Corporate Plan, Housing Statement and Equalities Statement.

5. THE CALL-IN

- 5.1 A request to call-in the decision of Cabinet on 18th May 2020 in relation to Restricting Residual Waste was made on 26th May 2020, by Councillor Harvey Odze and supported by four other Councillors – Councillors Levy, Klein, Papier and Steinberger.
- 5.2 A copy of the Cabinet report dated 18th May 2020; the published decision and the call-in request all form part of the published Agenda pack distributed to Members of the Scrutiny Panel.
- 5.3 The call-in request does not assert that the decision was outside the policy or budgetary framework.
- 5.4 The basis of the call-in is that:
- in making its decision Cabinet failed to consider relevant evidence; and

- that the decision taken was not in the interests of the Borough's residents and a preferable alternative decision could be adopted.

6. MONITORING OFFICER'S ASSESSMENT

- 6.1 The Monitoring Officer has considered whether the request falls within the ambit of permissible reasons Paragraph 10 of Part 4.5 of the Constitution and concludes that it is. The call-in request has also been made by the required number of non-executive Members of the Council, namely 5.
- 6.2 The Monitoring Officer has also assessed whether the decision taken was inside or outside of the policy framework and concludes that it is within the policy framework because the subject matter of the call-in is not contrary to the list of those documents, plans and strategies which comprise the policy framework.

7. SECTION 151 OFFICER'S ASSESSMENT

7.1 The Section 151 Officer's assessment is that the decision taken by Cabinet on 18 May 2020 is within the financial framework of the authority.

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Monitoring Officer	Dawn Carter-McDonald Acting Director of Legal and Governance and Monitoring Officer Tel: 020 8356 6234 Dawn.Carter-McDonald@hackney.gov.uk

<p>Title of report : Proposals to Restrict Residual Waste</p> <p>Key Decision No. NH Q47</p>	
<p>CABINET MEETING DATE (2019/20)</p> <p>18th May 2020</p>	<p>CLASSIFICATION:</p> <p>Open</p>
<p>WARD(S) AFFECTED</p> <p>All wards</p>	
<p>CABINET MEMBER</p> <p>Cllr Jon Burke</p> <p>Cabinet Member for Energy, Waste, Transport, and Public Realm</p>	
<p>KEY DECISION</p> <p>Yes</p> <p>REASON</p> <p>Affects two or more wards</p>	
<p>ACTING GROUP DIRECTOR NEIGHBOURHOODS AND HOUSING</p> <p>Ajman Ali</p>	

1. CABINET MEMBER'S INTRODUCTION

1.1 The recommendation to introduce fortnightly collections for residual waste is predicated on a number of factors. The drivers for this are not only to improve recycling performance, but also to reduce the amount of residual waste being incinerated. This will help insulate

the Council against the expected rise in residual waste disposal costs in the medium to long term, arising from the necessary construction of the replacement energy recovery facility. Further, and most importantly, by structurally reducing the amount of black bag waste sent for incineration we can eliminate the associated carbon dioxide emissions, reducing the carbon intensity of Hackney's waste system.

- 1.2 Residual waste restriction 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 2019¹.
- 1.3 The expected outcomes of introducing fortnightly collections of residual waste include:
 - Reduction of approx. 4,400 tonnes of street level black bag waste being incinerated against current levels by 2022, which is a 21% reduction of waste per household;
 - Reduction in disposal costs of £246k per annum (based on current tonnage and levy charges) by 2022. The scope to increase disposal savings will increase proportionately with the levy charge;
 - Increase in recycling rate to 31% by 2022/23. This will see Hackney move from position 8² of 13 inner London borough's recycling rates to 4th³ (based on current data);
 - Reduction in emissions associated with incinerating black bag waste, contributing to achieve the 45% reduction in emissions against 2010 levels by 2030 and net zero by 2040. Using Zero Waste Scotland's Carbon Metric Publications, directing 4,400 tonnes of black bag waste to recycling/composting, shows a benefit of -661 to -610kg CO₂eq per tonne of material recycled/composted. This would indicate a potential benefit of around 2,910 to 2,680 tonnes CO₂eq savings.

2 GROUP DIRECTOR'S INTRODUCTION

- 2.1 This paper sets out the progress that has taken place following the approval at Cabinet on 17th June 2019 to submit Hackney's Reduction & Recycling Plan (RRP) to the GLA and, in particular, the consideration to introduce fortnightly collections for street level properties (recycling and food waste services will remain weekly).
- 2.2 The Mayor of London published the London Environment Strategy in 2018. This Strategy requires all London boroughs to develop and deliver their waste and recycling functions in 'general conformity' with the municipal waste provisions of the Strategy. Boroughs are required by the Strategy to produce Reduction and Recycling Plans to set out how they will make a contribution to the London-wide Strategy targets and in doing so demonstrate general conformity with the Strategy. Objective 7.2 in the Strategy requires all boroughs to maximise their recycling rates to achieve a London wide recycling rate of 45% by 2025.
- 2.3 Following approval at Cabinet in June 2019, Hackney's RRP was submitted to the Greater London Authority specifying how Hackney will increase the borough's recycling rate from 27.4% (baseline year 2017/18). For London to get to a 45% target, the GLA carried out service modelling on a number of service scenarios for Hackney. For the borough to contribute to this collective target, the GLA modelling, which included restricting residual

¹45% reduction in emissions against 2010 levels by 2030 and net zero by 2040

²Based on 2018/19 unaudited data: Lewisham (28%); Islington (29%); City (29.9%); Lambeth (30.1%); Camden (31.1%); Greenwich (33.4%); Southwark (35.2%)

³Based on 2018/19 unaudited data: Camden (31.1%); Greenwich (33.4%); Southwark (35.2%)

waste, resulted in Hackney's contribution as 33% - 36% (based on two modelled scenarios).

- 2.4** For this reason, Hackney's RRP considers a range of waste reduction and recycling interventions, including the introduction of fortnightly waste collections to street level properties by 2021. The performance changes are delivered through an anticipated reduction in waste arisings, growth in dry recycling and a significant increase in food waste capture. These changes in behaviour are driven by reducing the frequency of waste collections and the enforced limit on the capacity of waste collected. The modelling has been based on evidence from measured change in other authorities where similar services have been introduced.
- 2.5** The introduction of fortnightly collections will ensure that the Council is in general conformity with the Mayor of London's Environment Strategy. The cost of implementing fortnightly collections, detailed in the Finance section below, has an immediate funding requirement of £1.5m in 2020/21, which reflects the mobilisation costs and 25% of behavioural change costs to support the service change in the lead up and during phased implementation. There is a further estimated £1.5m of mitigation costs, a flexible resource that may be required in the event of significant non-compliance to support a successful implementation and subsequent bedding in of the service change.
- 2.6** With the levy payment to NLWA set to rise by 23.7% to £10,855,000 in 2023/24, and with significant pressure to reduce residual waste being sent to incineration, it is therefore essential for the Council to mitigate this additional cost as far as possible and divert as much waste as possible from incineration. The development and implementation of the RRP, including restricting residual, is key to supporting this aim and mitigating the extent of the increase in the waste levy.
- 2.7** Current tonnage estimates suggest that service changes could result in cost avoidance of approximately £246k per annum. Potential efficiency savings, if any, which may flow from reducing the frequency of residual waste collections will take time to realise. A review of the outcomes of the service change will be undertaken after 12 months of operation and this review will inform the potential for efficiency savings from waste collection operations over the medium term.
- 2.8** This paper details the progress taken to consider the introduction of fortnightly waste collections. It updates on the status of the RRP and then focuses on the results of the consultation exercise. It proceeds to outline the progress of the different work streams required to make an informed decision on the proposal to restrict residual waste to street level properties.
- 2.9** With the requirement to be in general conformity with the London Environment Strategy and Hackney's now approved RRP, and on the basis of the benefits outlined above and explained in detail throughout this report, both in terms of the environmental impact of averted waste incineration, increased recycling, and net reduction in waste, it is the recommendation of officers to proceed with proposals to limit black bag waste collections to fortnightly, at all qualifying street level properties.

3 RECOMMENDATION(S)

- 3.1** Approve the Waste Enforcement Strategy and Waste & Recycling Collection Policy (Appendix 4 & 5).

- 3.2 Approve the proposals to introduce fortnightly collections for residual waste to street level properties, using black 180l wheeled bins.

4 REASONS FOR DECISION

Introduction

- 4.1 The recommendation to introduce fortnightly collections for residual waste is predicated on a number of factors. The body of the report updates on the status of the RRP, and then focuses on the results of the consultation exercise. It further proceeds to outline the progress of the different work streams in developing the proposal to restrict residual waste to street level properties.

Reduction & Recycling Plan

- 4.2 The Mayor of London's Environment Strategy requires London authorities to write a Reduction & Recycling Plan. The RRP was submitted to the Greater London Authority (GLA) in June 2019, and set out actions on restricting residual waste and to consult on such.
- 4.3 Following amendments based on more up to date analysis of data, notably a slight reduction in the recycling rate, the RRP was 'signed-off' in December by the Mayor of London, and has been approved as being in general conformity with the London Environment Strategy. The confirmation letter noted that the GLA were particularly pleased to see food waste remaining weekly and that we had committed to meeting a stretching recycling target of 31%. The updated RRP is attached in Appendix 1.

Consultation Results

Consultation approach

- 4.4 Street-level properties were consulted on the proposal to introduce fortnightly waste collections between September and December 2019. Questions were set out in four sections: 'Your household and property'; 'Your rubbish & recycling collections service'; 'Rubbish & recycling proposal'; and, 'About you'.
- 4.5 The main method of consultation was by posting the consultation pack to 43,000 street level properties. The pack included the consultation summary, the questionnaire and a street level recycling services leaflet. The consultation was also available online and officers organised four drop-in sessions across the borough. It was widely promoted through the local newspapers, Hackney Life, and more targeted advertising included adverts in Newsheet, Hamodia and the Jewish Tribune. Further, briefings were produced for a number of internal audiences, as well as promoting the consultation at various internal and external events.
- 4.6 The response from this consultation was the largest the Council has received since the online platform was launched in 2014, with over 10,700 responses; a 25% response rate. An external company, Kwest Research, analysed the results. There were a number of free text comments that were further analysed, providing useful insight into concerns residents may have with the proposals. This data will enable the service to be developed in a way that should overcome the issues raised, should approval to the proposals be granted.

4.7 The following paragraphs outline key findings from the consultation. The numbers in brackets are the number of respondents to that question. It should be remembered that this is a self-selecting survey.

Respondent demographic

4.8 Of those that responded to the survey, and provided the relevant information (full details can be found in Appendix 2):

- 70% (7,139) were White; 47.91% (5,139) were White British;
- Nearly six out of 10 were Female (6,065);
- 48% (4,088) were aged between 25-44 years, and 49% (5,234) between 45-74 years.

4.9 Charedi Jewish and Jewish religious groups represent an estimated 6.3% of the borough's overall population, which aligns (6.21%) with those that responded to the consultation. Similar correlation can be found between those without a religion in the borough (28%) and those without a religion that completed the consultation (33%). The borough demographic for Muslim and Christian groups is 14% and 39% respectively. However, both these groups were underrepresented in the consultation responses at 3% and 18% respectively.

4.10 In terms of ethnicity, Asian and Black groups represent 10.5% and 23.1% of the borough's overall population, but of those that responded to the question, both groups were underrepresented at 5.97% and 7.43% respectively.

4.11 Hackney is a young borough with a quarter (25%) of the population aged under 20 years, but less than 2% from this age group completed the survey. In contrast 15% of those 65 and over participated in this consultation, but currently only represent 7% of the population. Men, who represent about half (49.7%) of Hackney's population, are underrepresented with a 32% response rate.

4.12 10% (1093) of respondents declared a disability, a little below the borough demographic of 14%.

Proposal on introducing fortnightly collections

4.13 Respondents were asked a series of questions about: the importance of recycling; the proposal to introduce fortnightly collections of waste; the provision of containers; and, the impact that the proposal may have on their household. The key results were:

- 80.6% of respondents (7,285) think it is very important and 12.8% (1,155) think it is important people in Hackney recycle more; a combined total of 93% of respondents (8,440). Less than 2% (184) didn't think it was important;
- 88% of all respondents (8,111) think the Council should encourage residents to recycle more. This figure rises to 93% of those who believe it is important residents should recycle more (7,798);
- 39% of respondents (3,571) agree or strongly agree that the Council should collect non-recyclable waste fortnightly; 21% strongly agree (1,891) and 18% agree (1,680);
- 52% of respondents (4,766) disagree or strongly disagree with the proposal; 37% strongly disagree (3,429) and 15% disagree (1,337);
- 55% (5,019) believed it would have a negative impact on their household and 19% (1,781) a positive one;

- The top reasons as to why people thought the proposal would have a negative impact were: smell and health concerns 30% (1,530), followed by concerns about vermin 27% (1,362), people rummaging through the bins 27% (1,362) and overflowing bins 21% (1,033). A small number of respondents 7% (361) cite nappies as a concern;
- Similar patterns in the findings can be seen across all sub-groups, with respondents in all groups tending to select the same top three or four reasons as to why they feel the proposals will have a negative impact on their household;
- 59% of respondents (5,372) agree that the Council should provide bins for non-recyclable rubbish if fortnightly collections are introduced, whilst 23% (2,066) disagree;
- 49% of respondents (4,445) agree with the proposal to only collect rubbish, contained within the provided bins, whilst 35% (3,194) disagree.

Current service and satisfaction levels

4.14 Respondents were asked a series of questions around households usage of the current services and their satisfaction or otherwise with them. The key results are:

- 88% of respondents (8,314) are satisfied with the recycling service;
- 9% (13) of respondents aged 16-24 are less satisfied with the current recycling services than their older counterparts; 3% (34);
- 91% of respondents (8,350) are satisfied with the waste collection service and satisfaction broadly increases with age. Those that are satisfied with the current service are more likely to support the proposed change to fortnightly collections at 51% (4,210), compared to the overall finding of 39%;
- Respondents in smaller households are less likely to put recyclable materials in their non-recyclable rubbish than those in larger households;
- 70% of Jewish and Charedi Jewish respondents in households of 5+ people (225) report putting food into their non-recyclable rubbish, compared to 38% of those in comparable non-Jewish households (450);
- 95% of respondents (9,094) recycle paper and card, 93% (8,912) recycle tins and cans, whilst 89% (8,497) include plastic pots, tubs and trays in their green sacks;
- 31% (2,957) are adding plastic film in their green sacks, and 27% (2,596) polystyrene; these materials are non-recyclable;
- Respondents aged 16-24 are also more likely than their older counterparts to put recyclable items in their non-recyclable rubbish. The proportion of respondents putting food in their non-recyclable waste collections decreases with age;
- Those respondents who are less likely to recycle food are those identified as being least in favour of the proposed changes, and include: those in larger households; the N16 postcode area; Jewish and Charedi Jewish respondents; respondents with disabilities; and, those aged 16-24;
- 38% of those who recycle no food or some food (1,420) did not provide any feedback on why this is the case. Of those that did, the most common reasons given are the smell (10%, 368).

Household size and food waste

4.15 Further analysis of the results was undertaken cross referencing responses against household size, and also household size and how much food was recycled or not. The key results were:

- 42% (3,208 respondents) who lived in a household size of 4 or less agreed with the proposals, and 20% (287) who lived in a household size of 5 or more agreed;

- 48% (3,667 respondents) who lived in a household size of 4 or less disagreed with the proposals, and 74% (1,060) who lived in a household size of 5 or more disagreed;
- 92% (265 respondents) who lived in a household size of 9 or more disagreed with the proposal;
- Of those that lived in a household size of 5 or more, and that recycle all or most of their food waste, 32% (199 respondents) agree with the proposal, and 60% (373) disagree;
- Of those that lived in a household size of 5 or more, and that recycle some or none of their food waste, 9% (69 respondents) agree with the proposal, and 86% (655) disagree;
- The top three reasons as to why people living in large households (5+) thought the proposal would have a negative impact were: smell / health concerns 39% (444); increase in vermin 28% (319) and; increase in people / animals rummaging in bins 25% (284).

Equalities impacts

4.16 Further analysis of the results was undertaken in respect of the protected characteristics that would be most impacted by the proposals, which are Religion, Age and Disability.

4.17 The key results for **Religious Groups** were:

- The religious group most in support of the proposal was Atheist / No religious belief, where 52% (1,660 respondents) agreed with the proposal;
- The religious group least in support of the proposal was the Charedi Jewish group, where 94% (224 respondents) disagreed with the proposal, (83% (198) strongly disagreed and 11% (26) disagreed);
- 15% (51) of the Jewish group agreed with the proposals and 80% (278) were against the proposals (67% (232) strongly disagreed);
- 28% (78) of the Muslim group agreed with the proposals and 62% (174) disagreed with the proposals;
- The Charedi Jewish and the Jewish groups believed the proposals would have a negative impact in their household at 94% (224 respondents) and 83% (290) respectively;
- 43% (1,369) with no religion and 45% (93) with secular beliefs are least likely to envisage a negative impact;
- 96% of Jewish and Charedi Jewish respondents in households of 7+ people (216) disagree with the proposals compared to 84% of comparable non-Jewish households (315);
- The top three reasons as to why the Charedi Jewish and Jewish group thought the proposal would have a negative impact were: smell / health concerns 44% (134); increase in vermin 30% (92), and; household produces too much waste for fortnightly collections 29% (88).

4.18 The key results for **Age** were:

- The age group most in support of the proposal was the 25-34 age group, whereby 43% (631 respondents) were in favour of the proposal, (25% (367) strongly agreed and 18% (264) agreed);
- The age group least in support of the proposal was the 16-24 age group, whereby 61% (89 respondents) were against the proposal, (51% (74) strongly disagreed and 10% (15) disagreed);

- The 16-24 age group also had the highest proportion who believed the proposals would have a negative impact on their household at 66% (96 respondents);
- The 65-74 and 75+ age groups were the groups most likely to believe the proposals would have a positive impact at 22% of respondents (241) and 26% (284) respectively;
- 47% of respondents aged 16-24 (67) disagree with the Council only collecting rubbish contained within bins, compared to 27% of those aged 65-74 (298) and 28% of those aged 75+ (71);
- The top three reasons as to why the 16-24 age group thought the proposal would have a negative impact were: 41% (39) smell or health concerns; 26% (25) bins will overflow; and, 23% (22) increase in vermin and people rummaging through rubbish.

4.19 The key results for **Disability** were:

- 29% (251) of respondents with a disability were in favour of the proposal, (15% (130) strongly agreed and 14% (121) agreed);
- 61% (527) of respondents with a disability disagreed with the proposal, (44% (380) strongly disagreed and 17% (147) disagreed);
- 60% (510 respondents) believed it would have a negative impact in their household and 20% (170) a positive one;
- The top three reasons as to why respondents with disabilities thought the proposal would have a negative impact were: increase in vermin 33% (169); smell / health concerns 31% (159), and; increase in people / animals rummaging in bins 27% (138).

Summary

4.20 To summarise, the proposal is supported by 39% of residents, whereas 52% do not support the proposal. Those that are satisfied with the current service are more likely to support the proposed change to fortnightly collections at 51% (4,210), compared to the overall finding of 39%. The number of people living in the property and whether the household recycles food are key factors influencing opinions. Agreement with the proposals increases with the amount of food recycled and decreases as household size increases. Respondents who recycle food are more likely to agree with the proposal than those in comparably sized households who do not recycle food.

4.21 Respondents least in favour of the proposals are most likely to anticipate a negative impact. These include the following groups: large families who do not recycle food; Jewish and Charedi Jewish respondents; disabled respondents; those aged 16-24; and, those in N16. However, respondents in all areas consider that the proposals will have a negative impact on their households. The top three negative reasons being smells, increase in vermin and animals (foxes were cited the most) rummaging through bins, and overflowing bins.

4.22 The provision of bins is the single biggest theme in the qualitative feedback provided in the consultation questionnaire, being mentioned in 26% (1,303) of all comments made. Overall, the majority of respondents, 59% (5,372), agree that the Council should provide bins for non-recyclable rubbish if the service is introduced. There are low levels of support for bin provision amongst those that disagree with the proposals. This trend is seen among Jewish and Charedi Jewish respondents, and those in large households who do not recycle food.

4.23 The full results of the consultation can be found in Appendix 2.

Waste Compositional Analysis

4.24 Previous waste composition analysis undertaken in 2015 shows that across Hackney, over half of the rubbish people currently throw away in their general waste bins could have been recycled or composted. Due to the nature of the proposed service change and the impact this may have on households, a further waste compositional analysis has been undertaken on the heaviest collection day, i.e. the day with the highest amounts of waste generated. This would allow analysis of a worst case scenario enabling potential solutions to be sought. As such, a sample of roads and households on the Tuesday collection round had their waste, recycling and food waste analysed.

4.25 The results have helped gauge the impact of reducing the frequency of general waste collections for households where levels of waste are particularly high. As well as giving indications as to the levels of waste and recycling being generated, the analysis also provided observations on the levels of materials that are currently recyclable at the kerbside and those which could potentially be captured in any proposed changes.

4.26 Key findings from the analysis are:

- Surveyed households are generating 33.1 kilograms per household per week (kg/hh/wk) of residual waste. This is the equivalent of 1.72 tonnes per annum, and over three times the borough average.
- Households are diverting 12.8% of kerbside waste to recycling and food waste.
- 69.0% of residual waste collected could have been recycled alternatively at the kerbside – 22.8kg/hh/wk - and the majority of this would be via food recycling bins. This is 1.2 tonnes per annum of recyclable material placed into the residual bin per household.
 - Food waste was seen to be the major component forming 42.1% of the total, equating to 13.9kg/hh/wk. This could have been placed into the food waste bins. Of this food waste 62% is deemed to be avoidable (e.g. leftover cooked food).
 - 23.5% of collected residual waste could have been placed into the green recycling sacks available – the equivalent of 7.8kg/hh/wk.
- An average of 85% of households presented recycling sacks out for collection.
- Main materials that were recycled were:
 - 60% of glass bottles and jars, and
 - 76% card and cardboard.
- Over 70% of recyclable paper and 80% of recyclable plastic is not being recycled.
- 12% of recycling waste collected was classified as contamination.
- An average of 12% of households presented food bins for collection.
 - Food waste placed in the food bin equates to 0.44kg/hh/wk.
 - Households diverted around 1.1% of their total waste through food recycling collections.

4.27 In conclusion, from the 52 households a total of 1,719kg of residual waste was collected. This equates to 33.1kg/hh/wk or 1.72 tonnes per household per year, which is over three times the borough average at 544.48kg/hh/yr. Were households to continue placing out these levels of waste, a fortnightly collection round may potentially be collecting 66kg from each household per visit.

4.28 However, it is clear to see that if households used the services available to them 69% of residual waste currently collected could be recycled through the dry recycling service

(approx. 32%) and the food waste service (approx. 37%). In terms of capacity required for these properties, if households recycled 90% of their dry recycling and 90% of their food waste that is currently in their residual bin, a larger capacity of a 360l wheeled bin would be required for their remaining waste.

4.29 The full Waste Composition Analysis report can be found in Appendix 3.

Containment

4.30 Current services operate based upon sack collections for waste, with the majority of street level properties provided with no containment, with the exception of approximately 8,000 properties (15%) where wheeled bin collections operate from a historic trial and where households have purchased their own wheeled bin. A change in collection frequency, from weekly to fortnightly, would impose a greater need for containment due to waste being held at properties for a longer duration.

4.31 A property survey was carried out in spring 2019 funded by Resource London. The survey looked at the capacity of street-level properties to accommodate containment, identifying that on average 65% of properties could accommodate some kind of containment. There are 770 streets (82%) where at least half of the properties on the street could accommodate the required bins and 56 streets (6%) where none of the properties could fit the required bins (this includes residential streets which open directly on to the pavement with no storage facilities).

4.32 With regards to provision of containers, a number of bin sizes were considered, as was the consideration to leave as a current sack collection service.

4.33 A number of criteria based on a range of qualitative and quantitative factors were applied to containment scenarios, each with their own advantages and disadvantages. These included impact on recycling rates, health & safety implications, productivity levels, collection and disposal costs, industry common practice, ease of behaviour change, aesthetics and issues with vermin.

4.34 Key points from the options considered are set out below:

- Analysis of data to identify industry norms shows that of the 75% of English authorities that have introduced fortnightly collections, the majority use wheeled bins for the containment of waste;
- Collection costs will remain unchanged with retaining a sack collection, but there may be an increase throughout the implementation phase if there is a high level of non compliance, which could be as much as £700k in the first year;
- Productivity levels are higher maintaining the current approach, with lower levels of productivity with the use of wheeled bins;
- The use of wheeled bins will provide a structural change to the collection methodology, and will provide greater opportunities with regards to communicating messages;
- Wheeled bins have attached lids, which will make it easier to ensure the lid can be completely closed (and the lid cannot get lost), and will at least minimise, if not eliminate, potential issues with vermin, and therefore littering, over dustbins. This was a key concern of respondents in the consultation.

4.35 Maintaining the current collections methodology of sacks offers the opportunity to maintain higher levels of productivity and has lower implementation costs than wheeled bins.

- 4.36** Conversely, whilst a 180l wheeled bin reduces operational productivity levels and increases implementation costs, there are a number of advantages. A wheeled bin: provides a structural change and a platform to communicate messages to residents and collection crews; attached lids make a closed lid policy easier to enforce, and; they better address the concerns raised in the consultation around littering and vermin.
- 4.37** Wheeled bins are a well-established method of restriction employed by the majority of councils who provide a fortnightly collection. Standard wheelie bins come in a range of sizes, notably 140l, 180l, 240l and 360l. A bin size of 180 litres carries a lower level of risk around 'over-restriction' compared with using smaller 140 litre wheeled bins for fortnightly collections. Again, this addresses the concerns in the consultation raised around vermin and rummaging in bins, foxes being cited as the main concern, and concerns of overflowing bins.
- 4.38** It is therefore recommended that 180l wheeled bins are used as the method of containment for restricting residual waste. Where 180l wheeled bins can't be accommodated, alternative approaches to restrict residual waste, e.g. restriction by number of sacks, will be implemented. Whilst wheeled bins can come in a range of colours, there is already the association of black with waste, as households typically place waste out in black sacks. Hackney's recycling service uses green sacks for recycling, and has blue bins for the food service. Many councils use black/grey bins for residual waste, and green is usually associated with recycling services. It is therefore recommended that black/grey wheeled bins are procured.

Communications Approach

- 4.39** A Communication Plan will be developed to further encourage people to recycle more and provide targeted messaging about the service changes should they be approved. The approach will provide the information required for people to recycle more and will use the Council's corporate communications channels to ensure all are aware of the service change, new collection dates and restriction policies.
- 4.40** The communication methods used will involve a range of methods, including printed material (leaflets, letters, bin hangers), social media and advertising on lamp post banners and JCDecaux sites. Outreach will also be undertaken to engage with people through events, and with specific communities who might not engage through usual communication routes and communities who may find the changes more challenging.
- 4.41** The communications approach will also support the Waste Enforcement Policy and Waste & Recycling Collections Policy.
- 4.42** To ensure that households are provided with every opportunity to manage their waste and recycling, a team of Waste Education & Enforcement Officers, will be appointed to guide people through the service change.

Enforcement Approach

- 4.43** Should approval for the service change be given, a Waste Enforcement Policy and Waste & Recycling Collection Policy has been produced, setting out what is required by householders and what action will be taken should the policies not be followed.
- 4.44** The **Waste Enforcement Policy** is set out in a number of sections, the key elements of which are outlined below. The full document can be found in Appendix 4.

Section 4 Legislation

- 4.45** Part II of the Environmental Protection Act 1990 (“the 1990 Act”) is concerned with waste on land. Subject to certain exceptions, it is the duty of every waste collection authority to arrange for the collection of household waste in its area (section 45(1)(a) of the 1990 Act). No charge can be made for the collection of household waste, except in cases prescribed in regulations made by the Secretary of State: section 45(3).
- 4.46** Section 45A is concerned with arrangements for the separate collection of recyclable waste. Section 45A(2) states that where an English waste collection authority has a duty by virtue of section 45(1)(a) above to arrange for the collection of household waste from any premises, the authority shall ensure that the arrangements it makes in relation to those premises include the arrangements mentioned in section 45A(3) (unless it is satisfied that (in that case) (a) the cost of doing so would be unreasonably high; or (b) comparable alternative arrangements are available. The arrangements in section 45A(3) are arrangements for the collection of at least two types of recyclable waste together or individually separated from the rest of the household waste.
- 4.47** The Council will employ section 46 of the Environmental Protection Act 1990 to ensure domestic waste is managed correctly. Under section 46 (1) where a waste collection authority has a duty by virtue of section 45(1)(a) to arrange for the collection of household waste from any premises, the authority may, by notice served, require the occupier to place the waste for collection in receptacles of a kind and number specified.
- 4.48** The Council can detail a number of aspects in that notice, including stipulating the size, construction and maintenance of the receptacles, and the placing of the receptacles for the purpose of facilitating the emptying of them, and access to the receptacles for that purpose. A waste collection authority is not obliged to collect household waste that is placed for collection in contravention of a requirement under section 46.

Section 5 - Enforcement Approach

- 4.49** The enforcement approach will be measured and balanced, and will ensure that householders are not penalised for minor breaches of waste bin rules (except where they are intentionally repeated). In line with good practice Hackney Council will inform and educate residents in the first instance and only where this approach fails will penalty notices be considered. Our education and enforcement process is described below.



- 4.50** Stage 1 - During the transition period from weekly to fortnightly waste collections, the emphasis will be on encouraging residents to review their waste production and separation behaviours and to identify any areas that can be improved.
- 4.51** Stage 2 - Residents will be contacted by letter/leaflet when they are due to transition to fortnightly collections with a final reminder of the instructions for the new service.

- 4.52** Stage 3 - A written warning may be given where an authorised officer of the Council is satisfied that a person has failed, without reasonable excuse, to comply with a requirement about the presentation for collection of household waste. Where this situation arises the household will receive a Community Protection Warning letter (which will include a s46 notice) and, where possible, this letter will be accompanied by a visit from a waste education and enforcement officer.
- 4.53** Stage 4 - Where a community protection warning has been given in respect of a failure to comply and a further failure is recorded within 12 months, then the household will be visited by a waste education and enforcement officer. The household will also be served with a final formal warning in the form of a community protection notice served under the Anti-social Behaviour, Crime and Policing Act 2014.
- 4.54** Stage 5 - A person issued with a community protection notice who fails to comply with it commits an offence under section 48 of the Anti-social Behaviour, Crime and Policing Act 2014. Under Section 52 of the same legislation an authorised person may issue a fixed penalty notice (FPN) to anyone who that person has reason to believe has committed an offence under section 48.
- 4.55** Stage 6 - Any household who repeatedly fails to comply with the community protection notice will be subject to prosecution action and will not be offered the opportunity to discharge their liability by payment of a fixed penalty.
- 4.56** With regard to maintaining the street scene It is important that the service change does not have a negative long-term impact on the streetscene. Legislation available to the Council to address this include:
- Section 33 Environmental Protection Act - Fly Tipping
 - Prevention of Damage by Pests Act 1949
- 4.57** Where it is appropriate some Houses of Multiple Occupation (HMO) will receive fortnightly collections. It will be the responsibility of both the tenants and the landlord to ensure waste is presented correctly for collection (and as such both will be served with a section 46 notice). If there are more than 4 occupants in a HMO then they can apply for an assessment that works in the same way as the 'Large Family' policy (see below).
- 4.58** The **Waste & Recycling Collection Policy** for Street Level Properties (Appendix 5), sets out what is expected from householders, and again key elements are outlined below.
- Section 2 - General Waste (non-recyclable rubbish) Containment*
- 4.59** In this section householders are informed of what their containment provision will be. If there is sufficient space within the property boundary for the household to store a 180 wheelie bin (either to the front or the rear) then the Council will supply this bin and householders will be required to use it. The bin will be emptied once every 2 weeks. The Council will not collect waste that is not contained within the bin.
- 4.60** Waste operatives should not pull wheelie bins up and down more than two steps, so if there is space outside a property but there are steps preventing collection then the Council will supply 2 x 90 litre dustbins to store outside the property. The Council will then collect the bags from inside the dustbins on collection day. The two dustbins will be emptied once every 2 weeks.

4.61 If there is no space outside of a property, for example if the door opens directly onto the street, then the Council will supply a 180 litre wheelie bin which should be stored on the public highway (pavement) immediately outside the property and tight against the property boundary. The bin will be emptied once every 2 weeks. Please note that storing a bin on the highway is a last resort and all reasonable efforts will be made to keep the bin within the boundary of a household's property.

4.62 Whilst the policy points above around general waste are provided for clarity and will apply respectively to the vast majority of street-level properties in the borough, the Council reserves the right to adjust the collection arrangements for the sake of efficiency and/or to mitigate against any issues. This may in some instances include properties remaining on a weekly collection.

4.63 There will be no changes to the collection frequencies of garden, dry recycling and food, and householders can request additional sacks, liners and caddies.

Section 3 - Waste & Recycling Presentation on Collection Day

4.64 With regards to presenting the bins for collection: bins should at no point be placed on the public highway to avoid obstruction and avoid enforcement action being taken (unless the Council has given prior permission as the only place a bin can be stored). The service will be a "point of storage collection", so where bins are stored within the boundary of a property, they will be collected from that point, emptied and returned to the same point. Bins stored on the street will be emptied and returned to their original storage location.

Section 4 - Overproduction of Waste

4.65 The Council's waste and recycling policy has been designed to provide enough waste capacity for any household as long as they are recycling all recyclable materials, including food, and employing reasonable steps to reduce their waste output overall. If there is still waste being produced that does not fit into the bins provided by the Council then the household is deemed to be overproducing waste and the Council will not collect this extra waste.

4.66 All lids on bins must be closed. If they are not because there are too many bags in the bin then the offending bag will be classed as overproduced waste and will not be collected.

4.67 If any overproduced waste is dumped on the public highway (i.e. the pavement) then the waste will be investigated and those responsible for the dumping will be subject to enforcement action, including the potential for fines and prosecution.

Section 6 and 7 - Large Family and HMOs

4.68 Large families and people living in HMOs are able to apply for extra bin capacity. For the purpose of the Large Family Policy a family must comprise: more than four people living in a single dwelling and/or 4 people including one baby in nappies living in a single dwelling.

4.69 Those who qualify as a Large Family / HMO under the above definition will need to apply for the extra capacity. They will then be contacted by an officer from Waste Strategy to assess their needs, which may include an assessment and education visit.

4.70 During the assessment and education visit families / households will be educated about recycling and will be required to sign a Recycling Commitment, committing the

household to recycling mixed dry recycling, food waste and garden waste, if applicable. Failure to meet the requirements of this commitment could mean that the extra capacity is reduced. Based on the outcome of the assessment and the number of permanent residents in the households, any additional capacity required will be provided.

- 4.71** Large Families, tenants and landlords of HMOs receiving extra capacity will also be served with a section 46 Notice to ensure that they only use the containment that has been supplied based on the assessment.

Section 9 - Special Collections

- 4.72** Where a household has overproduced waste, and this has led to a build-up of waste on the property, the Council may collect the extra waste for a charge. The charge will be set as a part of the Council's annual Fees and Charges process (exemptions apply) and the Council will collect up to 10 black sacks per request.

- 4.73** This only applies to instances where the resident has contacted the Council and procured the service. If waste is removed by the Council as a result of enforcement action then this charge may be substantially higher through fines and / or prosecution.

Section 10 - Managing the Impacts of Fortnightly Collections

- 4.74** This section reiterates reducing the impact on the street scene, as well as issues with regard to contamination of the recycling. It further addresses issues over the misuse of communal bins, whether on estates or the street.

- 4.75** Both documents (Enforcement Policy and the Waste & Recycling Collection Policy) contain a Frequently Asked Questions section to aid understanding of the policies, procedures and guidelines.

Operational Delivery Plan

- 4.76** Environmental Services are in the process of purchasing a new fleet of Euro VI vehicles to be ULEZ compliant by October 2020. This new fleet of vehicles will be received by September, ahead of that deadline. The vehicles have been ordered to a specification that can service both wheeled bins and sacks to accommodate the collection methodologies required for the proposed service change. They will also be fitted with advertising panels, which will be used to promote the new service change, should that be adopted.

- 4.77** It is envisaged that the operational service implementation will take place in two phases over two months, with a completion date of no later than April 2021. This will be backed up by a comprehensive communications and engagement programme.

Concluding remarks

- 4.78** The report details the results of the recent consultation on moving to fortnightly collections. 39% of respondents agree or strongly agree with the proposals, whilst 50% disagree and strongly disagree. When the responses are further analysed, it is evident that respondents from large families, those that are aged 16-24, those people with disabilities, and those whose religion is Charedi Jewish or Jewish are the ones who disagree most with the proposed service change. The analysis further shows that these groups don't currently engage with all the services that the Council offers, such as the food waste service. To take account of the concerns raised in the consultation and, in particular of protected characteristic groups, the Equalities Impact Assessment has been reviewed and updated.

- 4.79** Recurrent amongst all groups was the negative impact they felt it would have on their households: smell; increase in vermin and animals (foxes were cited the most) rummaging through bins; and overflowing bins. These concerns, in part, have guided the recommendation of provision of a 180l wheeled bin. This would support the views of the respondents, 59% of whom, support the provision of a bin.
- 4.80** Further work has been undertaken, including a waste compositional analysis of the highest waste producing area in the borough. This highlights the challenge facing the service, and those households who produce large quantities of waste, some three times the borough average. However, the analysis shows that if households used all of the services available to them, and to their full potential, restricting residual waste to a fortnightly collection can be achievable. For those that may have difficulties in achieving this, there will be policies that can assist, such as a large household policy.
- 4.81** It should be noted that the success of restricting residual waste is dependent on residents adhering to the new service changes. This will mean, in some instances, changes to their current disposal patterns, recycling all they can, both dry and food, and placing the remaining waste they produce only in the bin provided. Whilst a comprehensive communications and engagement strategy will be deployed, there may be instances, in the worst cases, where enforcement action will be taken. As such a Waste Enforcement Strategy sets out the six stage approach to enforcement, ensuring that encouragement and education is undertaken in the first instance. It also sets out the expectations in the Waste & Recycling Collections Policy that we require from our householders to ensure, as far as possible, compliance with the move to fortnightly collections.

5 DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

- 5.1** As referred to in Section 4 above, London boroughs are required to produce a Reduction and Recycling Plan (RRP) to set out how they each will make a contribution to the Mayor of London's Environment Strategy targets and demonstrate general conformity with his Strategy.
- 5.2** Failure to produce a RRP may lead to the Mayor using his powers to direct a Waste Authority in London where he considers that it is necessary for the purposes of the implementation of the municipal waste elements of the Environment Strategy.
- 5.3** The RRP has now been approved by the Mayor of London, which included the consideration to introduce fortnightly collections to restrict residual waste. This action has the largest impact on increasing the recycling rate, thereby contributing to the London wide targets; it is unlikely that the RRP would have been approved without commitments to restrict residual waste.

6 BACKGROUND

Policy Context

- 6.1** Each London borough's RRP is the key document for delivery of the municipal waste element of the Mayor of London's Environment Strategy.
- 6.2** Further, Hackney's RRP has been informed by the Corporate Plan. It ensures that the relevant manifesto commitments have been incorporated, in particular by improving recycling on estates, and that it contributes to making Hackney a greener and more environmentally sustainable community, which is prepared for the future.

- 6.3** The key action with the largest impact on increasing recycling levels is through restricting residual waste. The recycling targets set out in Hackney's RRP have been modelled on this proposal.

Equalities Impact Assessment

- 6.4** The Council has a duty under the Equality Act 2010, and in particular, section 149 of the Act, which set out the three equality needs that must be taken into account when undertaking its functions:
- a. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
 - b. Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - c. Foster good relations between people who share a protected characteristic and those who do not.
- 6.5** An Equalities Impact Assessment (EIA) was undertaken to assess the impact of the proposal to introduce fortnightly collections, prior to the consultation on such going live. Following the analysis of the consultation results the EIA has been reviewed and updated taking into account the protected characteristics and the impact the proposals will have on those groups. The consultation has provided a significant amount of detailed information, providing a greater understanding of the impact of the proposed service change.
- 6.6** The equality need that is most relevant to the proposal to introduce fortnightly waste collections is the need to eliminate discrimination. This proposal does not amount to direct discrimination, as no individual is being treated less favourably by a reason of a protected characteristic.
- 6.7** However, the EIA that has been undertaken has acknowledged that there could be a risk of indirect discrimination by applying the proposal to all street level properties on individuals in certain protected groups; a particular impact on pregnancy/maternity (increased waste through use of nappies), disabled people (increased waste through use of medical/sanitary products and waste bin access issues), younger age groups (low levels of waste and recycling segregation) and religious groups in particular Charedi Jewish community (high levels of waste generated by larger households).
- 6.8** As outlined in previous sections, but to reiterate here, the Council is proposing a course of action, i.e. to introduce fortnightly collections to street level properties, that will result in a number of outcomes:
- General conformity with the Mayor of London's Environment Strategy;
 - Reduction of approx. 4,400 tonnes of street level black bag waste being incinerated against current levels by 2022, which is a 21% reduction of waste per household;
 - Reduction in disposal costs of £246k per annum (based on current tonnage and levy charges) by 2022;
 - Increase in recycling rate to 31% by 2022/23;
 - Reduction in emissions associated with incinerating black bag waste, contributing to achieve the 45% reduction in emissions against 2010 levels by 2030 and net zero by 2040 as set out in the Council's Climate Emergency Declaration of June 2019.

6.9 The above outcomes constitute a legitimate aim to introduce fortnightly collections for residual waste, and the Council can demonstrate that the proposal is proportionate for the following reasons:

- The legitimate aim is an important aim;
- There will be an education / engagement programme to encourage people in the Council's area to recycle more (and a targeted education / engagement programme for those groups most likely to be affected);
- In most cases, individuals are likely to adopt the actions that are being encouraged by the Council, and will recycle more waste, thereby reducing their residual waste so that it can fit within a 180 litre bin on a fortnightly basis;
- Where individuals are still producing more waste than can fit within a 180 litre bin on a fortnightly basis, then a policy would be put in place to increase bin capacity where required;
- For those who would have difficulties manoeuvring the bins or lifting rubbish into the bin, the Council will offer assisted collections.

6.10 Further, the Council has considered in its assessment the duty to make reasonable adjustments for disabled persons who are placed at a substantial disadvantage by the proposal when compared to persons who are not disabled (either because the disabled person produces more waste relating to their disability, or because they would struggle to put rubbish in an external bin). The Council is under a duty to take reasonable steps to avoid the disadvantage, or to provide a reasonable alternative method of collecting the waste. As such, and as detailed in the EIA, the Council is proposing to (a) increase bin capacity where more waste is being produced; and/or (b) offer assisted collections for those who cannot use the bins.

6.11 The following paragraphs outlines the EIA's monitoring of the main equality strands and mitigating measures that will be implemented for each of the groups identified as being potentially impacted by the proposals.

6.12 The survey included monitoring around the main equality strands, which have been analysed. This identified that the protected characteristics most affected by the potential service changes are 'Age', 'Disability' and 'Religion'.

Age

6.13 The age group most in support of the proposal was the 25-34 age group, with nearly half of them supporting the change in collections. The group least in support were the younger group, 16-24 years, whereby 61% were against it. The same group also had the highest proportion who believed the proposals would have a negative impact on their households; 66%. Also, almost half of the younger respondents disagree with the Council only collecting rubbish contained within bins. The reasons as to why they disagree or believe it will have a negative impact are comparatively the same as the overall responses received for that question: smell or health concerns; bins overflowing; and, increase in vermin, mainly foxes.

6.14 Prior to the consultation, the Council assumed elderly residents to be most negatively impacted by the service change due to difficulties manoeuvring the bin or difficulties lifting rubbish into the bin. However, analysis from the consultation confirms the negative impact decreases as the respondent's age increases. The rationale behind this is unknown as the reasons provided by all age groups are the same. There will however, be provision made for factors that may negatively impact older residents.

- 6.15** Younger respondents (aged under 35) are more in favour of having bins provided than older respondents. One possible reason for this is over half of younger respondents live in 'flats in converted houses' and that they may want to ensure they get their own bin without having to share it with their neighbours.
- 6.16** Respondents aged 16-24 are also more likely than their older counterparts to put recyclable items, including food, in their non-recyclable rubbish. Not having a blue bin was the most frequent reason given for not recycling food by those in 'flats in converted houses' (11%, 149) and those aged 16-24 (20%, 17). It should however be noted that this is a small sample size. To mitigate this the Council needs to encourage all age groups, but specifically the younger generation, to recycle all of their dry recyclables and food waste in the green sack and blue bin services. This will reduce the negative impacts (smells, vermin, overflowing bins) considerably.
- 6.17** The mitigating actions include:
- Develop and deliver a communications strategy to target under 24s, including social media and digital advertising;
 - Encourage the uptake to the new fox-proof food waste bins which have proven to be successful;
 - Focus groups to research barriers to recycling and benchmark campaigns targeting transient and younger residents;
 - Encourage younger residents to recycle and to understand the implications to them and the borough if they don't;
 - Education as to the appropriate storage of bins would be given to householders and alternatives can be considered for elderly residents with access issues, particularly wheelchair users;
 - Engagement with amenity groups and organisations who can communicate service changes to elderly residents;
 - For those with specific medical needs, and who may find that there is a lack of bin capacity with the standard allocation, the Council can provide an increase bin capacity where required;
 - Deliver a face to face engagement campaign to explain the service change.

Disability

- 6.18** There was a fair representation of this protected group in the consultation responses (10%), against a borough demographic of 14%, who identify themselves as disabled or having a disability. 61% of respondents with a disability disagreed with the proposal in comparison to 50% for those without a disability. About the same proportion of disabled respondents believed it would have a negative impact in their household. As per the previous group and the overall findings, the reasons are the same: increase in vermin; smell or health concerns; and, an increase in people or animals rummaging in bins. This group is also less likely to recycle their food; having very little food waste (11%) as the reason given by this group.
- 6.19** Whilst the following points weren't raised in the consultation responses, it is worth noting that they have been assessed and mitigated against for the purposes of the EIA.
- 6.20** There is the potential negative impact of those with reduced ability to participate wholly or in part in services e.g. if there are mobility difficulties in using / moving additional containers. There are potential negative impacts for people using incontinence pads or who have specific medical needs, and who may find that there is a lack of bin capacity with the standard allocation. There could also be potential difficulties in accessing

information e.g. people with visual impairments or lack of understanding of information around service changes. There could be negative impacts with regards to space needed to store the bin, particularly for wheelchair users who require adequate space for turning wheelchairs in their homes and generally moving around.

6.21 The mitigating actions include:

- Identify and engage with disable amenity groups to identify appropriate solutions for service changes;
- Develop and implement a communication actions plan;
- Target this group to attend focus groups to understand their needs and to support them with the service change;
- Encourage the uptake to the new fox-proof food waste bins which have proven to be successful;
- Printed material will be pictorial to reduce the reliance on the printed word;
- Add assisted collections and increase bin capacity to the restriction policy service development, to encourage those unable to use the service to register with the Council;
- For those with specific medical needs, and who may find that there is a lack of bin capacity with the standard allocation, the Council can provide an increased bin capacity where required.

Religion

6.22 The religious group least in support of the proposal was the Charedi Jewish group, whereby 94% disagreed with the proposal, followed by the Muslim group, with 62% disagreeing. The vast majority of the Charedi Jewish and the Jewish groups believed the proposals will have a negative impact in their household; 94% and 83% respectively.

6.23 The proportion of respondents anticipating that the proposals will have a negative impact increases with household size: 47% of respondents in 1-2 person households expect a negative impact compared to 95% of those in households of 9+ people. The top three reasons are; smell or health concern; increase in vermin; and, household produces too much waste for fortnightly collections.

6.24 Respondents less likely to consider recycling important are also more likely to disagree with proposed waste collection changes, such as those in large families, especially those who do not recycle food, and Jewish and Charedi Jewish residents. Charedi Jewish and Jewish households will be disproportionately impacted by the service change if they do not fully utilise their (dry and food) recycling services in order to have sufficient capacity for their waste to be stored in the bins provided for fortnightly collections.

6.25 Previous engagement work with Jewish and Charedi Jewish households has not resulted in significant behaviour change. The Council has completed extensive research detailing the barriers to food waste recycling participation and delivered door knocking campaigns to overcome these. This has been done by recruiting local Charedi Jewish residents to engage directly with households in these communities and providing larger food waste bins and liners. The Council uses local Jewish newspapers (Jewish Tribune, Newsheet and Hamodia) to advertise and promote services, as well as send direct mail on an annual basis to increase participation in recycling services during Passover. Even with this engagement work there has been a lack of a step change from Charedi Jewish and Jewish households to increase recycling participation.

6.26 In reaching an understanding as to whether there may be a religious reason for Jewish & Charedi Jewish households not to recycle, research with the community has been undertaken. This research has not found any religious reason as to why the community wouldn't separate out their waste for recycling.

6.27 The mitigating actions include:

- To help remove barriers to recycling participation, the delivery of targeted engagement with the community, and face to face with residents, will be undertaken;
- Encourage the uptake to the new fox-proof food waste bins which have proven to be successful;
- A diversity of communication and engagement routes to be used. This will include members and officers engaging directly with residents, drawing on the advice of stakeholders, representatives and umbrella organisations, to design appropriate engagement;
- Ensure a policy that provides additional bin capacity for larger households is included, for non-recyclable waste only.

6.28 The consultation results have informed the development of the EIA, and the approach to communications and community engagement thus ensuring that tailored support is provided for those community groups most likely to require it. The consultation demonstrated that the disability, religion and age protected characteristics are less likely to support the fortnightly collection of the residual waste proposal. This highlights the importance of tailored, targeted communications and work with the groups most affected. Further engagement will be undertaken in order to develop and produce appropriate communications, and to enable the Council to adapt its operations, as appropriate, to enable participation in the services.

6.29 It should be noted that the consultation, completed by nearly 11,000 respondents, was self-selecting and not representative of the demographic of Hackney. The respondent profile, as detailed in section 4, has a higher proportion of women, white residents and older residents. The results have, however, provided useful disaggregated data across different groups, and demonstrates that there is still a need to engage with communities and develop communications work with residents, in particular those from minority groups and younger residents.

6.30 The EIA can be found in Appendix 6.

Sustainability

6.31 The Reduction & Recycling Plan (RRP) is the guiding document for provision of waste and recycling services in Hackney, and is where the consideration to introduce fortnightly collections is documented. The Plan has now been approved by the Mayor of London.

6.32 The RRP sets out how the activities within the plan will contribute to improving environmental performance through the reduction in overall waste, the increase of material recycled, reducing the environmental impact of waste services including measuring the carbon impacts of activities, as well as ensuring that vehicles used for services are ULEZ compliant. The RRP further sets out how Hackney will contribute to the transition towards a circular economy.

6.33 More specifically, the benefits of introducing fortnightly collections include:

- Reduction of approx. 4,400 tonnes of street level black bag waste being incinerated against current levels by 2022, which is a 21% reduction of waste per household;
- Increase in recycling rate to 31% by 2023. This will see Hackney move from position 8⁴ of 13 inner London borough's recycling rates to 4th⁵ (based on current data);
- Reduction in emissions associated with incinerating black bag waste, contributing to achieve the 45% reduction in emissions against 2010 levels by 2030 and net zero by 2040. Using Zero Waste Scotland's Carbon Metric Publications⁶, directing 4,400 tonnes of black bag waste to recycling/composting, shows a benefit of -661 to -610 kgCO₂eq per tonne of material recycled/composted. This would indicate a potential benefit of around 2,910 to 2,680 tonnes CO₂eq savings.

Consultations

6.34 The results of the consultation that took place in autumn 2019 have been covered in the main body of the report, Section 4.

Risk Assessment

6.35 High level risks, and mitigating measures, associated with the introduction of fortnightly collections are set out below. Should a decision to approve the proposal be taken a full risk register will be maintained.

- Performance gains not achieved: Modelling of tonnages based on internal and external analysis has taken place, ensuring that the projections are as accurate as possible. It should be noted that a number of other factors will impact on the overall recycling rate (housing growth, property type, impact of potential Government policies e.g. Deposit Return Schemes).
- Implementation costs escalate: the implementation costs for the service have been estimated at the upper end, and as such should remain within or be less than what has been forecasted.
- Potential impacts on different sectors of the community: A comprehensive EIA has been undertaken prior to the public consultation. This has been reviewed and updated taking on board consultation responses and mitigating measures set out.
- Impact on public realm: Whilst there are likely to be teething problems as the service beds in, in the longer term the service design, collection policies and enforcement approach will address any negative impact on the street scene.
- Keeping residents informed: A comprehensive communication and engagement plan will be developed. The approach will provide the information required for people to recycle more and will use the Council's corporate communications channels to ensure they are aware of the service change, new collection dates and restriction policies.
- Household behaviour change: Households who misuse the new services and produce additional waste, will impact on the amount of waste sent to incineration and subsequently recycling & composting rates. A comprehensive communications and engagement approach will be adopted, followed by enforcement action.

⁴Based on 2018/19 unaudited data: Lewisham (28%); Islington (29%); City (29.9%); Lambeth (30.1%); Camden (31.1%); Greenwich (33.4%); Southwark (35.2%)

⁵Based on 2018/19 unaudited data: Camden (31.1%); Greenwich (33.4%); Southwark (35.2%)

⁶ <https://www.zerowastescotland.org.uk/our-work/carbon-metric-publications>

- Covid-19: Depending on the length of time the coronavirus impacts frontline services, and potentially on internal back office support and the supply chain being affected, the implementation of fortnightly collections may be delayed. This will be kept under review.

7 COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND CORPORATE RESOURCES

- 7.1 This report sets out the results of the recent consultation on moving to fortnightly collections for implementing restricted residual waste to street level properties and recommends a fortnightly residual waste collection for street based properties throughout the borough.
- 7.2 The current annual cost to the Council of waste collection and disposal is £13.9m. The 2019/20 service budget for refuse collection and co-mingled recycling is £6.9m. The 2019/20 waste disposal levy payment to the North London Waste Authority is £7m. As outlined in the Council's Medium Term Planning Forecast the cost of the waste disposal levy is expected to rise significantly over the medium to long term as new waste management infrastructure is constructed over the next seven years. As has been known for some time, NLWA's existing waste management infrastructure at Edmonton is reaching the end of its operating life and options for a replacement facility are being developed. The estimated levy payments based on the latest estimates from NLWA and included in the Council's financial planning for the next 4 years is set out in the table below.

	2019/20	2020/21	2021/22	2022/23	2023/24
Estimated NLWA Levy £000	6,998	7,076	8,524	8,775	10,855
Increase £000		78	1,448	251	2,080
Increase %		1.1	20.5	2.9	23.7

- 7.3 It is therefore essential for the Council to mitigate this additional cost as far as possible and diverting waste from incineration, i.e. increasing our recycling rate is the most significant factor in this. The development and implementation of the RRP, including restricting residual, is key to supporting this aim and mitigating the extent of the increase in the waste levy. Current tonnage estimates suggest that service changes could result in cost avoidance of approximately £246k per annum.
- 7.4 The most effective way of increasing the recycling rate is to restrict residual waste through reduced residual waste collections. A move to fortnightly collections for street based properties is a significant service change and would require implementation funding. The service has worked with finance to estimate the cost of implementation of the service change; this estimate totals £3m and includes mobilisation, behavioural change and mitigations costs as follows:

Estimated implementation costs for service change	Amount (£)
Mobilisation costs	

Consultation package	60,000
Communications package	110,000
180l wheelie bins *	632,500
180l wheelie bins and sacks logistics	130,000
Sacks for restriction for remaining properties	60,000
Bags, liners and caddies	26,500
Temporary contact centre staff (6 months)	37,500
IT/systems development	60,000
	1,116,500
Behaviour Change	
Behaviour change advisors 6 months - mobilisation phase 6 months (14 staff @£44k)	308,000
Behaviour change advisors - in the event of non compliance up to 18 months (14 staff @£44k)	924,000
	1,232,000
Mitigation against non compliance	
Additional x3 vehicle, crews year 1	700,000
Total	3,048,500

* There will also be an ongoing budget for bin replacement of £30,000 based on a 5% per annum loss rate.

- 7.5** To implement this service change there is an absolute funding requirement of £1.5m in 2020/21 which reflects the mobilisation costs and 25% of behavioural change costs to support the service change in the lead up and during phased implementation.
- 7.6** In respect of the other estimated costs, a flexible resource is required to be drawn upon swiftly in the event of significant non compliance to support a successful implementation and subsequent embedding of the service change. This resource is required because there may be an impact on the productivity of the waste crews, and a potential negative impact on the street cleansing function as the changes are introduced; this will need to be effectively managed. The Group Director of Finance and Corporate Resources will manage this flexible resource in conjunction with the relevant Change Manager and release resources as required on an evidence based approach.
- 7.7** The cost of the implementation is significant and with the financial challenges facing the Council, the service will need to work with the Group Director of Finance and Corporate Resources to continually evaluate the impact of this plan on the overall financial position of the Council. Due diligence and detailed financial modelling has been undertaken to fully understand the investment required for this service change. Throughout implementation

and beyond there will be a requirement for checkpoints within the plan to evaluate the success of the service change to ensure that the desired outcomes, i.e. increased recycling rates, are on target so that we do not get to the end of the implementation with limited success and the one off investment becomes an ongoing requirement.

- 7.8** It is also recognised that there are potential efficiency savings which may flow from reducing the frequency of residual waste collections but this will take time to realise. A review of the outcomes of the service change should be undertaken after 12 months of operation to assess the impact on the recycling rate and whether there have been the desired reductions in tonnage collected. This review will inform the potential for efficiency savings from waste collection operations over the medium term.

8 COMMENTS OF THE ACTING DIRECTOR OF LEGAL AND GOVERNANCE SERVICES

- 8.1** Section 351A of the Greater London Authority Act 1999 (“the 1999 Act”) imposes a statutory duty on the Mayor of London (“the Mayor”) to prepare and publish a document known as the “London Environment Strategy”. The Strategy must contain provisions dealing with a number of matters, including the Mayor’s policies and proposals in relation to municipal waste management in relation to Greater London. The Mayor published his Environment Strategy in May 2018. Section 355 of 1999 Act states that:

“(1) In exercising any function under Part II of the [1990 Act] (waste on land) –

(a) each of the waste collection authorities in Greater London,

(b) ...shall act in general conformity with the provisions of the London Environment Strategy”

- 8.2** Section 355(2) states that this subsection has effect only to the extent that compliance by an authority with the requirements of that subsection does not impose excessive additional costs on the authority.
- 8.3** In order to comply with the Mayor of London’s Environment Strategy on 17th June 2019 Cabinet approved the Council’s Reduction & Recycling Plan (RRP). The RRP was submitted to the Greater London Authority on 18th June 2019 and was approved by it on 5th December 2019. The recommendations in this Report, including those related to approve formally fortnightly collections to street level properties, support the Council’s aims as set out in the RRP. The approval of all formal service strategies is reserved to the Mayor and Cabinet under the Mayor’s Scheme of Delegation so this report is being submitted to Cabinet for approval.
- 8.4** Members must bear in mind the duties under section 149 of the Equality Act 2010 in the approval of the recommendations in this Report. Members must know and understand the legal duties in relation to the “public sector equality duty” and consciously apply the law to the facts when considering and reaching decisions where equality issues arise.
- 8.5** The public sector equality duty is set out at Section 149 of the Equality Act 2010. It requires the Council, when exercising its functions, to have ‘due regard’ to the need to eliminate discrimination (both direct and indirect discrimination, and the duty to make reasonable adjustments), harassment and victimization and other conduct prohibited under such Act, and to advance equality of opportunity and foster good relations between those who share a ‘protected characteristic’ and those who do not share that protected characteristic. Having ‘due regard’ to the need to advance equality of opportunity

between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to (a) remove or minimize disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it; and (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low (section 149(3) of the 2010 Act).

- 8.6** It is unlawful for a local authority to discriminate in the provision of services to the public or section of the public, and to do anything that constitutes discrimination in the exercise of a public function that is not the provision of a service.
- 8.7** Direct discrimination occurs if, because of a protected characteristic, a local authority treats a person less favourably than it treats or would treat others.
- 8.8** Indirect discrimination occurs if a local authority applies to a person a provision, criterion or practice which is discriminatory in relation to a relevant protected characteristic of that person (“B”). A provision, criterion or practice is discriminatory if:–
- (a) the local authority applies, or would apply, it to persons with whom B does not share the characteristic,
 - (b) it puts, or would put, persons with whom B shares the characteristic at a particular disadvantage when compared with persons with whom B does not share it;
 - (c) it puts, or would put, B at that disadvantage, and
 - (d) the local authority cannot show it to be a proportionate means of achieving a legitimate aim.
- 8.9** In short, indirect discrimination would arise if a local authority applies the same provision, criterion or practice to everyone, but it puts those in a certain protected group at a “particular disadvantage” when compared with persons who are not in that protected group. However, even if a “particular disadvantage” arises, indirect discrimination does not arise if the provision, criterion or practice can be justified – i.e. if it is a proportionate means of achieving a legitimate aim.
- 8.10** A local authority also discriminates against a disabled person if it fails to comply with the duty to make reasonable adjustments in relation to that person. If, when providing a public service or performing a public function, a provision, criterion or practice of a local authority puts a disabled person at a particular disadvantage, in comparison with persons who are not disabled, a local authority is under a duty to take such steps as it is reasonable to have to take to avoid the disadvantage or to adopt a reasonable alternative method of providing the service or exercising the function.
- 8.11** Members must pay due regard to any obvious risk of such discrimination arising in respect of the decisions to be made in this Report. These matters are examined in the Equality Impact Assessment in Appendix 6.
- 8.12** A ‘protected characteristic’ is defined in the Equality Act as:
- age;
 - disability;
 - gender reassignment;
 - pregnancy and maternity;

- race;(including ethnic or national origins, colour or nationality)
- religion or belief;
- sex;
- sexual orientation.

Marriage and civil partnership are also a protected characteristic for the purposes of the duty to eliminate discrimination.

- 8.13** Having due regard to the need to ‘advance equality of opportunity’ between those who share a protected characteristic and those who do not includes having due regard to the need to remove or minimize disadvantages suffered by them. Due regard must also be had to the need to take steps to meet the needs of such persons where those needs are different from persons who do not have that characteristic, and encourage those who have a protected characteristic to participate in public life.
- 8.14** The steps involved in meeting the needs of disabled persons include steps to take account of the persons’ disabilities.
- 8.15** Having due regard to ‘fostering good relations’ involves having due regard to the need to tackle prejudice and promote understanding.
- 8.16** Complying with the duty may involve treating some people better than others, as far as that is allowed by the discrimination law.
- 8.17** The equality duty arises where the Council is deciding how to exercise its statutory powers and duties under the Environmental Protection Act 1990 and the Greater London Authority Act 1999.
- 8.18** The Council’s duty under Section 149 of the Equality Act is to have ‘due regard’ to the matters set out in relation to equalities when considering and making decisions in relation to its statutory duties to collect waste. Accordingly due regard to the need to eliminate discrimination, advance equality, and foster good relations must form an integral part of the decision making process. Members must consider the effect that implementing a particular policy will have in relation to equality before making a decision.
- 8.19** There is no prescribed manner in which the equality duty must be exercised. However, the Council must have an adequate evidence base for its decision making. This has been achieved through extensive consultation and the other information contained within the detailed Equality Impact Assessment. The potential equality impact of the proposals has been assessed, and that assessment is included in the Equalities Impact Assessment. A careful consideration of this assessment is one of the key ways in which members can show “due regard” to the relevant matters.
- 8.20** Where it is apparent from the analysis of the information that the proposals would have an adverse effect on equality needs then adjustments should be made to avoid that effect (mitigation). The mitigating measures proposed to be taken are also set out in paragraphs 6.11 – 6.30 of this Report.
- 8.21** Members should be aware that the duty is not to achieve the objectives or take the steps set out in s.149 of the Equality Act. Rather, the duty on public authorities is to bring these important objectives relating to discrimination into consideration when carrying out its public functions (which includes the functions relating to waste collection). “Due regard” means the regard that is appropriate in all the particular circumstances in which the

authority is carrying out its functions. There must be a proper regard for the goals set out in section 149. At the same time, Members must also pay regard to any countervailing factors, which it is proper and reasonable for them to consider. These factors include the need to create a more environmentally sustainable community, and, in particular, the need to increase recycling levels across the Borough. The weight of these countervailing factors in the decision making process is a matter for Members in the first instance.

APPENDICES

- Appendix 1: Reduction & Recycling Plan
- Appendix 2: Consultation Report and Analysis
- Appendix 3: Waste Compositional Analysis
- Appendix 4: Draft Waste Enforcement Policy
- Appendix 5: Draft Waste & Recycling Collection Policy
- Appendix 6: Equalities Impact Assessment

EXEMPT

Not applicable.

BACKGROUND PAPERS

Reduction & Recycling Plan, Key Decision No. NH P86, 17th June 2019.

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Hackney's recycling strategy focuses on waste prevention, re-use and recycling and fits within the North London Joint Waste Strategy, which covers waste treatment and disposal. The Council's vision and values serves to mobilise the Council and its residents to obtain a unified direction which results in a reduction in waste sent to disposal, a reduction of the environmental impact of this waste while working with local communities to reach the same goal. To do this, Environmental Services provides a comprehensive range of recycling services and supports a waste prevention programme that works with similar goals as described in the circular economy approach.

Recycling performance has followed an improving trend since services were introduced in 2001, with a gradual increase in service provision, from bring site services only to comprehensive kerbside collections of food and dry recycling for all street level and estate properties. Performance plateaued between 2009/10 and 2012/13 and then with the introduction of the commingled service in March 2013, 2013/14 saw an increase of over 1% that was sustained for the following year. Changes in regulations governing the materials recovery facility meant that contamination of recycling became a bigger issue in 2015/16 and this was seen in the recycling rate with a decrease to 24.8%. However from 2016 to 2019, with contamination stabilised and Hackney beginning to receive apportioned recycling from neighbouring reuse and recycling centres, the recycling rate is at an all-time high of 28%.

Hackney's situation is not unique to inner London boroughs and the challenges that the borough faces spread across most aspects of waste management. The Council has consistently addressed these challenges and provides one of the most comprehensive waste management and recycling services in London. Increasing housing growth is producing additional waste that requires collection, treatment and disposal capacity. Significantly, the ratio of estates based housing compared with street based housing is growing and with the current recycling performance on estates holding back overall recycling performance improvement the exposure to increasing disposal costs is clearly evident. Combined with the need to fund new waste disposal infrastructure, the future financial impact on Hackney is considerable.

Baseline (2017/18) performance against common reporting metrics

Metric	Performance 2017/18	Additional guidance and expectations
Total annual household waste per head (kgs/head)	305.23	Defra stats (Ex BVPI84a)
Total annual household residual waste per household (kgs/household)	544.48	Defra stats (Ex NI191)
Total annual household avoidable (edible) food waste (kgs/head)	47.05	Borough to estimate based on own or RL/WRAP food waste composition data. Estimates should be based on avoidable
Annual household waste recycling rate (% by weight)	27.40%	Defra stats
Annual LACW recycling rate (% by weight)	26.20%	Defra stats
Proportion (%) of properties receiving the Mayor's minimum level of service for household recycling:	91%	Borough to take from own info
% of kerbside collected properties collecting six core dry materials and separate food waste	100%	Borough to take from own info. Separate food waste does not include co-mingled with garden waste
% of flats (communal collections and flats within commercial buildings) collecting six main materials	100%	Borough to take from own info
% of flats (communal collections and flats within commercial buildings) collecting six main materials and separate food waste	87%	Borough to take from own info
Proportion (%) of waste fleet heavy vehicles that are ULEZ compliant (Euro VI diesel)	37% (2018/19)	All HGVS Euro VI (diesel) compliant by April 2019 (central London) and October 2020 (throughout London). See www.tfl.
Performance of LACW activities against the Mayor's EPS (tonnes of CO2eq per tonne of waste managed). Use tool found here Waste policy London City Hall	0.021	Boroughs to set by uploading WDF data into the GLA tool. GLA will provide EPS training in early 2019

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Set Common Performance Targets	Target year		Additional guidance and expectations
	2022/23	2025/26	
Total annual household waste per head (kgs/head)	290.13	294.72	Borough sets own targets, informed by RL/WRAP good practice
Total annual residual waste per household (kgs/household)	474.43	468.23	Borough sets own targets, informed by RL/WRAP good practice
Total annual household avoidable (edible) food waste (kgs/head)	44.99	44.89	Based on estimated avoidable food waste produced. The focus should be on what communication/behaviour change
Annual household waste recycling rate (% by weight)	31.00%	31.50%	Borough sets own targets, informed by RL/WRAP Route map modelling and other good practice. The GLA will use the
Annual LACW recycling rate (% by weight)	26.80%	27.50%	Borough sets own targets, informed by RL/WRAP good practice. Targets should at least match household recycling
	2020/21		
Proportion (%) of properties receiving the Mayor's minimum level of service for household recycling (by 2020):	93%		Borough sets own target, informed by RL/WRAP good practice
% of kerbside properties (all household on a kerbside collection) collecting six main dry materials and separate food waste	100%		Borough sets own target, informed by RL/WRAP good practice. Separate food waste does not include co-mingled with
% of flats (communal collections and flats within commercial buildings) collecting six main materials	100%		Borough sets own target, informed by RL/WRAP good practice
% of flats (communal collections and flats within commercial buildings) collecting six main materials and separate food waste	88%		Borough sets own target, informed by RL/WRAP good practice
	2020/21	2025/26	
Proportion (%) of waste fleet heavy vehicles that are ULEZ compliant (Euro VI diesel)	100%	100%	All HGVS Euro VI (diesel) compliant by October 2020 throughout London
Performance of LACW activities against the Mayor's EPS (tonnes of CO2eq per tonne of waste managed). Use tool found here Waste policy London City Hall	0.018	-0.039	Borough to run their own scenarios using GLA tool to determine planned service changes against the EPS for target years

LACW: Local Authority Collected Waste

London Environment Strategy Objective Reference	Key action – Local policy or waste contract commitment	Key actions – core service provision	Key actions – behaviour change activities	Expected impact towards achieving local targets	Key Milestones (including progress updates)
7.1 Drive resource efficiency to cut waste	Council Manifesto 113: "We will roll out measures to improve the recycling rate and reduce residual waste, with new infrastructure and support focussed on Hackneys estates and flats across the borough." AND North London Joint Waste Strategy 2009-2020, Policy 4HI: "The Partner Authorities will aim to provide door-to-door recycling services to 95% of relevant households and achieve 65% capture rates of targeted recycling materials during the period of this strategy"	Kerbside restriction of residual waste Considering the introduction of fortnightly waste collections. A property survey to be carried out to determine number of kerbside properties with front garden space. Planning to consult and engage borough residents on potential waste collection changes.	Plan and deliver resident consultation/engagement throughout 2019, a 12 week consultation .	Kerbside residual restriction. Total annual residual per household decrease by 81.5 kgs/year by 2022/23 from 2017/18 (or 19.4% less).	-Property survey completed in 2019/20. -Consultation completed in 2019/20. -Resident workshops and focus groups. -Restriction modelling completed in 2019/20. -Introduction of fortnightly waste collections for street level in Q3 2020/21.
7.1 Drive resource efficiency to cut waste	Council's Waste Reduction Manifesto Initiatives -Manifesto 110: "We will seek to establish an object lending library, from which residents will be able borrow items they would otherwise have to purchase. This will help residents to minimise unnecessary waste, reducing the ecological footprint of the borough, free-up space in people's homes, and reduce the cost of living for the boroughs residents." -Manifesto 111: " We will expand the number of free water fountains to reduce the use of single use plastic bottles." -Manifesto 112: "Work across the borough to reduce the use of plastic and other non-recyclable containers and cutlery. We will also encourage businesses and other organisations to join with us to do the same." -Manifesto 114: "We will encourage the growth of the circular economy with new re-use hubs across the borough." AND North London Joint Waste Strategy, Policy 4. C1:"The Partner Authorities will continue to actively support the development of best practice in waste reuse and will encourage the development of community sector and other partnerships to deliver effective reuse	Object lending library Partner with Library of Things to develop a local object lending library in the borough in partnership with a local community group. Single Use Plastic Reduction Install (number) water fountains in parks and/or public realm. Promote national Refill app, currently 91 refilling stations available in the borough. Work with local business to establish a range of plastic free areas in the borough. Re-use Hubs Deliver 3 event hubs a year, to include community exchange events (Give or Takes), electrical, bike and clothes repair, and clothes swaps. Explore opening a reuse shop selling reusable furniture collected in the borough.	-Utilise all council communication approaches, traditional and digital channels and press releases to promote and encourage behaviour change around our key actions. -Community outreach to engage with residents and inform of the new services. -Participation in national Refill campaign. -Working with local businesses to join the Refill campaign. -Working with local businesses in a target key area to reduce single use plastics and partner with NLWA to maximise their efforts for the Low Plastic Zone project. -Partner with local community groups to increase reach in the borough. -Environmental Education Contract delivery with Ecoactive; Delivery of 310 school sessions to primary and secondary schools.	Object library and reuse hubs as well as reduction activities form part of Hackney's circular economy service proposals. They have some waste reduction estimations but these are low in comparison with overall borough's total waste. Reuse hubs: 1.5 tonnes per event, 4.5 tpa; Lending library: 11 tonnes per annum	-Hackney's Library of Things to launch by Q4 2019/20. -Delivery of three Reuse Hubs, known as 'Zero Waste Hubs' events, per year from 2019/20 to 2021/22. -120 Refilling stations with the Refill campaign by 2020/21. -Install 5 water refill stations in the public realm by Q1-2019/20 with Mayor of London funding. -Install water refill stations funded by the council across all major town centres in the borough.
7.1 Drive resource efficiency to cut waste	The Hackney Community Strategy 2018–2028. Vision: We will also encourage greater reuse of goods, materials and resources and better supported everyone to reduce waste and recycle more, including people living in flats and on estates.	Delivery of waste prevention plan services: Furniture reuse collections, Real nappy subsidy, Toy gift appeal, Love Food Hate Waste, Home composting and #ZeroWasteHackney campaign.	-Utilise all council communication approaches, traditional and digital channels. -Participate in Resource London programmes and initiatives. -Participate in international, national and local campaigns such as Real Nappy Week, Compost Week, Zero Waste Week and European Waste Reduction Week. -Participate in national Love Food Hate Waste, Trifocal and Love Your Clothes campaigns -Environmental Education Contract delivery with Ecoactive; Delivery of 310 school sessions to primary and secondary schools. -Hackney will explore signing up to Courtauld Commitment 2025. The Council will also seek external funding to create partnerships between the Council, third sector companies and commercial organisations to reduce food waste levels in the borough.	306 tonnes of waste reduced per year. Based on real nappies: 100 tonnes/annum Food waste: 128 tonnes/annum Furniture Reuse: 56 tonnes/annum Home composting: 20 tonnes/annum Toy Gift: 2 tonnes/annum	-3,000 people reached directly with these campaigns/services annually from 2019/20. -35 Electrical items repaired annually from 2019/20. -1,500 clothes and toys repaired/donated annually from 2019/20.

London Environment Strategy Objective Reference	Key action – Local policy or waste contract commitment	Key actions – core service provision	Key actions – behaviour change activities	Expected impact towards achieving local targets	Key Milestones (including progress updates)
7.1 Drive resource efficiency to cut waste	Sustainable Procurement Strategy 2018-2022	<p>-The Council has a policy related to avoidable plastics in Council offices. The policy includes encouraging reduced packaging of products being used by the Council and the preferential use of recycled and recyclable packaging over less desirable alternatives, such as polystyrene. There are plans to minimise and ultimately bring to an end the use of non-essential and avoidable plastics and strictly prohibit all avoidable plastic, disposable, and non-recyclable catering materials for Council operations. Catering services now avoid the use of single use plastic, the café uses VegWare and the water fountain in main Hackney Service Centre uses disposable paper cones.</p> <p>-Coffee cup recycling available in the Town Hall and Hackney Service Centre.</p> <p>-Disposable waste from coffee machines to end with the cessation of the single use coffee machine contract.</p> <p>-Single use milk coffee plastic pods switched to large milk tetra pack containers.</p> <p>-Single use sugar sachets provisions ended.</p> <p>Events Policy: Work towards reducing single use plastic from events, and encourage events vendor to move to compostable packaging.</p> <p>-We will prioritise those contractors and suppliers that demonstrate circular economy</p>	<p>Internal recycling: -Online survey and quiz competition to encourage reusable items and to increase participation to internal recycling services available to staff; -Demonstration in key buildings on recycling queries to staff during Green Office Week and Zero Waste Week; -Screensavers and kitchen screen adverts on recycling and reuse. -Financial incentives for staff to use reusable containers/coffee cups in the main cafe.</p> <p>Public facing: -Public facing: Promotion of alternative use to plastic bottles at all events.</p> <p>Circular Economy Champion: Work with LWARB to develop staff guides to embed circular economy principles into working practices of contracts, goods and services that staff manage.</p>	n/a	<p>-Switch to compostable material in internal council buildings in 2019/20. -Remove single use plastic milk pods from council buildings by Q1-2019/20. -Procuring reusable glasses/mugs for kitchen in key council buildings by 2019/20. -Standardise internal recycling across all council buildings by 2020/21. -Work with event vendors to move to compostable packaging throughout 2019/20 and subsequent years; -Deliver Circular Economy Champion goals throughout 2019/20.</p>
7.1 Drive resource efficiency to cut waste	North London Waste Authority Waste Prevention Plan 2018/20. The waste prevention plan has been in place in North London since 2007. Managed by NLWA's waste prevention team and working alongside borough colleagues. Borough and NLWA coordinate closely with implementing activities and quarterly waste prevention officer meetings. The Waste Prevention Team delivers an annual conference, The North London Waste Prevention Exchange, with the purpose of sharing best practice on waste prevention across a wider area. In the current 2018/20 plan the budget agreed was £480k for 18/19 and £480k plus inflation for 19/20.	<p>The priority waste streams in the current plan are Food, Bulky waste (furniture and WEEE), and textiles.</p> <p>The plan implements smaller scale initiatives, such as single use plastic, paper and real nappies, and waste prevention community funding, junk mail, waste education programmes.</p>	<p>In terms of engagement with the relevant Mayoral and Resource London programmes the current position is as follows: Mayor's project to reduce single use bottles – Refill London Low Plastic Zone - NLWA is working on a project to establish low plastic zones – where businesses in the area commit to reducing single-use plastic waste and promote the 'Refill London' app. Recycle for London – NLWA has liaised extensively with Resource London about the Authority's 'Save Our Stuff' recycling campaign targeting north London millennials and has attended meetings and input into Recycle for London communications too. Although NLWA has not used 'Recycle for London' as a campaign theme to date, Resource London is currently producing some artwork 'North London Recycles' for use in the area. Love Food Hate Waste – although NLWA is currently using its own 'Wise Up To Waste' branding for food waste prevention initiatives, the Authority uses Love Food Hate Waste data and statistics to inform and support key messaging on food waste prevention in north London and also signposts residents to the Love Food Hate Waste website for further information. Love Your Clothes - NLWA promotes the website and shares social media content from the campaign. Trifocal – NLWA has been involved in the development of the Trifocal project since its inception and has provided local information and</p>	<p>It is estimated that through the two-year waste prevention programme, approximately 10,000 per year (20,000 for 2018-20) tonnes of waste will be diverted from disposal, representing 1.2% of 2016-17's waste arisings. NLWA, LFHW potential food waste diversion across 7 boroughs: 6,400 tonnes as per North London Waste Prevention Plan 2018-2020.</p>	<p>-Completion of all waste prevention plan activities by March 2020. -Propose and approve a new waste prevention plan for 2020/22.</p>

London Environment Strategy Objective Reference	Key action – Local policy or waste contract commitment	Key actions – core service provision	Key actions – behaviour change activities	Expected impact towards achieving local targets	Key Milestones (including progress updates)
7.2 – Maximise recycling rates	<p>North London Joint Waste Strategy, Policy 4I1: "The Partner Authorities will work to provide all residents in multi-occupancy housing with either door-to-door collection services or a minimum of one "near entry" recycling site per 500 households as soon as possible. "</p> <p>AND</p> <p>Policy 4H1: "The Partner Authorities will aim to provide door-to-door recycling services to 95% of relevant households and achieve 65% capture rates of targeted recycling materials during the period of this Strategy."</p>	<p>Kerbside: The Mayors minimum level of service is currently being met. All kerbside properties have a separate food waste collection and the mixed dry recycling collect in excess of the 6 dry materials. Garden waste is collected separately with no charge. Bulky waste collection bookings are charged, with exemption for those with housing benefits.</p> <p>Flats:</p> <ul style="list-style-type: none"> -The Mayors minimum level of service is currently being met with 6 dry recycling materials collected communally. -Food waste collections are offered in 95% of block of flats or 87% if including flats above shops. -Review the addition of food waste provision to the flats without a service. -Provide garden waste 'opt in' scheme for residents in estates. <p>Bring Sites: WEEE, Textiles, and media banks are available across the borough.</p>	<p>Kerbside and Flats:</p> <p>Communication & Engagement</p> <ul style="list-style-type: none"> -Continued engagement on recycling services via all council communications channels, traditional and digital advertising. -Participation in London (London Recycles) and national campaigns (Recycle Week). -Face to face outreach to approximately 1,000 residents in outdoor events. -Environmental Education via Ecoactive education charity contract to 7,000 children a year -Planning to consult kerbside residents on potential changes to waste collections. <p>Flats</p> <ul style="list-style-type: none"> -All Planning applications reviewed by the waste team to ensure that waste storage and maximising recycling is considered at early stages of regeneration and development process. -Leaflet delivery to new developments with accompanying letter to introduce new residents to recycling services. 	<p>Kerbside collected recycling expected to increase by 47.69 kg/hhd/yr (26%) by 2022/23 from 2017/18.</p>	<p>Kerbside: Consult residents on potential service changes from September to November 2019.</p> <p>Flats: 1,100 new planning applications to be reviewed annually.</p> <p>Review access to food waste service to flats above shops and remaining 5% of flats in block of flats.</p>
7.2 – Maximise recycling rates	<p>Corporate plan 2018-22, Building a Fairer, Safer, and more Sustainable Hackney.</p> <p>Council Manifesto 113: "We will roll out measures to improve the recycling rate and reduce residual waste, with new infrastructure and support focussed on Hackneys estates and flats across the borough."</p> <p>Manifesto commitment 115; "to introduce a green champions scheme across our estates to promote recycling."</p> <p>North London Joint Waste Strategy, Policy 4I1: "The Partner Authorities will work to provide all residents in multi-occupancy housing with either door-to-door collection services or a minimum of one "near entry" recycling site per 500 households as soon as possible. "</p>	<p>Flats recycling - Estates interventions:</p> <ul style="list-style-type: none"> -Introduction of a second recycling collections: increase frequency of recycling collections at 400 busy sites. -Introduce new design recycling bins with larger lids and reversed locking system to reduce contamination. -Additional 160 recycling bins to be put on estates to increase capacity to recycle. -Removal of third waste collections to reduce waste volumes. -Green champions trial: Estate residents will be recruited as green champions to promote recycling on their estates and encourage positive behaviour change. -Innovative communications campaign focused on four estates with supporting borough wide activity, to motivate and provide residents with the knowledge to correctly recycle on estates. -Introduction of reverse vending machine trial on an estate. -Working with LWARB to deliver estates interventions as part of the ethnographic research project to improve recycling in purpose built houses. 	<ul style="list-style-type: none"> -Implementation of green champion scheme in 2019/20. -Utilise Council communications channels: traditional, outdoor and digital advertising. -Outreach workshops, and doorknocking. 	<p>Recycling in flats through these interventions expected to increase by 737 tonnes extra by 2022/23 and remove 208 tonnes of residual.</p>	<ul style="list-style-type: none"> -Implementation of green champion scheme in 2019/20; -Add second collections by Q1-2019/20; -Additional 160 recycling bins by 2019/20; -Removal of 5 estates receiving a third waste collection by 2019/20; -Implementation of innovative communications campaign by 2019/20; -First reverse vending trial in a Hackney estates by 2019/20.

London Environment Strategy Objective Reference	Key action – Local policy or waste contract commitment	Key actions – core service provision	Key actions – behaviour change activities	Expected impact towards achieving local targets	Key Milestones (including progress updates)
7.2 – Maximise recycling rates	<p>-Corporate plan 2018-22, Building a Fairer, Safer, and more Sustainable Hackney.</p> <p>-Council Manifesto 113: "We will roll out measures to improve the recycling rate and reduce residual waste, with new infrastructure and support focussed on Hackneys estates and flats across the borough."</p> <p>AND</p> <p>-North London Joint Waste Strategy, Policy 411: ""The Partner Authorities will work to provide all residents in multi-occupancy housing with either door-to-door collection services or a minimum of one "near entry" recycling site per 500 households as soon as possible. "</p>	<p>Flats Recycling- Housing Estates Recycling Programme:</p> <p>The Estates Recycling Programme team is working with Planned and Asset Management, Estates Regeneration Programme, Building Maintenance and Estate Environment, and Housing Management teams across the Council to deliver a capital Programme that aims to improve the recycling performance on Housing estates:</p> <ul style="list-style-type: none"> -Closure of waste chutes and construction of new facilities with capacity to accommodate both waste and recycling bins in close proximity to the entrances of the blocks. There are 7 estates in the current phase of the Programme and over 100 estates to be considered in following years. -Improve existing waste and recycling facilities. -Ensure that all new and existing housing properties meet future service requirements. -Install units with separate compartments for waste and recycling in all properties that become vacant, kitchens that are refurbished, and in new kitchens on regenerated estates. -Deliver recycling welcome packs to new residents. -Deliver infrastructure works to improve waste and recycling facilities in estates that are not part of any other existing Programme. -Installation of new notice boards and signage to improve communication with residents. 	<p>Implementation of closure of waste chutes and construction of new facilities in 7 estates will take place in 2019/2020. Communication and engagement with residents includes:</p> <ul style="list-style-type: none"> -Attendance to Tenants and Residents Associations and Panel Meetings. -Doorknocking to inform residents about the proposed improvements. -Letters, newsletters, leaflets and posters. -Online feedback consultation form. -Letters to residents affected by the closure of the chutes. -Events, drop in sessions and estate walkabouts. <p>Estates Recycling Programme communication and engagement in other work areas:</p> <ul style="list-style-type: none"> -Information about the recycling services on notice boards: posters and leaflets. -Installation of additional notice boards to include information about the recycling service. -Delivery of leaflets, posters and other promotional material to community halls and Tenants and Residents Associations. -promote in Hackney Today. -Welcome packs for new residents that provide information about the recycling service. -Attendance of Tenants and Residents Association and Panel Meetings (boroughwide). 	<p>Phase 4 expected to add 31.5 tonnes of extra recycling and remove 188 tonnes of residual by 2021/22</p>	<p>Key milestones of the closure of waste chutes and construction of new facilities in 7 estates:</p> <ul style="list-style-type: none"> -Infrastructure works in 7 estates will be implemented in 2019/20 and works will start in Q3. -Procure a new contractor to undertake the infrastructure works as the existing frameworks are insufficient. -Consultation with residents. -Tonnage will be monitored throughout the duration of the project to determine whether the infrastructure works improved the recycling performance. -Develop a Planning Performance Agreement that will determine which of these works required planning permission. <p>Estates Recycling Programme</p> <ul style="list-style-type: none"> -Continue joint work with other departments/ teams. -Consider expanding the Programme to include more estates, to undertake similar type of infrastructure works, subject to funding and manifesto commitments.
7.2 – Maximise recycling rates	<p>Business waste and recycling collection service internal policy</p>	<p>Delivery of the commercial waste and recycling service:</p> <ul style="list-style-type: none"> -Service Summary: Residual waste, dry mixed recycling, separate glass, cardboard and paper are available to all customers boroughwide with adhoc special collections provided where possible including most non hazardous waste streams. <p>WRAP Zoning Project:</p> <ul style="list-style-type: none"> -Complete research with WRAP into potential for zoning. <p>Old Street District Partnership</p> <ul style="list-style-type: none"> - LBH Commercial Waste & recycling have been selected as the preferred provider of collection services for the Old Street District Partnership. The Waste Consolidation programme aims to cut costs for businesses, increase commercial recycling, reduce large vehicle traffic and associated air pollution and improve local environment quality 	<p>Commercial Waste:</p> <ul style="list-style-type: none"> - Exploring the use of business rates communications to promote recycling to borough businesses. Internal "Landing Pad" and shared customer account communications pushes. -Social media and traditional council channels. -Recycling based outreach/advice for businesses on how to most efficiently sort, separate and recycle their waste. -Utilise Resource London Commercial Waste Recycling Communications tools/advice. 	<ul style="list-style-type: none"> -Increase in glass tonnes collected for recycling by 100 tonnes by 2020/21 and by 500 tonnes by April 2024/25. -Increase food waste tonnage collected for recycling by 200 tonnes by 2020/12 and by 800 tonnes by 2024/25. 	<ul style="list-style-type: none"> -Improve Commercial recycling rate to 23.9% by 2020/21 and 27.3% by 2024/25. -Review service delivery quarterly to increase efficiencies and maximise recycling from local businesses annually. -WRAP results of zoning project with potential recommendations explored.
7.2 – Maximise recycling rates	<p>Schools Recycling Internal Policy</p>	<p>Review of the schools waste and recycling service:</p> <ul style="list-style-type: none"> -Increase capture of recycling, currently collect from 146 educational establishments. -Review waste and recycling volume ratios. -Increase food waste recycling in schools, currently collecting from 63 educational establishments. 	<ul style="list-style-type: none"> -Bimonthly schools recycling newsletter. -Environmental Education Contract. 310 sessions including recycling and waste prevention education sessions to school children and training staff on how to use school recycling facilities. 	<p>Collecting 1320 tonnes from schools a year:</p> <ul style="list-style-type: none"> *860 tonnes from dry recycling *465 tonnes from food waste collections *Factoring a growth in these streams over time. 	<ul style="list-style-type: none"> -Increase recycling collected from educational establishments by 2020/21.

London Environment Strategy Objective Reference	Key action – Local policy or waste contract commitment	Key actions – core service provision	Key actions – behaviour change activities	Expected impact towards achieving local targets	Key Milestones (including progress updates)
7.2 – Maximise recycling rates	Sustainable Procurement Strategy 2018-2022	<p>Review internal recycling:</p> <ul style="list-style-type: none"> -Work with facilities management to ensure uniformity of service across all buildings. -Introduce food waste where it is not currently existing. -Reduce contamination across all buildings, deliver waste audits. 	<p>Internal recycling:</p> <ul style="list-style-type: none"> -Online survey and quiz competition to encourage reusable items and to increase participation to internal recycling services available to staff. -Demonstration in key buildings on recycling queries to staff during Green Office Week and Zero Waste Week; -Screensavers and kitchen screen adverts on recycling and reuse. -Financial incentives for staff to use reusable containers/coffee cups in the main cafe. 	n/a	<ul style="list-style-type: none"> -All council buildings to run the same recycling services by 2020/21. -Introduce food waste recycling in council buildings without a service by 2020/21. -Reduce contamination in recycling bins and capture more recycling from waste bins.
7.2 – Maximise recycling rates	NLWA policy	<p>An amount of bulky type residual waste received at the Bulky Waste Recycling Facility (BWRf) at the Edmonton EcoPark is processed in a 'dirty MRF' facility to remove mixed paper and card, mixed plastics, other materials, scrap metal, rubble and wood from residual waste for recycling prior to the incineration of the remaining residual waste. Currently this amounts to circa 35% of this material being recycled.</p> <p>Large items of recyclable material are removed from bulky waste by operatives at Hornsey Street. In total 2,698 tonnes of material are removed from residual waste for recycling by these means. At Hendon scrap metal is pulled out and some bulky waste which is delivered to the Ecopark where it is recycled or shred before going to the (EfW).</p>	n/a	n/a	n/a
7.2 – Maximise recycling rates	NLWA's ability to receive the materials in scope of the minimum service	<p>Dry Recyclates The existing NLWA MRF contracts run to December 2019 and successor contracts are being procured at present under a negotiated procedure. The acceptance criteria for the current contracts and the specification for the proposed replacement contracts reflect the acceptance of the following materials:</p> <ul style="list-style-type: none"> - Cardboard, Newspaper and pamphlets, Mixed paper, Catalogues and Telephone directories, Plastic carrier bags, Aluminium Cans and Foil, Steel Cans, Plastic bottles (all colours and polymers), Glass bottles and jars (all colours), Cartons (e.g. milk, juice and Tetra Pak), Plastic pots, tubs and trays, Shredded paper. <p>The acceptance criteria and specification for the contracts reflect the accepted materials to be delivered as a single stream.</p> <p>The Greater London Authority (GLA) have already reviewed and approved the procurement exercise believed to be the first in London for this waste stream.</p>	Council publications, see D3 'Wise Up to Waste' website from NLWA.	n/a	n/a

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7.3 – Reducing Environmental Impact	<p>Air Quality Action Plan 2019-2023. Currently under development (to replace 2015-2019 Plan) and also new Environmental Sustainability Strategy currently being written.</p>	<p>-Replacing complete fleet to the latest emissions technology 'practically' available. Most of the Councils LCV fleet are now Euro 6 compliant with the few remaining awaiting delivery.</p> <p>-Hackney operate one of the largest electric vehicle fleets of the London local authorities with 48 EVs operated and a further 8 awaiting delivery.</p> <p>-Hackney's EVs are supported by a charging infrastructure of 48 depot based charge points for fleet use only. The Council has installed 5 home based charge points for drivers that take vehicles home.</p> <p>-Currently delivering procurement exercise for all our HGV fleet at Euro VI. The bus fleet is already at Euro VI. Regarding electric vehicle technology we will tender for the supply of a next generation biofuel called HVO.</p>	<p>-Promote via council comms channels, digital and traditional media.</p> <p>-Showcase EV at Council's annual Sustainability Day.</p> <p>-Vehicle side advertising in new vehicles.</p>	<p>-Hackney have conducted formal emissions testing of the HVO fuel which has proven to be more than 80% CO2 efficient and up to 69% NOx efficient (depending on test cycle).</p> <p>-Continue to investigate and trial alternative technology and are recognised as a beacon authority for our history and ongoing work on fleet sustainability.</p> <p>-Roll out of new fleets expected to meet ULEZ commencing September 2019 to be fully compliant by 30th September 2020.</p> <p>-Hackney has been proactively using renewable biofuels from waste for over 10 years and was instrumental in the development of the Mayors Biodiesel Programme (receiving a letter of commendation from the Deputy Mayor).</p> <p>-Hackney has also contributed to case studies and information videos, and by 2016 was actively pushing the programme to explore a 'next generation' renewable biofuel called Hydro-treated Vegetable Oil (HVO).</p> <p>-In partnership with TfL and LoCity, Hackney carried out extensive trials of HVO including numerous controlled emissions testing for different drive cycles at Millbrook Proving Ground with exceptional results.</p> <p>-Hackney's experience with renewable biofuels is well documented in numerous industry information/advisory papers including those from The Energy Savings Trust, CENEX and many others. Further, Hackney has been nominated / won up to 13 awards for its green fleet over the last three years.</p>	<p>-It is feasible that in the near future and with some logistical management our whole fleet could be 'fossil fuel free'.</p> <p>-New ULEZ compliant fleet procured in April 2019 to be delivered in stages from September 2019 through to 30th September 2020.</p>
7.3 – Reducing Environmental Impact		<p>Used the GLA's online tool to determine performance of proposed waste service options against the Mayor's CO2eq emissions performance standard (EPS) and carbon intensity floor (CIF).</p> <p>Inclusion of lifecycle CO2eq emission KPI for contracts and services.</p>	<p>-Use traditional (Hackney Today, JC Decaux, leaflets and posters) and digital advertising via paid for and organic social media content and website banners.</p>	<p>Performance of new waste service options against the Mayor's 2020/21 EPS target.</p>	<p>Progress update with Resource London or GLA on new service change March 2020.</p>
7.3 – Reducing Environmental Impact	NLWA Policy	<p>The vehicle fleet of the NLWA's current main waste transfer, treatment and disposal contractor, London Energy Ltd (LEL), and those of LEL's subcontractors are currently transitioning to ULEZ compliance. The use of ULEZ compliant vehicles is a condition of the NLWA's proposed new commingled dry recycling processing contracts which are to begin in December 2019. It is a requirement of the main waste contract with LEL to use Euro IV vehicles as a minimum. However, LEL have initiated a vehicle replacement programme to ensure vehicles have Euro VI engines in order to comply with the ULEZ. In addition to this LEL are now using electric vehicles for members of staff and have vehicle charging points at Edmonton using energy generated from the Energy from Waste (EfW) plant.</p>	n/a	n/a	<p>-The main waste contract ends in 2025 and any further stipulations on contractors to use alternative fuel will be considered as part of the new agreement or subsequent variations.</p> <p>-In terms of minimising road vehicle movements within London the waste reception points available to the NLWA Boroughs reflect a good geographical spread within the NLWA area.</p> <p>-The majority of residual waste hauled by road within the NLWA area is subject to thermal treatment at Edmonton EcoPark.</p>

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7.4 Maximising local waste sites	Millfields Waste Transfer Station recycling policy	<ul style="list-style-type: none"> -Segregation of bulky items being delivered to the depot. -Delivered/collected to/by recycling reprocessors, materials including: mattresses, wood (Category A), metal, paint, garden waste, SWEEE & WEEE. 	<p>Communication & Engagement:</p> <ul style="list-style-type: none"> -Continued engagement on recycling services via all council communications channels, traditional and digital advertising. -Participation in London (London Recycles) and national campaigns (Recycle Week). -Face to face outreach to approximately 1,000 residents in outdoor events -Environmental Education via Ecoactive education charity contract to 7,000 children a year. -Kerbside residents to be consulted in 	Current contribution of the waste transfer station to the recycling rate is 1.86%.	Ongoing commitment to segregate bulky items delivered to the waste transfer station.
7.4 Maximising local waste sites	North London Waste Authority (NLWA) Household Recycling Centre Policy	<p>Hackney doesn't have a Local Reuse and Recycle Centre (RRC) within borough boundaries but as these are managed by NLWA, Hackney residents have access to these.</p> <p>RRCs accepting a wide range of materials for recycling and accepting common household hazardous materials including gas bottles, fire extinguishers, paints, and waste electrical equipment.</p> <p>There are restrictions in place for access to sites by vans and on the quantities of soil and rubble that can be deposited. A further covered RRC will be developed by the NLWA as part of the wider redevelopment of the Edmonton EcoPark site.</p>	<ul style="list-style-type: none"> -Use traditional (Hackney Today, JC Decaux, leaflets and posters) and digital advertising via paid for and organic social media content and website banners. 	Current contribution attributed to Hackney residents is 1.36% a year.	<p>The wider redevelopment of the Edmonton EcoPark incorporates the development of a Resource Recovery Facility (RRF). This will contain a new Reuse and Recycling Centre RRC for the use of NLWA residents able to handle approximately 8,000 tonnes of waste per annum. It will also contain a new waste reception point and transfer station that will replace the BWRP. This will be able to handle up to 380,000 tonnes of various waste streams and will incorporate facilities for the processing of residual waste for recycling. The precise design of the RRF has still to be undertaken and its operational date is not precisely known but there is the potential that the level of recycling from residual waste will increase upon its operation.</p>
	North London Waste Plan	<p>The seven North London Boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest are working together to produce the North London Waste Plan (the 'NLWP') which will ensure adequate provision of land for waste use in the area up to 2035 and provide policies against which waste planning applications will be assessed.</p> <p>The proposed submission NLWP is currently being consulted upon until 12 April 2019 with adoption scheduled for Autumn 2020. The NLWP pools the apportionment targets set out in London Plan Policy S18.</p>		-	Adoption of NLWP Autumn 2020.

Service	Title	Description	Timeplan
Street level	Garden waste	Ongoing administrative tasks, respond queries, promotion and update online calendars.	Ongoing
	Passover	Encourage Jewish households to use the chargeable bulky waste service. Monitor this service and review recycling capture rate and reduction in waste.	Annual
	Leaflet	Redeliver street leaflet to all street level properties. Include new materials.	March 2020
	Contamination interventions	Review contamination procedures and monitor interventions.	Ongoing
	Blue Bin Behaviour Change	Deliver a behaviour change trial in one food waste rounds. Send letters to 3,000 households to encourage participation. Monitor impact and recommend actions.	June 2019
	Flats Above Shops	Dry recycling to 5,000 flats above shops in the borough. Review service, provide monitoring, evaluation of performance and recommend service provisions.	March 2020
	Green Sack - Ongoing service	General ongoing administrative tasks, such as contamination monitoring and communications in social media and Hackney Today. Maintain residents informed of bank holidays waste and recycling collection dates with a leaflet drop to all street level properties.	Ongoing
Estates Interventions	Innovative localised campaign	Deliver an innovative campaign in one estate. To include a PR stunt and something not tried before to reach estates residents.	March 2020
	Green Champions	A manifesto commitment to deliver a green champion scheme with residents to enable a behaviour change amongst estate residents.	September 2019
	Reverse Vending Machine	Trial the use of a reverse vending machine to incentivise residents to bring their recyclable materials and increase recycling tonnages.	December 2019
	Larger reversed aperture bins	Increase the size of the aperture in recycling bins without increasing contamination but making it easier for estate residents to empty their contents.	September 2019
	Additional bins	Add 150 recycling bins in Hackney Housing estates to increase recycling volumes and capacity at existing recycling sites.	Sept 2019
	Additional collections	Add a second collection to existing recycling estate sites to reduce overflowing and to increase tonnages.	June 2019
	Remove 3rd collections	Remove the middle waste collection in estates with three waste collections without affecting the local environmental with increased side waste.	March 2020
Estates	Housing Association	Working with Peabody and Resource London in 6 phases to establish behavioural and attitude research and interventions to increase recycling.	Ongoing
	Garden Waste	Expand the lockable garden waste bins service to 10 low rise estates with gardens after a successful implementation trial earlier in 2016.	Ongoing
	Estates Recycling Programme	Deliver Phase 4, closing chutes and building new bin stores in 7 estates.	March 2020
	Estates - Ongoing service	General ongoing administrative tasks, such as contamination monitoring and communications in social media and HT. Deliver food waste liners and reusable bags to online requests. Provide 100% food waste coverage to block of flats that are suitable for the service. Work closely with waste operations and Hackney Services.	Ongoing
Communications	Electrical & Textile Waste	Deliver electrical/textile waste campaign in social media and online web advertising to increase tonnages.	Ongoing
	Zero Waste Hackney	Challenge residents to reduce waste as much as possible in Sept and November for European Waste Reduction Week	November 2019
	Recycling Incentives	Manage the 3rd year of the incentives and the next steps.	August 2019
	London Recycles	Utilise funding from to promote London wide campaigns which benefits the borough's recycling performance.	Ongoing
	Seasonal: Autumn & Xmas	Campaign to maximise capture of seasonal materials; pumpkins, leaves and christmas tree.	Ongoing
	Website & Postcode finders	Update website as required, monthly website analytics and update postcode finder with new monthly fixes.	Ongoing
	Events	Attend outreach events throughout the year to engage with 1,000 face to face to respond queries and increase recycling profile in the borough.	Ongoing
Others	Bring Sites	Ongoing bring site service queries, site monitoring, addition or removal of sites to include, textile, WEEE, Media banks and lightbulbs.	Ongoing
	Schools Recycling	Assessment of current bin provision, and realignment to 50:50 split for waste and recycling volumes, and reducing contamination. Increase food waste participation	Ongoing
	Schools Education	Environmental education contract delivery. Inclusion of further subjects such as air quality. Ongoing contract management.	Ongoing
	Recycling On the Go & Parks	Expand as required and maintain recycling on the go bins across identified areas. Maximise recycling activity in parks in summer. Liner/bin monitoring 1x a year.	Ongoing
	Wood & Mattress	Recycle wood and mattress from Millfields depot via contractors. Maintain monthly records, and manage contract with suppliers.	Ongoing
	50:50 Depot split	Maintain flytipping & household split from Millfields depot to ensure there is a balance in tonnages recorded for the benefit of overall recycling performance.	Ongoing
	Contact Centre Training	Deliver annual training events to ensure staff knowledge in recycling and waste prevention services available to residents.	Ongoing
	Circular Economy	Work with Resource London to champion circular economy activities in London local authorities.	March 2020
	Internal Recycling	Provide support to Facilities Management team for the delivery of internal recycling services and campaigns in council premises.	Ongoing
	Update Planning Guidance	Update the guidance available online with increase provisions for recycling volumes in new flat developments.	Ongoing
Reduce & Recycling Plan	As part of Mayor of London's Environmental Strategy, the council needs to complete the RRP with the support of Resource London.	August 2019	
	Toy Gift Appeal	Collection of second hand toys from libraries to be distributed by Forest Recycling Project to charities and at Give or Takes.	Ongoing
	Zero Waste Hubs	Deliver 3x events in partnership with Forest Recycling Project, Hackney Fixers, Traid and Betsy Swaps to promote repair and reuse.	Ongoing

#ZeroWasteHackney	Lending Tool Library	Develop and implement an object lending tool library.	March 2020
	Home Composting	Maintain the home composting subsidy scheme available to residents. Management of contract.	Ongoing
	Single Use Plastics	Deliver Refill campaign, liaise with FM to develop reduction campaigns and work with NLWA to deliver plastic free area in Kingsland Road.	July 2019
	Community Composting	Review active and inactive sites. Donate inactive sites to potential sites in the borough.	November 2019
	Furniture Re-use	Maintain the furniture reuse scheme available to residents until June 2018. Procure new 2 year contract, 2018-2020.	Ongoing
	Real Nappies	Deliver the Real Nappies for London campaign of £54 vouchers for real nappies to reduce disposable nappy usage in partnership with Hackney Nappy Network.	Ongoing
	Online Quizes	Deliver seasonal campaigns low cost online campaigns: Sanitary products, Bees Wraps, Bamboo toothburshes, recycled toilet paper and cotton produce bags.	March 2020

Main Report

Prepared January 2020

Hackney Council

Rubbish & Recycling Consultation 2019



**Kwest
Research**

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1. Executive Summary

1.1 Introduction & Background

- 1.1.1. In June 2019, Hackney Council passed a Climate Emergency motion, which included the commitment to reduce carbon dioxide emissions by 45% against 2010 levels by 2030, and deliver 'net zero emissions' by 2040. All Council services are part of this commitment and the Council believes there is significant potential to achieve these goals by reducing waste and increasing recycling.
- 1.1.2. To meet these commitments, the Council is consulting on reducing the frequency of non-recyclable waste collections from every week to every two weeks for street level properties in Hackney. These properties are generally houses, or houses that have been converted into flats, which have green sack recycling services.
- 1.1.3. The proposed changes will not affect flats above shops or properties with communal bins (typically including estates and new build blocks of flats). Recycling and food waste will continue to be collected each week across the borough.
- 1.1.4. The aim of the changes is to encourage people to recycle more, which means less material will be sent for incineration, minimising the environmental impact of the waste Hackney generates. 28% of household waste in the borough is currently recycled, compared to 1% in 1998. However, the Council's research shows that in Hackney over half of the rubbish households currently throw away in their rubbish bins could have been recycled or composted.
- 1.1.5. The proposed changes will also help Hackney Council meet its commitment to increase recycling rates as set out in the Mayor of London's Environmental Strategy 2018. The Mayor aims to make London a zero waste city, with no biodegradable or recyclable waste being sent to landfill by 2026 and with a recycling target of 65% for municipal waste by 2030.¹

1.2 Methodology

- 2.1.1. The consultation launched on 30th September 2019 and ran until 8th December 2019.
- 2.1.2. More than 40,000 street properties were sent consultation packs made up of a consultation summary leaflet, questionnaire and a waste and recycling leaflet. Households were also able to respond to the consultation online.

¹ London Environmental Strategy, Mayor of London, May 2018

- 2.1.3. The data from the postal forms were hand-entered by Hackney Council staff. In December 2019, Hackney Council commissioned Kwest Research to analyse the results from the consultation and the combined dataset of postal and online replies was provided to Kwest to complete the analysis.
- 2.1.4. In total, 10,727 replies were received, of which, 25% (2,663) were completed online.
- 2.1.5. This was an open consultation, with all responses received online or by post accepted. From an analysis of the IP addresses used to enter the 2,663 online replies, it appears that there may have been a small number of properties (up to a maximum of 72) where more than one reply was submitted online. In the majority of these 72 cases, no more than two or three replies were received per IP address. There were four IP addresses with over 10 replies each but analysis of these responses showed they were not duplicate replies. There is no means of assessing whether duplicate replies were returned by post and, if so, how many, or whether any respondents who replied online also returned a postal questionnaire.
- 2.1.6. To ascertain whether a respondent will be affected by the proposed changes, it is necessary to use the answers given in the questionnaire. Affected respondents live in a house or house converted into flats and receive green sack recycling, black sack rubbish collections and/or a blue food waste caddy. Using these criteria, 89% of respondents (9,535) to the consultation fall into these categories, and will therefore be affected by the proposed changes.
- 2.1.7. This report only discusses the findings from those respondents affected by the consultation. However, a graphical report showing all results by property type has also been provided to the Council.
- 2.1.8. Please note all figures in the graphs are rounded to the nearest whole percentage point which means that in some cases the figures in the graphs may not always sum to 100%. Furthermore, combined figures quoted in the text may not equal the sum of the rounded figures for the two bars shown on the graphs and, where this is the case, an explanatory footnote has been included showing the individual figures to one decimal place to explain the rounding. As requested by the Council, the number of respondents is quoted in brackets after the percentages given in the text.
- 2.1.9. The Executive Summary contains the key findings from the consultation, whilst the subsequent sections contain more detailed analysis and discussion of the results from each part of the consultation questionnaire. A copy of the questionnaire, consultation summary leaflet and a map showing the consultation area are included for reference in appendix 1.

Key Findings

1.3 Extent Of Agreement With Proposals

- 1.3.1. Overall, 39% of respondents (3,571) agree that the Council should collect non-recyclable waste fortnightly while maintaining weekly recycling and food waste collections. However, 52% of respondents (4,766) disagree with the proposal.

The Council have requested that the number of respondents is quoted in the text. This has the potential to be confusing where figures are being quoted for different sub-groups, as the total number of responses in each group will be different. Therefore, the following colour codes have been used:

Green is used when discussing the overall results

Light green is used when discussing sub-group results. Numbers in this colour are out of different total figures and so cannot be compared.

- 1.3.2. The number of people living in the property and whether the household recycles or composts food are key factors influencing opinions. Agreement increases with the amount of food recycled and decreases as household size increases. Respondents who recycle or compost food are more likely to agree with the proposal than those in comparably sized households who do not recycle or compost food:

- 52% of respondents living in small households (1-4 people) who currently recycle or compost food (2,651) agree with the proposals, compared to 23% of respondents in small households who do not recycle or compost food (569).
- 32% of respondents in large households (5+ people) who recycle or compost food (200) agree with the proposals compared to 9% of those in large households that do not recycle food (71).

- 1.3.2. 52% of respondents with no religion (1,660) and 51% of those with secular beliefs (103) agree with the proposals – the highest agreement of any religious group - and these are also the groups that are most likely to recycle or compost food (75% (2,381) and 72% (148) respectively). Half of respondents, who gave their religion, identify as atheist or having no religious belief (51% - 3,224), whilst 3% (211) have secular beliefs.

- 1.3.3. In contrast, 15% of Jewish (51) and 4% of Charedi respondents (9) agree that non-recyclable rubbish should be collected fortnightly. 10% of respondents who gave their religion are

Jewish (357) or Charedi (245) and these respondents generally have larger than average households and do not typically recycle food. 29% of Charedi respondents (71) and 16% of Jewish respondents (55) live in households of 9+ people. However, there is insufficient data available from respondents in non-Jewish households of 9+ people to make meaningful comparisons between these groups. Therefore, further work may be required to ascertain whether the concerns of Jewish and Charedi respondents are a factor of family size or other influences. For example, some of the qualitative feedback provided makes reference to large, extended family gatherings and frequent festivals, which generate a lot of rubbish.

- 1.3.4. 45% of respondents in E8 (604) and E9 (509) agree with the proposals, compared to 35% (1,225) in N16. The latter has the highest proportion of respondents with large families who do not recycle food in the consultation area and a larger proportion of Jewish and Charedi respondents than other postcode areas.²
- 1.3.5. Respondents aged 16-24 are less in favour of the changes than older respondents and are also the age group least likely to recycle or compost food. The 2009 DEFRA report on food waste identifies young people, living in converted flats, in areas with a highly transient population, as being among those least likely to recycle.³
- 1.3.6. 29% of disabled respondents (254) agree with the proposals compared to 41% of those without a disability (3,020).

1.4 Impact Of Proposals

- 1.4.1. Overall, 19% of respondents (1,781) think the proposals will have a positive impact on their household and 55% (5,019) anticipate a negative impact, whilst 26% (2,334) believe they will have neither a positive nor negative impact.
- 1.4.2. Of those respondents who agree with the proposals, 43% (1,533) feel there will be a positive impact on their household. In contrast, the majority (91% - 4,302) of those who disagree with the proposals feel the changes will have a negative impact on their household if implemented.⁴
- 1.4.3. Respondents least in favour of the proposals are most likely to anticipate a negative impact. These include the following groups: large families who do not recycle food, Jewish and Charedi respondents, disabled respondents, those aged 16-24 and those in N16.

² 18.6% of respondents in N16 (646) strongly agree and 16.7% (579) agree with the proposal, which means the combined proportion agreeing is rounded down to 35% (1,225) to the nearest whole number.

³ Enhancing Participation in Kitchen Waste Collections, DEFRA Waste & Resources Evidence Programme, Final Project Report, 2009

⁴ 19.71% of respondents who strongly agree (695) and 23.76% who agree (838) with the proposal think that this will have a positive impact on their household, which means the combined proportion anticipating a positive impact is rounded down to 43% (1,533) to the nearest whole number.

1.4.4. However, substantial proportions of respondents in all areas consider that the proposals will have a negative impact on their households. In all postcode areas, the perception is that the impact is more likely to be negative than positive.

1.5 Reasons Given For Anticipating A Negative Impact

1.5.1. Respondents who expect the proposals to have a negative impact were asked to give reasons for their views and the most common issues raised are:

- Smell and other health concerns (30% - 1,530 respondents).
- Increase in vermin (27% - 1,362 respondents).
- Increase in people or animals rummaging through the bins, often foxes although cats, dogs and squirrels are also mentioned (27% - 1,340 respondents)
- Bins will overflow and rubbish will pile up (21% - 1,033 respondents)

1.5.2. 7% of respondents who anticipate the proposals having a negative impact (361) specifically cite nappies as an area of concern. Indeed, 6% of waste in Hackney comes from disposable nappies and, in addition to food waste, nappies are the most likely source of smell in rubbish. Over half of respondents mentioning nappies as a concern also specifically mention smell. Some respondents suggest the Council could provide a designated bin for nappies, collected weekly, to alleviate the issue.⁵

1.5.3. Hackney is a very densely populated borough and the reasons highlighted by respondents leading them to believe the proposals will have a negative impact on their household often relate to actions of their neighbours, for example, other people putting food waste in with the non-recyclable rubbish.

1.6 Provision Of Bins

1.6.1. If a decision is made to switch to a fortnightly non-recyclable rubbish collection, the Council is considering providing designated bins where space is available. Only rubbish contained within council provided bins would then be collected.

1.6.2. Overall, 59% of respondents (5,372) agree that the Council should provide bins for non-recyclable rubbish if fortnightly collections are introduced, whilst 23% (2,066) disagree with

⁵ Information on proportion of waste from nappies: [Hackney.gov.uk/nappies](https://hackney.gov.uk/nappies)

bins being provided. Those in favour of the proposals are more likely to be in favour of bins being provided than those who disagree with the suggested change to fortnightly rubbish collections.

- 1.6.3. There are comparatively low levels of support for the provision of bins amongst respondents from the sub-groups who are most likely to disagree with the proposals, which suggests their disagreement may be because they disagree with the general concept of fortnightly rubbish collections. This trend is seen among Jewish and Charedi respondents and those in large households who do not recycle food.
- 1.6.4. 64% of respondents who live in flats in converted houses (1,940) are in favour of having bins provided, which is a higher level of agreement than from those living in other property types. Younger respondents (aged under 35) are more in favour of having bins provided than older respondents.
- 1.6.5. The provision of bins is the single biggest theme in the qualitative feedback provided to question 17 of the consultation questionnaire, mentioned in 26% (1,303) of all comments made. From the feedback, it seems no information was provided in the consultation packs about the size or style of the proposed bins. Therefore, many respondents expressed concern that the bins may be too small for the amount of rubbish generated by the household. It also seems to have been unclear to respondents what would happen if their property does not have space for a bin. Similarly, respondents living in converted flats were often unsure as to whether the proposal was for one bin per property or per household. In addition, many respondents already have their own bins and wish to continue using them.

1.7 Collection Of Rubbish From Within Bins

- 1.7.1. Overall, 49% of respondents (4,445) agree with the proposal to only collect rubbish contained within the bins, whilst 35% (3,194) disagree.⁶
- 1.7.2. Respondents in sub-groups least in favour of the proposed change to fortnightly collections are also those more likely to disagree that only rubbish within the bins should be collected. Those in large families who do not recycle food and Jewish and Charedi respondents are particularly likely to be opposed to the idea.

⁶ 25.4% of respondents (2,317) strongly agree and 23.3% (2,128) agree with the proposal to only collect rubbish from within the bins. Therefore, the combined proportion agreeing rounds up to 49% (4,445) to the nearest whole number.

1.8 Themes From The Qualitative Feedback

- 1.8.1. 52% of respondents (4,975) took the opportunity to make additional comments about the proposals in question 17 of the consultation questionnaire (an open ended question asking for additional feedback). Of those who made comments, 33% (1,607) agree with the proposals and 59% (2,854) disagree.
- 1.8.2. 26% of comments (1,303) were about the issues surrounding the provision of bins as discussed in section 1.6.5 above.
- 1.8.3. Many comments focus on the negative impact of the proposed changes:
- 13% of comments (650) express general disagreement in a non-specific way
 - 10% (518) are concerned about fly tipping or littering or dumping of rubbish in the streets
 - 9% (441) refer to vermin
 - 8% (379) mention smell or health concerns
 - 7% (369) suggest the proposals are cost cutting measures or make comments about council tax
 - 6% in each case referred to bins overflowing (322) or people/animals rummaging through the bins and spreading rubbish around (276)
 - 5% (250) focus on the lack of storage space for rubbish or bins
- 1.8.4. 3% of the comments (141) made are critical of the consultation itself. The issues raised are discussed in section 5, which also highlights areas where insufficient information is available to draw conclusions.
- 1.8.5. 9% of comments (451) express general support for the proposals and 11% (549) give constructive feedback on how the borough's recycling rates could be improved. The key suggestions focus on improving the rates of recycling, particularly food, before changes are made to the non-recyclable rubbish collections. These respondents feel that awareness and uptake of recycling needs to improve as other people in their neighbourhood do not currently participate. Suggestions for how this can be done include more targeted education and incentives, getting community leaders involved and providing information in

community languages. Respondents feel that barriers to food waste recycling also need to be addressed. Various deterrents to using the system were identified in the consultation including the design of the lockable bins, which some respondents feel foxes can open by knocking them over, as well as households not getting their own bin back after collections.

1.9 Views On Current Rubbish & Recycling Provision

- 1.9.1. 88% of respondents (8,314) are satisfied with the current recycling provision and 91% (8,350) are satisfied with the current waste collection service provided by Hackney Council.⁷
- 1.9.2. Question 6 in the consultation questionnaire, which asked respondents what they recycle in their green sacks, appears to have caused some confusion. 95% of respondents (9,094) recycle paper and card, 93% (8,912) recycle tins and cans, whilst 89% (8,497) include plastic pots, tubs and trays in their green sacks. However, 39% (3,707) also report putting food in their green sacks, even though this should be recycled in the blue bin. Analysis of the results suggests many respondents who recycle food did not pick up on this nuance and instead answered the question as if it was about recycling in general rather than specifically using the green sacks. Polystyrene and plastic film are not currently recycled by the Council but these were included in the list of possible items that respondents might include in their green sacks. From the qualitative feedback, it appears that some respondents now think these items can be recycled via the green sacks.
- 1.9.3. Respondents in smaller households are less likely to put recyclable materials in their non-recyclable rubbish than those in larger households. The proportion of respondents putting food in their non-recyclable rubbish increases with household size but decreases with age.

1.10 Food Recycling

- 1.10.1. Attitudes to food recycling are critical to the success of the proposals as food waste is the most common cause of smells in non-recyclable rubbish and concerns about smell are the most frequently cited reason why respondents anticipate the proposals having a negative impact.
- 1.10.2. 46% of respondents (4,201) recycle all their food waste in the blue bin, whilst 13% (1,184) recycle most of their food waste. In contrast, 31% of respondents (2,777) do not recycle any food waste using a blue bin.

⁷ 68.49% of respondents (6,306) are very satisfied and 22.2% (2,044) are fairly satisfied with the current waste collection service. Therefore, the combined proportion expressing satisfaction rounds up to 91% (8,350) to the nearest whole number.

- 1.10.3. Some respondents do not recycle food using the blue bin because they dispose of food waste by other means, such as home composting. These respondents have been identified from analysis of the free text reasons for not using a blue bin. Taking this into account, 64% of respondents (5,846) recycle or compost most or all of their food.
- 1.10.4. Some of the highest rates of recycling or composting food are found among respondents who identify as atheist or having no religious belief. 75% of these respondents (2,381) recycle or compost food and 52% (1,660) agree with the proposed changes to fortnightly collections. Those with secular beliefs (148) and respondents aged over 65 (961) are also more likely to recycle or compost food (72% in each case). 51% of those with secular beliefs (103) and 42% of respondents aged over 65 (565) agree with the proposals.
- 1.10.5. Respondents less likely to recycle or compost their food are those identified as being least in favour of the proposals: those in larger households, the N16 postcode area, Jewish and Charedi respondents, disabled respondents and those aged 16-24.

1.11 Reasons Given For Not Recycling Food

- 1.11.1. The 2009 DEFRA report on food waste recycling discusses the “perceived mess and yuck” factors that lay behind some households’ reluctance to recycle food and concludes these are strongest in urban areas like Hackney. The report concedes that maximising food recycling participation will be hardest in such areas, particularly those with large numbers of young people or minority ethnic households, living in low rise and conversion flats and in areas of high residential turnover.⁸
- 1.11.2. Understanding and addressing the barriers to food recycling, particularly amongst key groups, such large families not currently recycling food, will be crucial to the success of the proposals. Section 3.5 discusses respondents’ reasons for not recycling food in more detail.

1.12 Attitudes To Recycling

- 1.12.1. 93% of respondents (8,440) think it is important that people in Hackney recycle more.⁹
- 1.12.2. 88% of all respondents (8,111) think the Council should encourage residents to recycle more. This figure rises to 93% of those who believe it is important residents should recycle more (7,798).

⁸ Enhancing Participation in Kitchen Waste Collections, DEFRA Waste & Resources Evidence Programme, Final Project Report, 2009

⁹ 80.6% of respondents (7,285) think it is very important and 12.8% (1,155) think it is important people in Hackney recycle more. Therefore, the combined percentage rounds down to 93% (8,440) to the nearest whole number.

- 1.12.3. Of those who think it is important that people in Hackney recycle more and who agree the Council should do more to encourage residents to recycle, 45% (3,435) agree with the consultation proposals and 46% (3,566) disagree.¹⁰
- 1.12.4. Respondents in sub-groups less likely to consider recycling important are more likely to disagree with the proposed changes to the non-recyclable rubbish collection. This includes those in large families, especially those who do not recycle food, Jewish and Charedi respondents, those in N16 postcode area and those aged 16-24.

¹⁰ 23.45% of respondents who think it is important that people in Hackney recycle more and who agree the Council should do more to encourage residents to recycle (1,810) strongly agree with the consultation proposals and 21.05% (1,625) agree. Therefore the combined proportion agreeing with the proposals rounds up to 45% (3,435) to the nearest whole number.

2. Rubbish & Recycling Proposals

In Hackney, more than half of the rubbish residents throw away in their rubbish bins could be recycled or composted. In order to significantly drive up the borough's recycling rate and reduce the amount of material sent for incineration, Hackney Council is considering reducing the frequency of rubbish collections to once a fortnight, while continuing to collect recycling and food waste weekly. The consultation asked about the extent respondents agree with these proposals and the anticipated impact on their household.

Most households in the borough do not have bins provided by the Council for their waste although, from the comments, it appears some respondents have bought their own bins. However, if a decision is made to switch to fortnightly rubbish collections, the Council is considering providing bins where space is available. Only rubbish contained within the council provided bins would be collected to encourage residents to waste less and recycle more.

Prior to the consultation starting, the Council completed a survey of all street-level properties in the borough to assess them for space to accommodate a bin. However, many respondents commented that no information had been provided in the consultation documents about the size or style of the anticipated bins, which made it difficult for them to answer the questions about the impact of the proposals. It is also unclear, from the information in the documents, whether the consultation packs were only sent to households that have been assessed as having sufficient space to accommodate a bin or whether all street level properties were included.

This section of the report looks at these key aspects of the proposals with a view to identifying those most affected by the changes and the reasons for their concerns. The discussion focuses on the findings from Part 3 of the consultation questionnaire.

2.1 Extent Of Agreement With Proposals

Question 11: To what extent do you agree or disagree that the Council should adopt the proposal to reduce non-recyclable waste collection frequency from weekly to every two weeks, while keeping weekly recycling and food waste collections?

Overall, 39% of respondents (3,571) agree that the Council should collect non-recyclable waste fortnightly, while maintaining weekly recycling and food waste collections. However, 52% of respondents (4,766) disagree with the proposal.

Views on the proposed changes varies significantly by sub-group, with factors such as household size and whether respondents recycle or compost food strongly influencing opinions.

Number Of People In Home

Support for the proposals decreases with household size: 45% of respondents in 1-2 person households (1,975) support the proposals compared to 6% of respondents with 9+ people in their household (17).

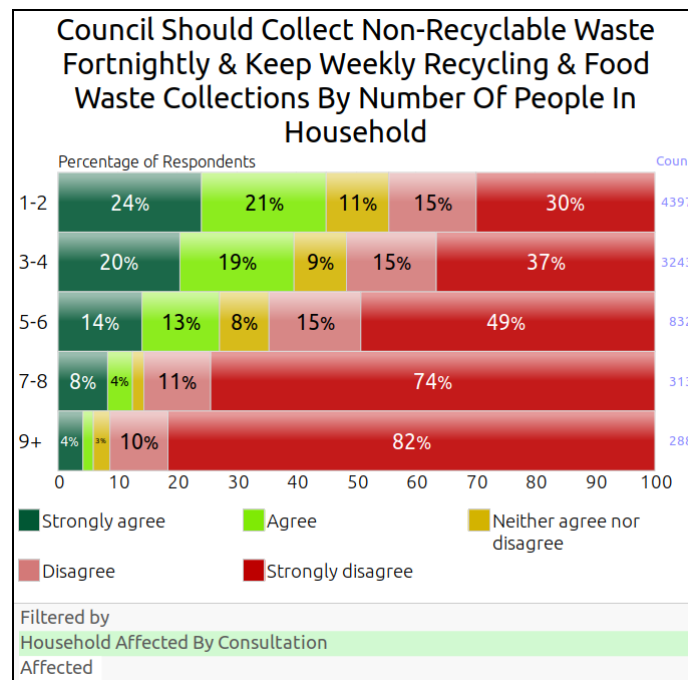


FIGURE 2.1

Analysis By Proportion Of Food Recycled In Blue Bin

The more food respondents recycle or compost, the more likely they are to be in favour of the proposals. 53% of those who recycle all their food in the blue bin (2,216) agree with the proposal compared to 22% of those who recycle no food in the blue bin (612).¹¹

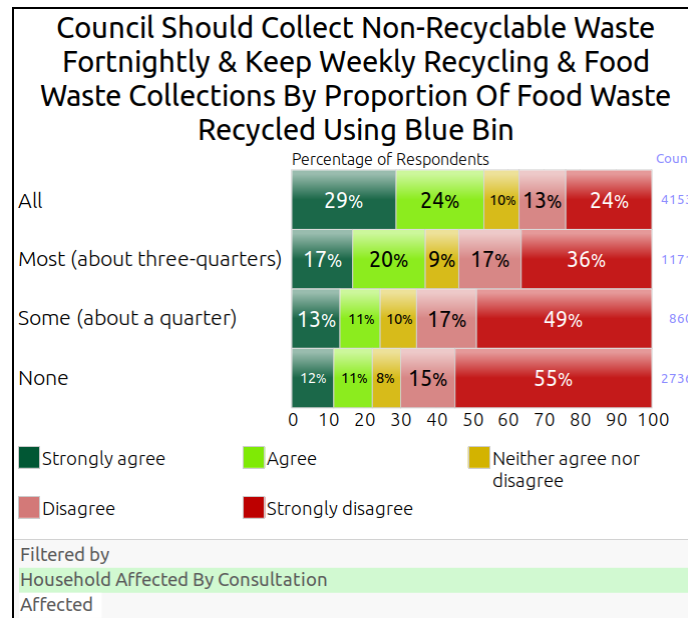


FIGURE 2.2

¹¹ 11.7% of those who do not recycle any food waste (319) strongly agree with the proposal whilst 10.7% (293) agree. Therefore, the combined proportion agreeing with the proposal is rounded down to 22% (612) to the nearest whole number.

Analysis By Household Size & Recycling Status

Indeed, respondents with large households (5+ people) who recycle or compost most or all of their food are more likely to support the proposals than those in small households (1-4 people) who do not recycle or compost their food. 32% of respondents in large households that recycle food (200) agree with the proposal compared to 23% of those in small non-food recycling households (569).

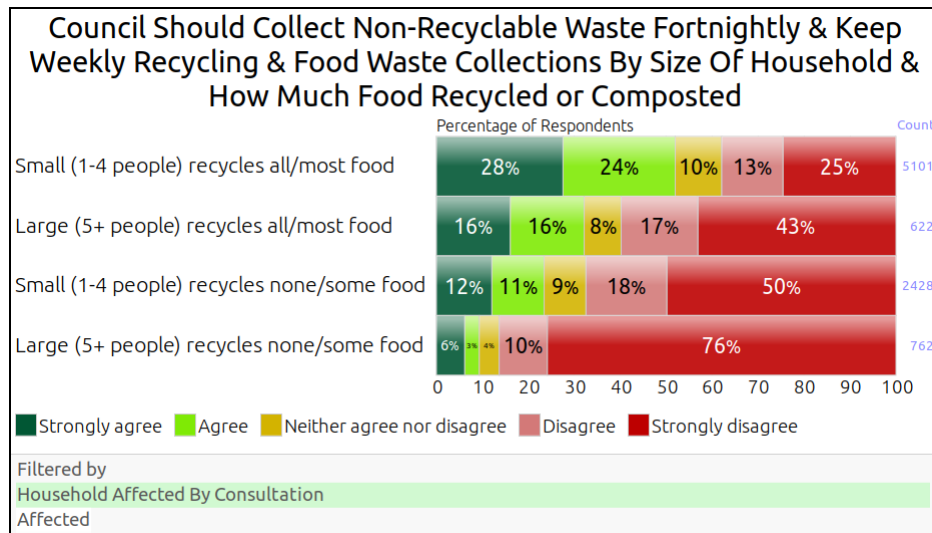


FIGURE 2.3

Religion

Respondents with no religion or secular beliefs form the religious groups most likely to agree with the proposals (52% (1,660) and 51% (103) respectively). In contrast, 15% of Jewish (51) and 4% of Charedi respondents (9) agree with non-recyclable rubbish being collected on a fortnightly basis.

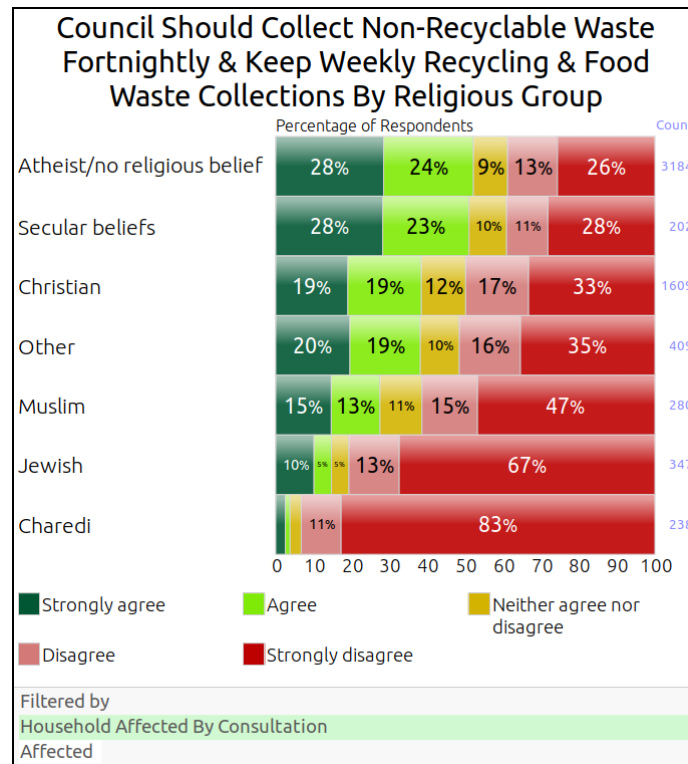


FIGURE 2.4

The results to the consultation show that Jewish and Charedi respondents generally live in larger than average households and do not typically recycle food. However, support for the proposals among these respondents is lower than among respondents in other large households that do not recycle food. 96% of Jewish and Charedi respondents in households of 7+ people (216) disagree with the proposals compared to 84% of comparable non-Jewish households (315).¹²

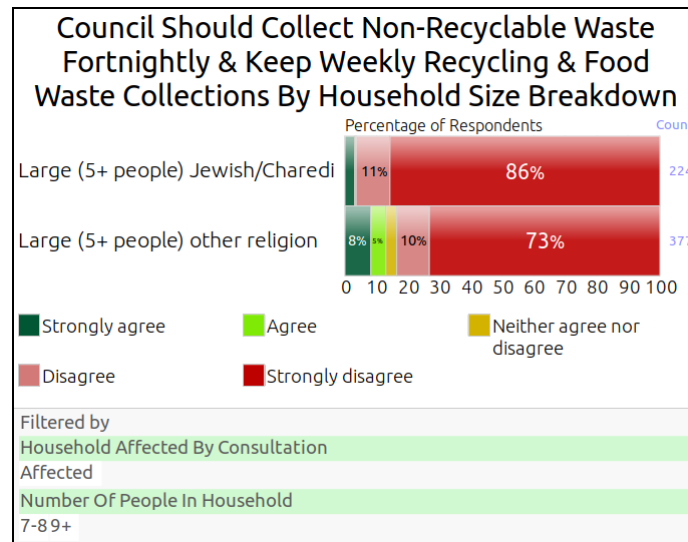


FIGURE 2.5

29% of Charedi (71) and 16% of Jewish respondents (55) live in households with nine or more people. However, there is insufficient data available for respondents in non-Jewish households of 9+ people to make a meaningful comparison between these groups. Therefore, further work may be required to ascertain whether the concerns of the Jewish and Charedi respondents are a factor of family size or other influences. For example, some of the qualitative feedback provided makes reference to large extended family gatherings and frequent festivals, which generate a lot of rubbish.

¹² 10.7% of Jewish and Charedi respondents in households of 7+ people (24) disagree and 85.7% (192) strongly disagree with the proposal, which means the combined proportion disagreeing rounds down to 96% (216) to the nearest whole number. 10.3% of respondents in non-Jewish households of 7+ people (39) disagree and 73.2% (276) strongly disagree with the proposal, which means the combined proportion disagreeing rounds up to 84% (315) to the nearest whole number.

Disability

29% of disabled respondents (254) agree with the proposals compared to 41% of those without a disability (3,020).

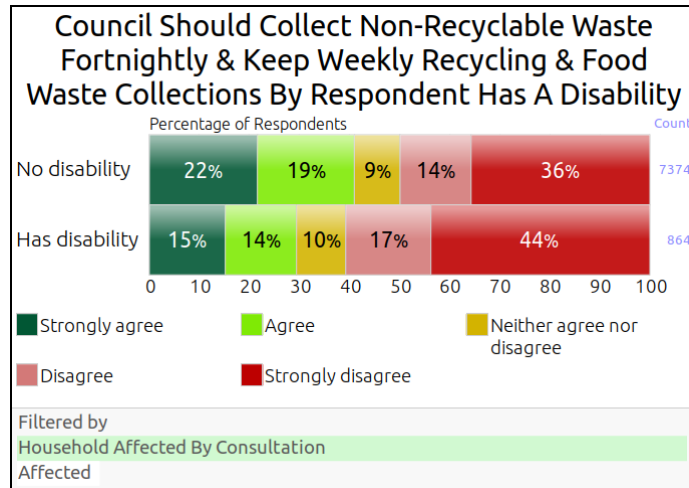


FIGURE 2.6

Age

Respondents aged 16-24 are less in favour of the changes than their older counterparts. There are only a comparatively small number of replies from respondents in this age group so caution needs to be used when interpreting their results and only large differences in opinion can be considered meaningful.

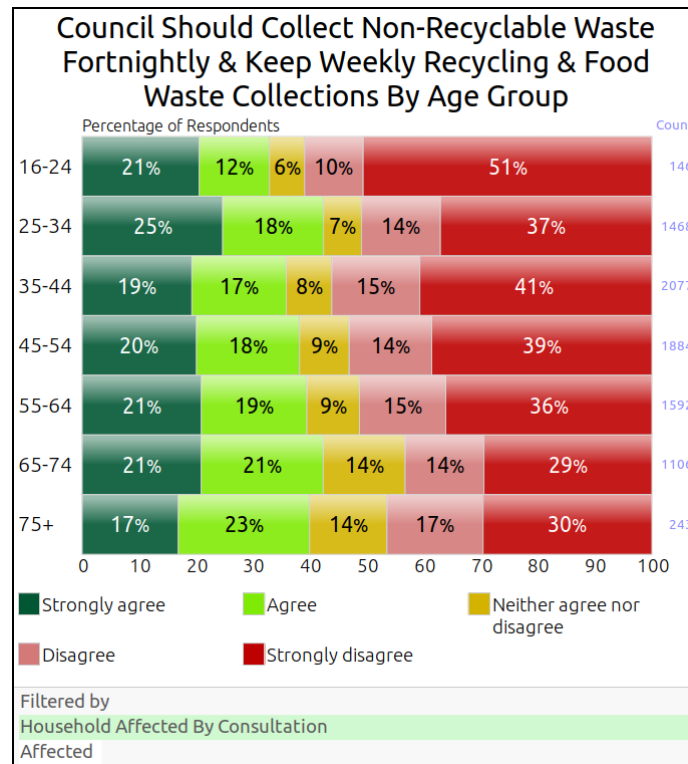


FIGURE 2.7

Postcode Area

45% of respondents in E8 (604) and E9 (509) express agreement with the proposals, while 45% (617 and 516 respectively) disagree with the suggested changes. Respondents in these postcodes are some of the most likely to recycle and compost food in the consultation area.

In contrast, lowest levels of agreement (35% - 1,225) are found among respondents in N16, which has the respondents least likely to recycle or compost food (excluding the small number of results for other postcode areas).¹³

N16 has the highest proportion of respondents with large families that do not recycle food in the consultation area.

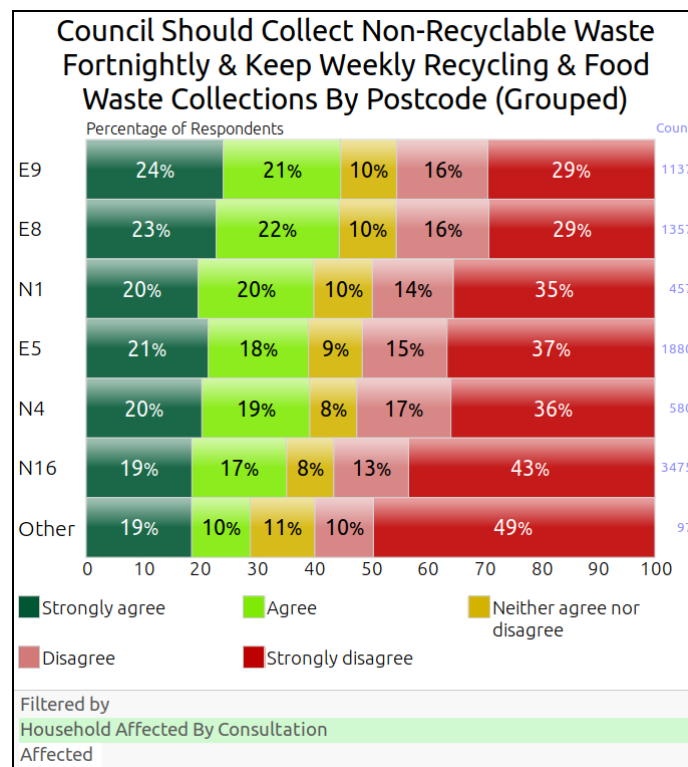


FIGURE 2.8

¹³ 18.6% of respondents in N16 (646) strongly agree and 16.7% (579) agree with the proposal, which means the combined proportion agreeing rounds down to 35% (1,225) to the nearest whole number.

Property Type

Respondents who live in terraced houses and flats in converted houses are more likely to agree with the proposals than those in other property types. The former are more likely to recycle, particularly food, and the latter may support the proposals due to the provision of bins, which they are more in favour of than respondents in other property types.

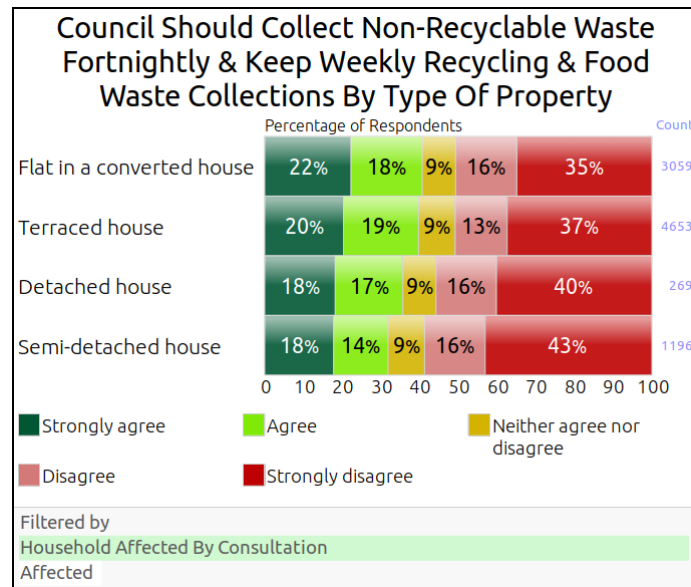


FIGURE 2.9

2.2 Impact Of Proposals

Question 12: Please tell us what impact you think, if any, the move to fortnightly rubbish collections would have on you and your family?

Overall, 19% of respondents (1,781) feel the proposals will have a positive impact on their household, whilst 55% (5,019) anticipate a negative impact and 26% (2,334) feel there will be neither a positive nor negative impact.

91% of those who disagree with the proposals (4,302) feel that, if implemented, these will have a negative impact on their household. Negative views of the proposals' impact are not confined to those who disagree with them. Indeed, 13% of those who agree with the proposals (447) also think the impact on their household will be negative, whilst 43% (1,533) anticipate a positive impact and 44% (1,547) do not think there will be a positive or negative impact.¹⁴

The proportion of respondents believing there will be a negative impact on their household is higher than the proportion disagreeing with the proposed changes.

Number Of People In Home

The proportion of respondents anticipating that the proposals will have a negative impact increases with household size: 46% of respondents in 1-2 person households (2,026) expect a negative impact compared to 95% of those in households of 9+ people (274).¹⁵

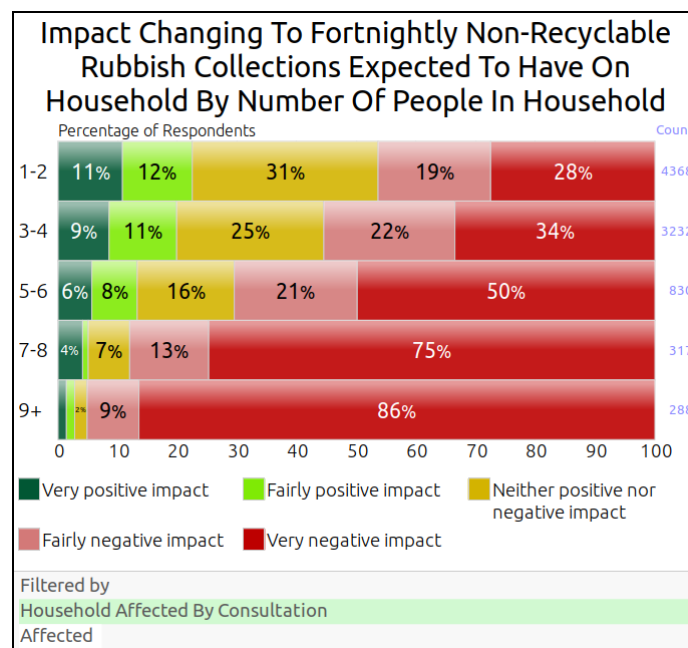


FIGURE 2.10

¹⁴ 19.71% of respondents who agree with the proposals (695) think they will have a very positive impact and 23.76% (838) think they will have a fairly positive impact, which means the combined proportion anticipating a positive impact rounds down to 43% (1,533) to the nearest whole number.

¹⁵ 18.9% of respondents in 1-2 person households (824) think the proposals will have a fairly negative impact and 27.5% (1,202) think they will have a very negative impact. Therefore the combined proportion anticipating a negative impact rounds down to 46% (2,026) to the nearest whole number.

Analysis By Proportion Of Food Recycled In Blue Bin

The less food respondents recycle, the more likely they are to envisage the proposals having a negative impact on their household. 74% of those who recycle no food in the blue bin (2,012) think the proposals will have a negative impact on their household compared to 40% of those who recycle all their food in the blue bin (1,636).¹⁶

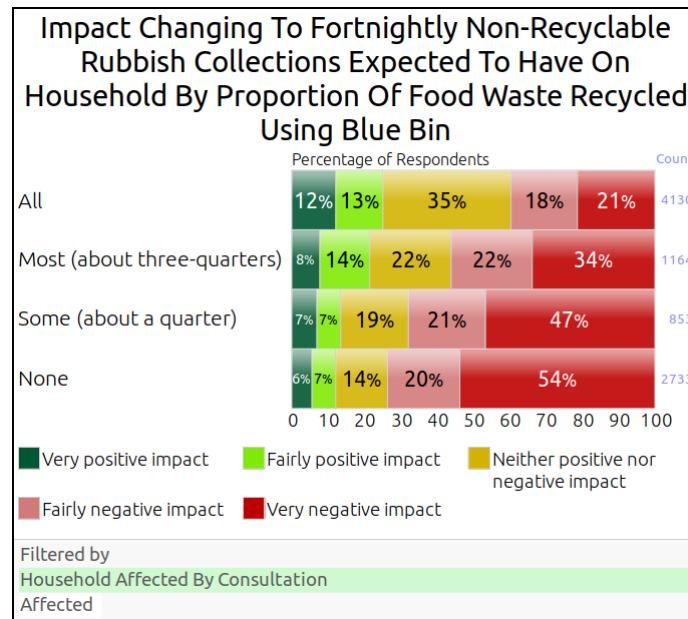


FIGURE 2.11

¹⁶ 18.3% of those who recycle all their food in the blue bin (755) think the proposals will have a fairly negative impact and 21.3% (881) think they will have a very negative impact. Therefore, the combined percentage rounds up to 40% (1,636) to the nearest whole number.

Household Size & Current Recycling Status

Respondents in small households (1-4 people) who recycle or compost food are less likely than other family groups to perceive a negative impact, although 41% do (2,062). In contrast, 92% of respondents in large households (5+ people) who do not recycle or compost food (707) anticipate the proposals having a negative impact.

Respondents in large households (5+ people) who recycle or compost most or all of their food are less likely to believe the proposals will have a negative impact on them than small households (1-4 people) who do not recycle or compost their food. However, it remains that 62% of respondents in these large households (386) still anticipate a negative impact compared to 70% of respondents in these small households (1,695). Full details are shown below.¹⁷

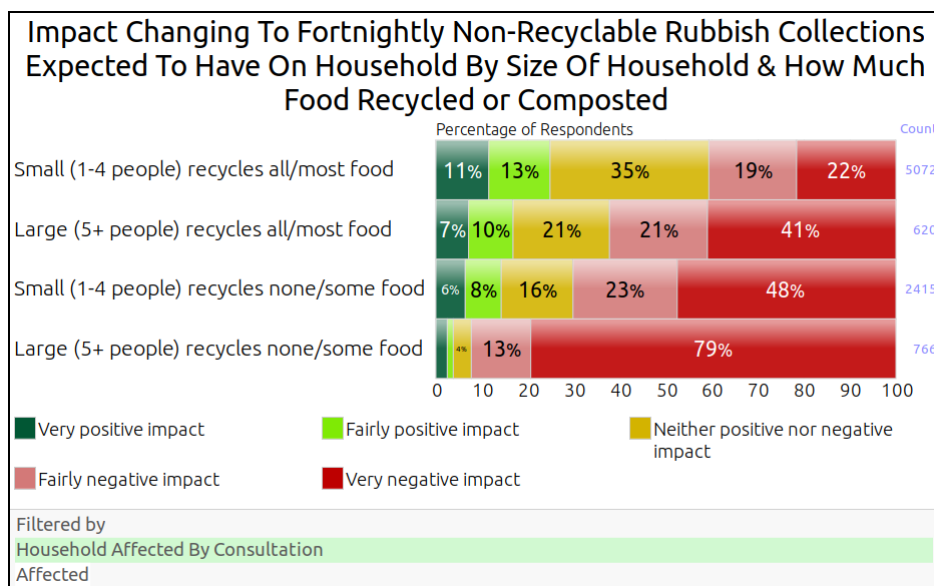


FIGURE 2.12

¹⁷ 22.7% of respondents in small households who do not recycle or compost food (547) anticipate a fairly negative impact and 47.5% (1,148) anticipate a very negative impact, which means the combined percentage expecting a negative impact rounds down to 70% (1,695) to the nearest whole number.

Religion

83% of Jewish (290) and 94% of Charedi respondents (224) believe the proposals will have a negative impact. Those with no religion or secular beliefs are the religious groups least likely to envisage a negative impact (43% (1,369) and 45% (93) respectively).¹⁸

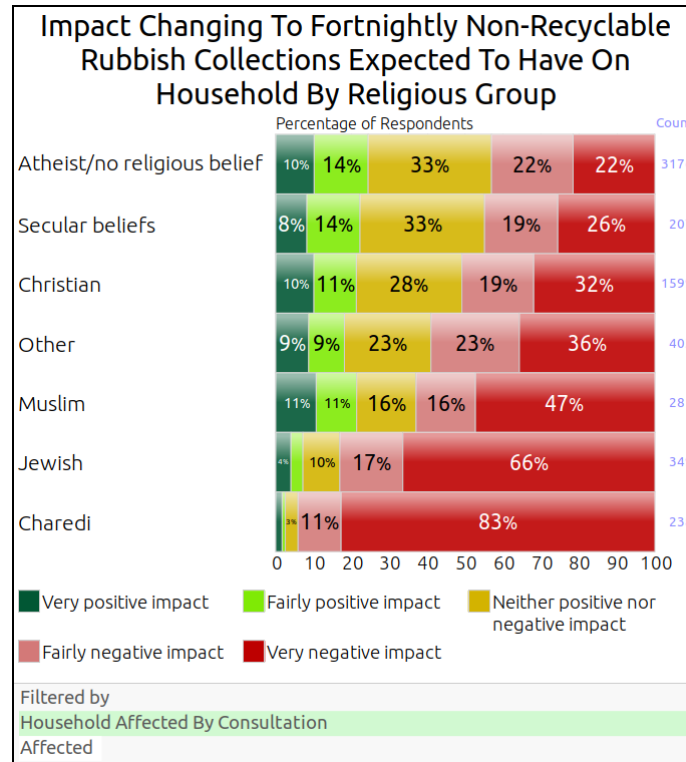


FIGURE 2.13

Furthermore, 97% of respondents in large Jewish and Charedi households (5+ people) who do not recycle food (247) think the proposals will have a negative impact on them, compared to 90% of respondents in comparable non-Jewish households (460).

¹⁸ 21.5% of respondents with no religion (684) anticipate a fairly negative impact and 21.6% (685) anticipate a very negative impact, which means the combined percentage expecting a negative impact rounds down to 43% (1,369) to the nearest whole number.

Disability

60% of respondents with a disability (512) believe the proposals will have a negative impact on their household compared to 53% of those with no disability (3,927).

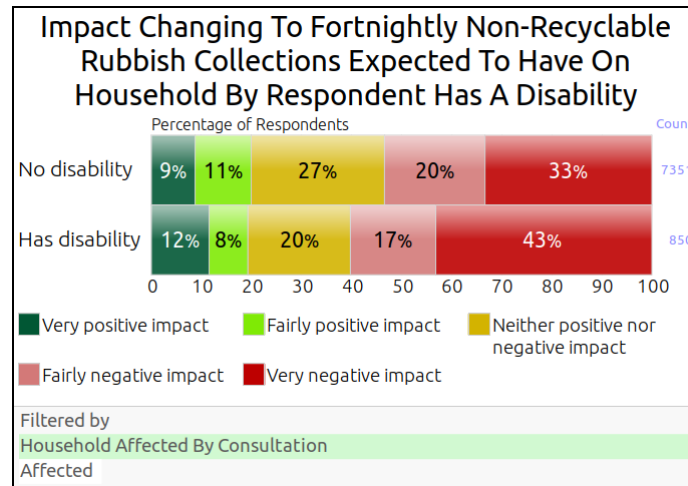


FIGURE 2.14

Age

66% of respondents aged 16-24 (95) think the proposals will have a negative impact on their household, while those aged 65 and over are much less likely to anticipate a negative impact.

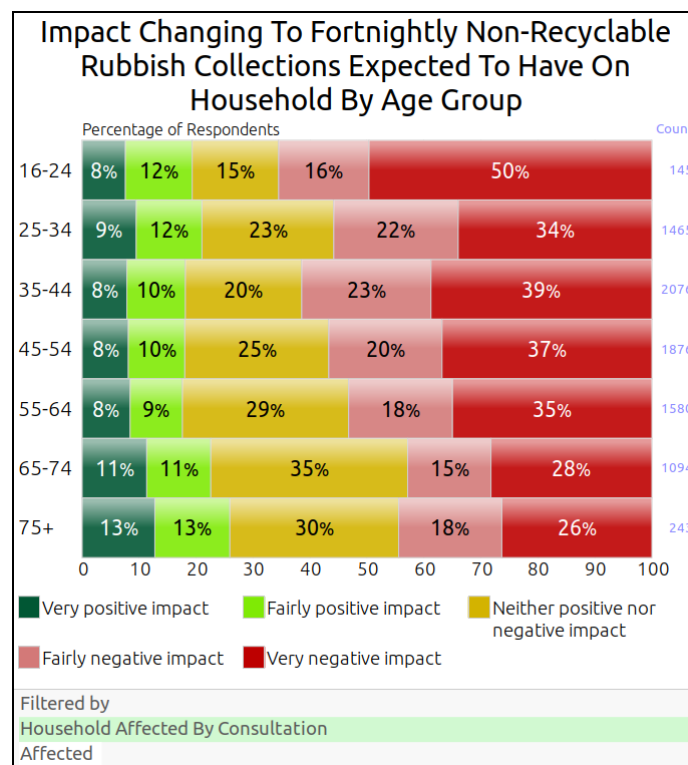


FIGURE 2.15

Postcode Area

In all postcode areas, the perception is that the impact is more likely to be negative than positive. Around half of respondents in E8 (48% - 645), E9 (50% - 560) and N1 (51% - 235) believe the proposals will have a negative impact on their household, whilst 59% of respondents in N16 (2,044) anticipate a negative impact.¹⁹

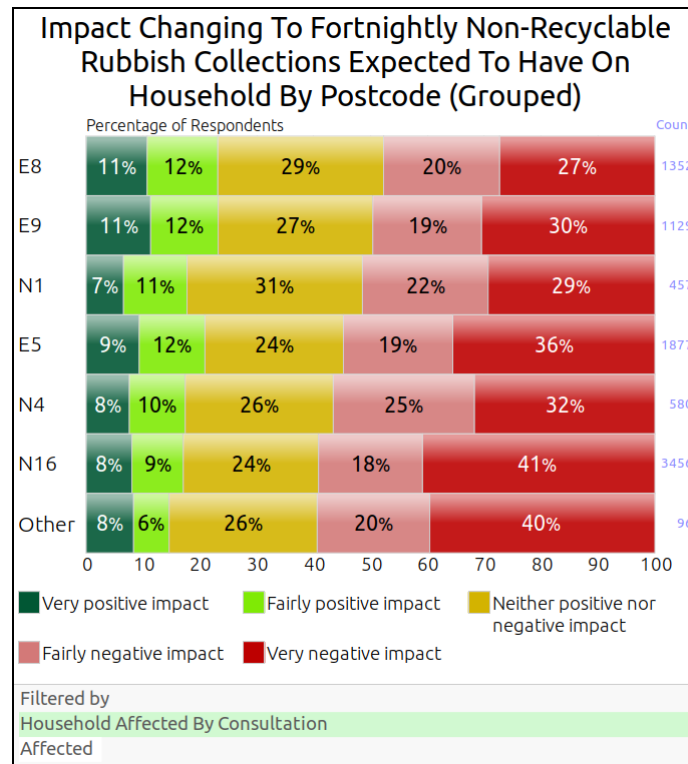


FIGURE 2.16

¹⁹ 20.4% of respondents in E8 (276) think the proposals will have a fairly negative impact, whilst 27.3% (369) think they will have a very negative impact. Therefore, the combined percentage rounds up to 48% (645) to the nearest whole number. Similarly, 19.1% of respondents in E9 (216) think the proposals will have a fairly negative impact, whilst 30.47% (344) think they will have a very negative impact. Therefore, the combined percentage rounds up to 50% (560) to the nearest whole number.

Property Type

Respondents who live in detached houses are most likely to envisage the proposals having a positive impact (25% - 67), whilst those in semi-detached houses are most likely to think the proposals will have a negative impact on them (60% - 712).²⁰

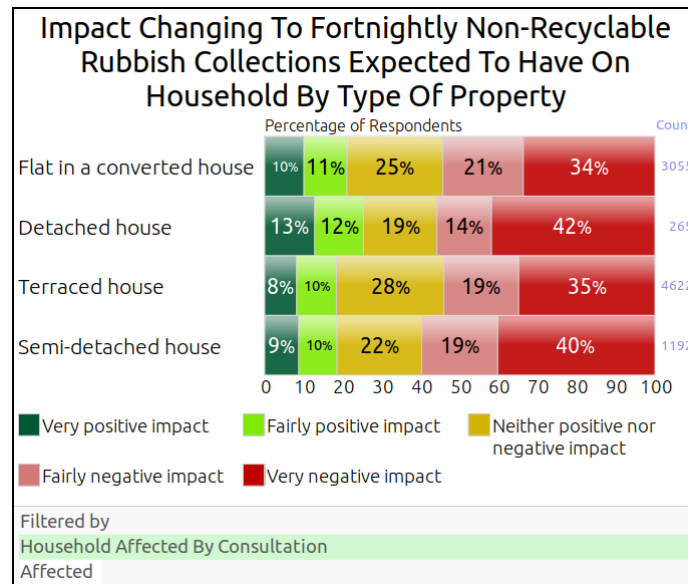


FIGURE 2.17

2.3 Reasons Given For Negative Impact

Question 12: If you answered very negative impact or fairly negative impact, please tell us why you think it will have a negative impact on your household?

Respondents who expect the proposals to have a negative impact were asked about the reasons for their views. 4,426 respondents who anticipate a negative impact provided feedback, which Kwest classified into themes to better understand the issues raised.

Not all respondents seem to have fully understood the proposals, as some comments refer to recycling collections changing to fortnightly and other feedback suggests not all respondents were aware of the proposal to provide bins, possibly because the questions about this were on a subsequent page of the questionnaire. Furthermore, 12% of respondents who anticipate the proposals having a negative impact on their household (594) did not provide a reason for this.

²⁰ 19.46% of respondents in semi-detached houses (232) think the proposals will have a fairly negative impact, whilst 40.3% (480) think they will have a very negative impact. Therefore, the combined percentage rounds up to 60% (712) to the nearest whole number.

The most common reasons provided by respondents for the proposals having a negative impact on their household are:

- Smell and other health concerns;
- Increase in vermin;
- Increase in people or animals rummaging through the bins.

The animals most often cited as rummaging through bins and spreading the contents around are urban foxes, although dogs, cats and squirrels are also mentioned.

The graph below shows all the themes from the qualitative feedback.



FIGURE 2.18

Similar patterns in the findings can be seen across all sub-groups, with respondents in all groups tending to select the same top three or four reasons why they feel the proposals will have a negative impact on their household.

Disabled respondents are slightly more concerned about vermin (33% - 167) than smell (31% - 159).

Jewish and Charedi respondents are particularly concerned about the potential for smell and other health issues. 50% of Charedi and 41% of Jewish respondents who think the proposals will have a negative impact cite this as a reason (111 and 118 respectively). Similarly, 42% of Muslim respondents (74) also give smell or other health concerns as a reason the proposals will have a negative impact on their household.

Smell and health issues are a key concern for all respondents with large families (5+ people), with 39% (442) citing this as a reason they think the proposals will have a negative impact on their household. Further analysis reveals that:

- Respondents in large Jewish or Charedi households (5+ people) are more likely to express concerns about these issues than those in large non-Jewish families (44% (134) compared to 37% (308)).
- 34% of respondents with large families that recycle or compost food (131) cite smell or health concerns compared to 42% of those with large families that do not compost or recycle food (294).

Hackney is a densely populated borough and the reasons respondents expect the proposals to have a negative impact often relate to actions of their neighbours, for example, other people putting food waste in with the non-recyclable rubbish.

The table below show the top areas of concern for respondents in each postcode area:

Postcode	Respondents who anticipate a negative impact: percentage & count			
	Smell/health concerns	Increase in people/animals rummaging in bins	Increase in vermin	Bins will overflow/rubbish will pile up
E5	29% (303)	32% (329)	27% (278)	19% (199)
E8	25% (159)	27% (177)	28% (182)	16% (104)
E9	22% (124)	27% (152)	29% (164)	18% (100)
N1	29% (68)	29% (68)	24% (57)	18% (42)
N16	35% (714)	24% (491)	27% (562)	23% (461)
N4	32% (105)	28% (93)	24% (78)	27% (90)

TABLE 1 AREAS OF CONCERN FOR RESPONDENTS WHO ANTICIPATE PROPOSALS HAVING A NEGATIVE IMPACT

7% of respondents who anticipate the proposals will have a negative impact on their household (361) specifically cite nappies as an area of concern. Indeed, 6% of waste in Hackney comes from disposable nappies. Some respondents suggest the Council could provide a designated bin for nappies, collected weekly, to alleviate the issue. Another suggestion is that the Council could consider promoting Real Nappies for London vouchers and bring and buy sales, to encourage greater uptake of reusable nappies. There is information about this on the Council website but more communication and education on this issue may be required to encourage uptake.²¹

2.4 Provision Of Bins

Question 13: Most households in the borough do not have bins provided for their waste, however the Council is considering providing bins (where space is available) for your non-recyclable waste if a decision is made to switch to fortnightly collections. This will reduce litter & vermin. To what extent do you agree or disagree with this proposal?

Overall, 59% of respondents (5,372) agree that the Council should provide bins for non-recyclable rubbish if fortnightly collections are introduced and this rises to 77% (2,706) amongst those who agree with the proposals. 35% of those who disagree with the proposals (1,628) do not think bins should be provided, although these respondents may be disagreeing with bins being provided because they disagree with the concept of fortnightly collections in general.

²¹ Information about nappy waste from hackney.gov.uk/nappies

Household Size & Current Recycling Status

This trend, of comparatively low levels of support for the provision of bins, is seen throughout the majority of sub-groups who most disagree with the suggested changes including Jewish and Charedi respondents and all those in large families who do not recycle or compost food.

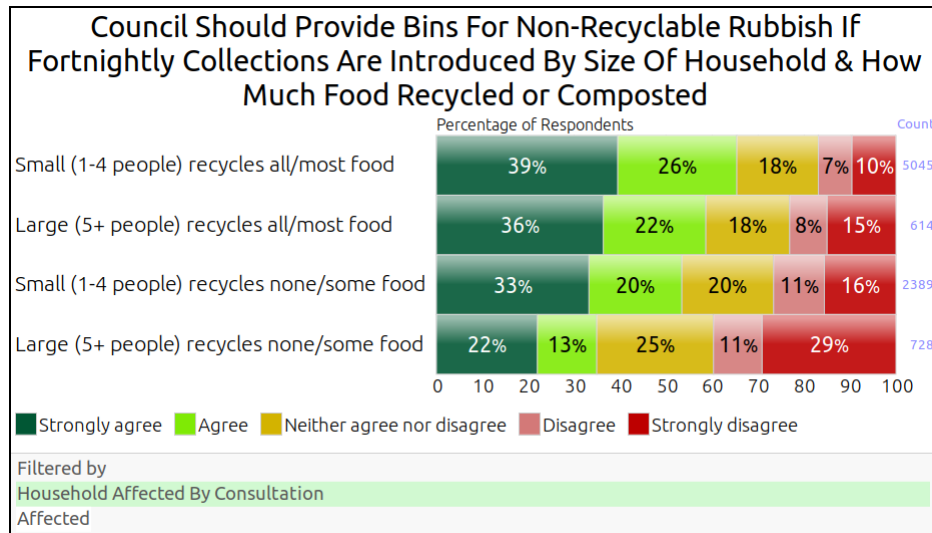


FIGURE 2.19

Property Type

Respondents who live in flats in converted houses are more in favour of having bins provided than those in other types of property: 64% of these respondents (1,940) agree that the Council should provide bins if rubbish is to be collected fortnightly.

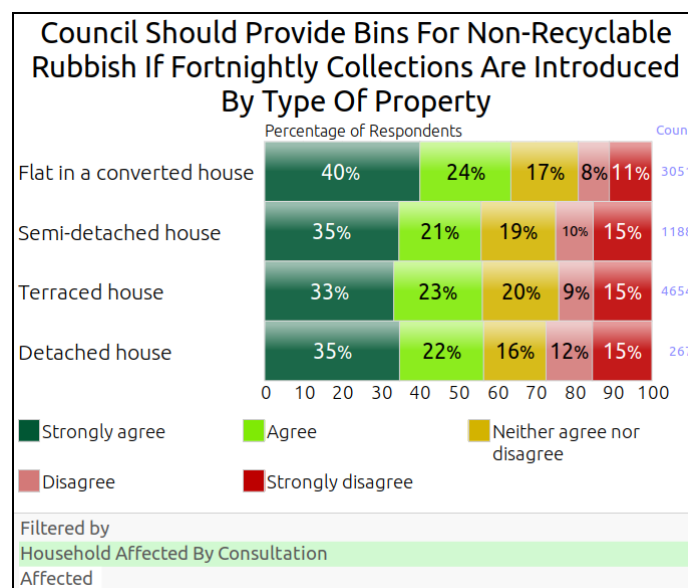


FIGURE 2.20

Age

Younger respondents are most in favour of bins being provided, with 67% of 16-34 year old respondents (1,092) supporting the idea. Although 16-24 year old respondents are less positive about the proposed changes to the rubbish collections than their older counterparts, 65% (91) are in favour of bins being provided. Full details of the views by age are shown below.

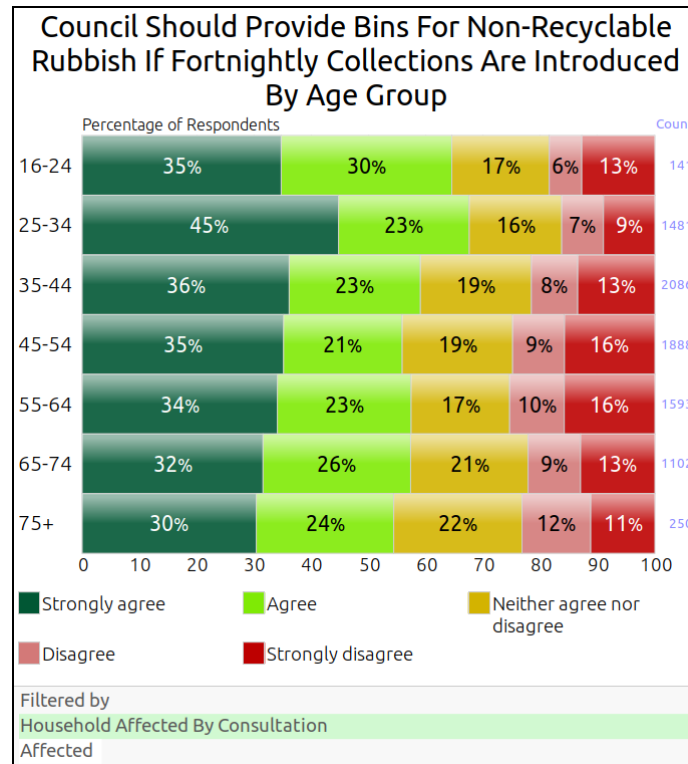


FIGURE 2.21

Additional Comments About The Provision Of Bins

14% of all respondents (1,303) to the consultation made additional comments about the proposal to provide bins. This equated to 26% of all comments received. There were three broad themes within these comments:

- Many respondents already have bins and want to continue using them. These comments focused on the waste of both money and resources in providing alternative bins, concerns about the visual impact of Council bins on the street and/or whether they would fit into existing bin stores.
- As no information on the size of the proposed bins was provided in the consultation pack, many respondents expressed concern that they may be too small for the amount of rubbish the household produces. Some felt they could not provide informed feedback on the proposals without this information. Similarly, some respondents living in converted flats, who currently share bins or bin space, felt it was not clear whether one bin would be provided per property or per household, which would significantly affect their views on the proposal.
- Other respondents, particularly those who already recycle most of their rubbish, do not want to have a bin provided, as they would prefer to continue putting out black sacks for collection. These respondents often cite lack of external space where they would be prepared to store bins.

2.5 Collection Of Rubbish From Within Bins

Question 14: To what extent do you agree or disagree with the Council only collecting non-recyclable rubbish contained within the bins?

In order to avoid excess rubbish being put out, the Council intends to only collect rubbish contained within the bins provided. Respondents may have found it difficult to give an opinion on this, without knowing the size of the proposed bins. Overall, 49% of respondents (4,445) agree with this suggestion, whilst 35% (3,194) disagree.²²

The proportion agreeing rises to 73% of those who agree with the proposal to collect rubbish fortnightly (2,568). However, in contrast, 53% of respondents who disagree with the idea of fortnightly collections (2,450) also disagree that the Council should only collect rubbish contained within the bins.²³

In line with this, respondents in those sub-groups least in favour of the proposed change to fortnightly collections are also more likely to disagree with only rubbish inside bins being collected.

Household Size & Current Recycling Status

Respondents in large families who do not recycle food are particularly against the suggestion that only rubbish contained within bins should be collected, with 61% (445) disagreeing, as shown in the graph below.

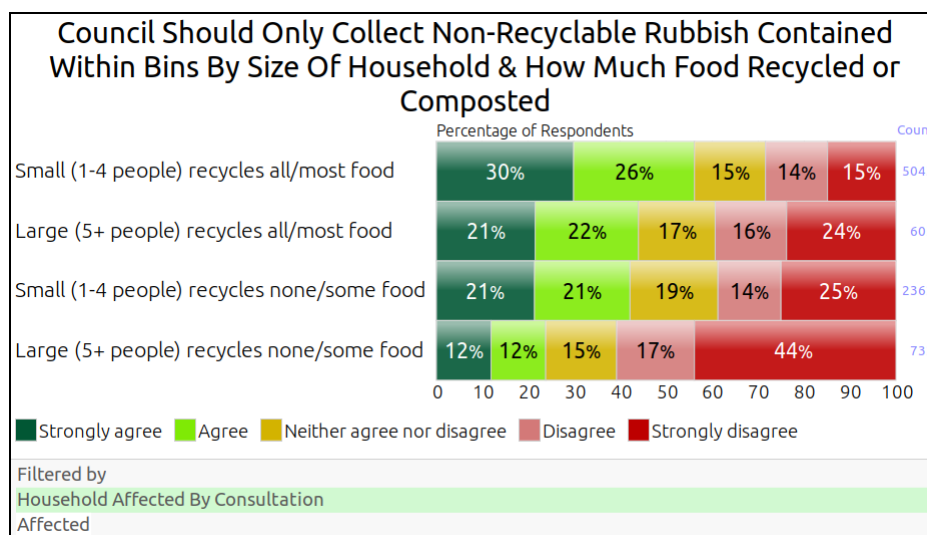


FIGURE 2.22

²² 25.4% of respondents (2,317) strongly agree and 23.3% (2,128) agree with the suggestion of only collecting rubbish from bins. Therefore the combined percentage agreeing rounds up to 49% (4,445) to the nearest whole number.

²³ 41.5% of respondents who agree with the proposals (1,458) strongly agree and 31.6% (1,110) agree with the suggestion of only collecting rubbish from bins. Therefore the combined percentage agreeing rounds down to 73% (2,568) to the nearest whole number.

Religion

Jewish and Charedi respondents are also strongly opposed to the idea, with 68% of Charedi (154) and 53% of Jewish respondents (181) disagreeing with this aspect of the proposal. In contrast, respondents with no religious belief are slightly more likely than other religious groups to agree with only rubbish contained within bins being collected; these respondents are also the most likely religious group to recycle food.

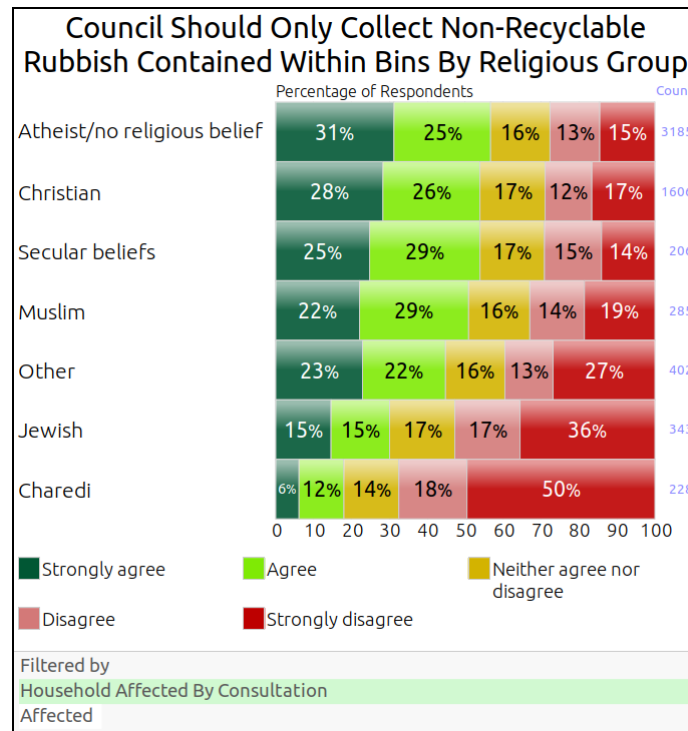


FIGURE 2.23

Age

47% of respondents aged 16-24 (67) disagree with the Council only collecting rubbish contained within bins, compared to 27% of those aged 65-74 (298) and 28% of those aged 75+ (71).²⁴

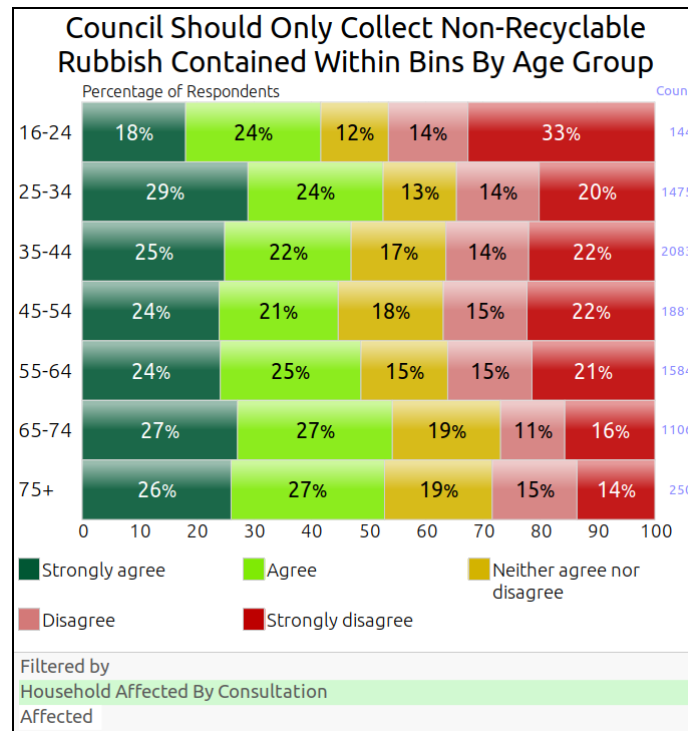


FIGURE 2.24

²⁴ 14.8% of respondents aged 75+ (37) disagree with collecting rubbish from within bins, whilst 13.6% (34) strongly disagree. Therefore, the combined percentage disagreeing rounds down to 28% (71) to the nearest whole number.

2.6 Themes From Qualitative Feedback

Question 17: Do you have any other comments regarding the proposed service changes?

52% of respondents to the consultation took the opportunity, in the space provided on the questionnaire, to make additional comments about the proposals. Kwest classified the 4,975 comments into themes to better understand respondents' concerns. Provision of the proposed bins is the most frequent theme in these comments as discussed in section 2.4 above.

Many comments focus on negative impacts of the proposed changes. The key negative issues raised are summarised in the table below, which shows the percentage of comments that relate to it and also the percentage of total respondents who raised the issue.

Issue	% comments	% all respondents	Number of respondents
General disagreement (non-specific comments)	13%	7%	650
Flying tipping or littering/dumping of rubbish in streets	10%	5%	518
Vermin	9%	5%	441
Smell/health concerns	8%	4%	379
Cost cutting/comments about council tax	7%	4%	369
Bins will overflow/rubbish will pile up	6%	3%	322
People/animals rummaging in bins & spreading rubbish around	6%	3%	276
Lack of storage space for rubbish/bins	5%	3%	250

TABLE 2 KEY THEMES OF NEGATIVE COMMENTS MADE IN QUESTION 17 OF THE CONSULTATION

The consultation documents made reference to other London boroughs that have introduced less frequent waste collections and seen their recycling rates increase, however, no examples were quoted. Providing more specific information may have reassured those respondents sceptical of the motives behind the proposals. 1% of all respondents (101) cited examples of other places where fortnightly collections have been tried, and this represents 2% of comments. The examples typically relate to the smell and amount of rubbish in the area. One respondent said they moved from Haringey to Hackney because of the fortnightly collections in the former.

1% of all respondents (141) made comments criticising the consultation. These represented 3% of all comments made. Most of the criticism related to the lack of information about the proposed bins to be provided, particularly their size and type (dustbin or wheelie bin). Further discussion on the limitations of the consultation can be found in section 5.

5% of all respondents (451) stated their general agreement with the proposed changes, representing 9% of the comments received.

Many respondents feel that rates of recycling, particularly food, need to increase before any change is made to the non-recyclable rubbish collections. 6% of all respondents (549) made constructive comments about how the borough's recycling rates could be improved and these represented 11% of the comments made. There were several broad themes in these comments:

- Awareness and uptake of recycling needs to improve, as other people in the neighbourhood do not currently participate. Respondents suggest more education and incentives, getting community leaders involved and providing information in community languages.
- Issues with food waste recycling need to be addressed to encourage uptake of this service. Various deterrents to using the system were identified in the consultation including the design of the lockable bins, which some respondents feel foxes can open by knocking them over, as well as households not getting their own bin back after collections. Not all properties appear to receive a food recycling service and, from the comments, not everyone understands what can be included in the blue bin. These issues are discussed in more detail in section 3.
- Recycling facilities need to be improved so that a greater variety of items can be recycled in household collections. Respondents also suggested the Council should provide wheelie bins for recycling.
- The Council should work with supermarkets and other businesses to reduce the amount of non-recyclable packaging used. This is an issue addressed in the London Mayor's Environmental Policy (objective 7.1) as part of the Mayor's aim to create a circular economy where materials stay in use as long as possible.²⁵

Additionally, 3% of all respondents (266) feel there needs to be more information, more easily available, and explained in pictures or simpler language, about what can be included in the green sack recycling. This represented 5% of the comments made. It appears some households were confused by question 6 in the questionnaire, which they thought confirmed that plastic film and polystyrene can be included in the green sacks. This is discussed in more detail in section 3.

²⁵ London Environmental Strategy, Mayor of London, May 2018

3. Current Rubbish & Recycling Provision

The consultation questionnaire asked which rubbish and recycling services respondents receive and their overall satisfaction with the service currently provided. This section of the report looks at the results of these questions from Part 2 of the consultation questionnaire.

3.1 Satisfaction With Current Recycling Collection Services

Question 4: How satisfied or dissatisfied are you with the current recycling collection services that you receive?

Hackney Council provides a recycling service collecting paper, glass, metal and plastics. 88% of respondents (8,314) are satisfied with this service.

Satisfaction levels vary with household size and whether food is recycled. 92% of respondents in small households who recycle or compost all or most of their food (4,729) express satisfaction with the current recycling services compared to 82% of those in small households that recycle some or none of their food (1,994). However, there is less variation among rates of dissatisfaction, perhaps suggesting those who do not use the service as much may be less likely to have a strong negative opinion. Full details are shown in the graph below.²⁶

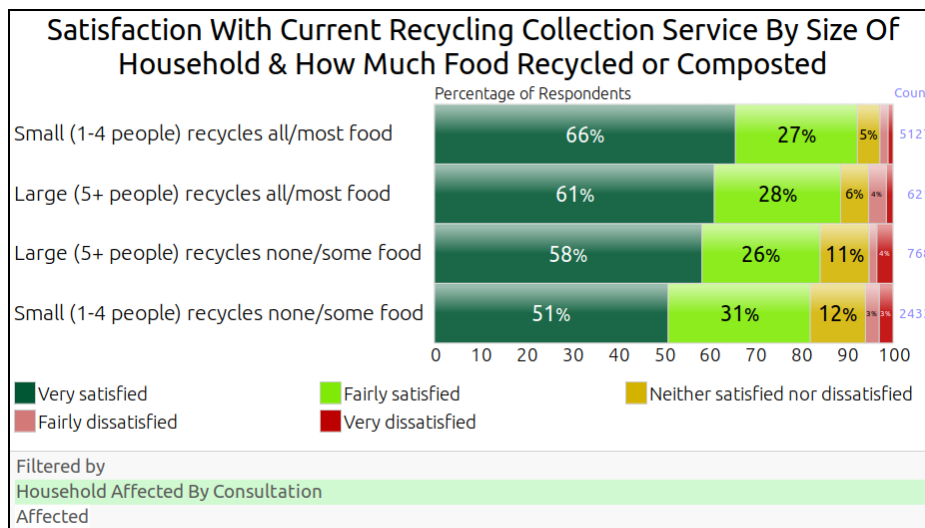


FIGURE 3.1

²⁶ 65.6% of respondents in small households who recycle or compost all/most food (3,365) are very satisfied with the current recycling services, whilst 26.6% (1,364) are very satisfied. Therefore, the combined satisfaction figure rounds down to 92% (4,729) to the nearest whole number.

90% of female respondents (4,811) are satisfied with the recycling services compared to 86% of male respondents (2,630). Respondents with a disability are slightly less satisfied with the recycling services they receive than those with a disability.²⁷

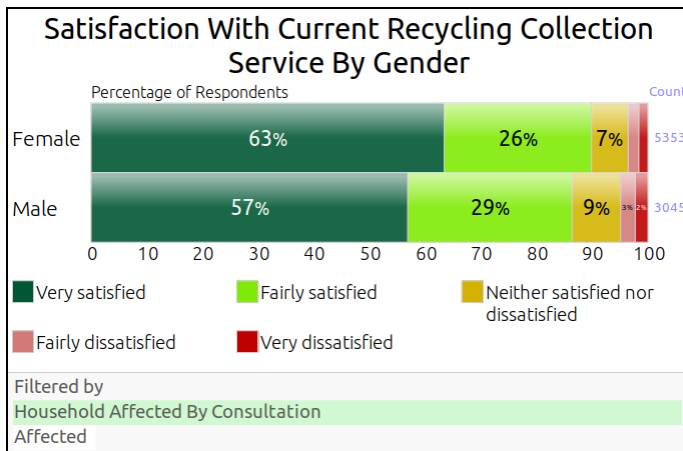


FIGURE 3.2

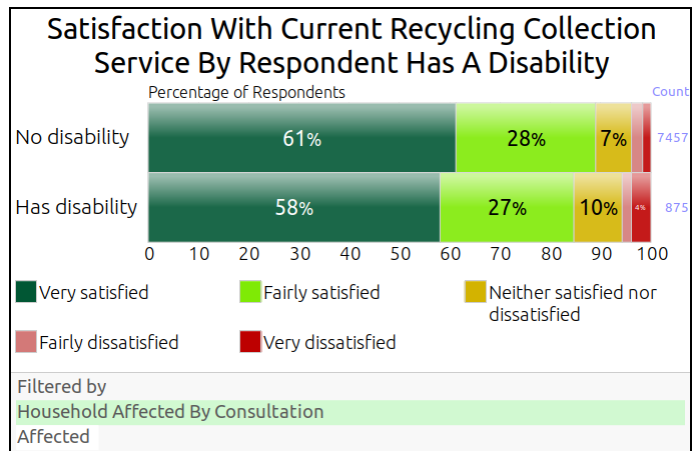


FIGURE 3.3

Respondents aged 16-24 are less satisfied with the current recycling services than their older counter parts.

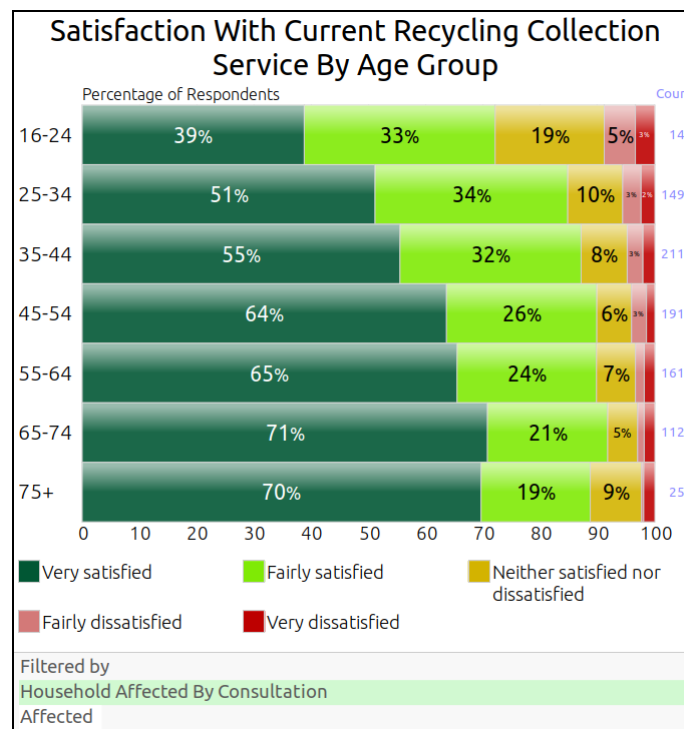


FIGURE 3.4

²⁷ 63.42% of female respondents (3,395) are very satisfied with the current recycling service, whilst 26.45% (1,416) are fairly satisfied. Therefore, the combined percentage satisfied rounds up to 90% (4,811) to the nearest whole number.

3.2 Satisfaction With Current Waste Collection Services

Question 5: How satisfied or dissatisfied are you with the current waste collection service that you receive?

Non-recyclable rubbish is currently collected from properties in the borough on a weekly basis. 91% of respondents (8,350) are satisfied with the waste collection service and satisfaction broadly increases with age.²⁸

Respondents in small households who do not compost or recycle food are less positive about the waste collection services than those in other household groups as shown in the graph below.

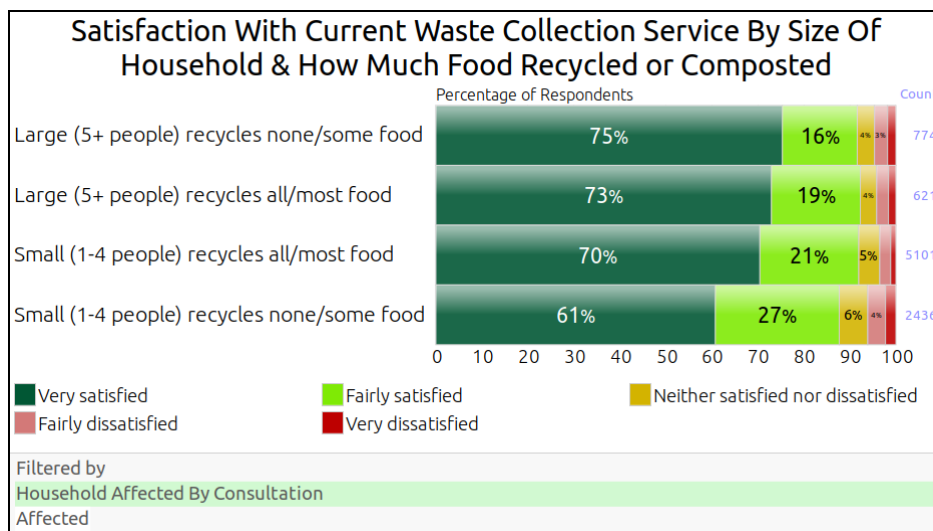


FIGURE 3.5

Satisfaction levels with the current waste collection service across the other sub-groups are broadly in line.

73% of respondents who are dissatisfied with the current waste collection service (294) disagree with the proposed change to fortnightly collections, compared to 51% of respondents who are satisfied with the current service (4,210).

²⁸ 68.49% of respondents (6,306) are very satisfied and 22.2% (2,044) are fairly satisfied with the current waste collection service. Therefore, the combined proportion expressing satisfaction rounds up to 91% (8,350) to the nearest whole number.

3.3 Rubbish & Recycling Services Received

Question 3: Which of the following rubbish and recycling services do you have?

All respondents affected by the consultation proposals receive either green sack recycling (98% - 9,337), black sack rubbish collections (88% - 8,384) and/or blue food waste caddy collections (74% - 7,051).

Question 6: Which of the following items do you currently recycle, using your green recycling sack (street level) or communal bins (estate or block)?

Question 6 on the consultation questionnaire asked which of the following items households currently recycle using their green recycling sack or communal bins:

- Paper and card
- Plastic pots, tubs and trays
- Polystyrene
- Plastic film
- Tins and cans
- Food

95% of respondents (9,094) recycle paper and card, 93% (8,912) recycle tins and cans, whilst 89% (8,497) include plastic pots, tubs and trays in their green sacks. However, 39% of respondents (3,707) report putting food in their green sacks even though food for recycling should be placed in the blue bin and not the green sack. Analysis of the results suggests many respondents who recycle food did not register this nuance and answered as if the question was asking generally “which of the following items do you currently recycle?”

Polystyrene and plastic film are not currently recycled by Hackney Council. However, the qualitative feedback from the questionnaire suggests some respondents now believe these items can be recycled when they had not previously thought this was the case. However, it remains that 31% (2,957) report currently putting plastic film in their green sacks and 27% (2,596) say they put polystyrene in the recycling bags.

The 2009 DEFRA report found that bin stickers are an effective means of reminding residents what can and cannot be recycled. However, these stickers can fade over time and, particularly in areas of high transience, need replacing regularly.²⁹

Question 7: Which of the following items do you currently put in your non-recyclable rubbish?

The questionnaire also asked about the items respondents put in their non-recyclable rubbish and the overall results are shown in the graph below.

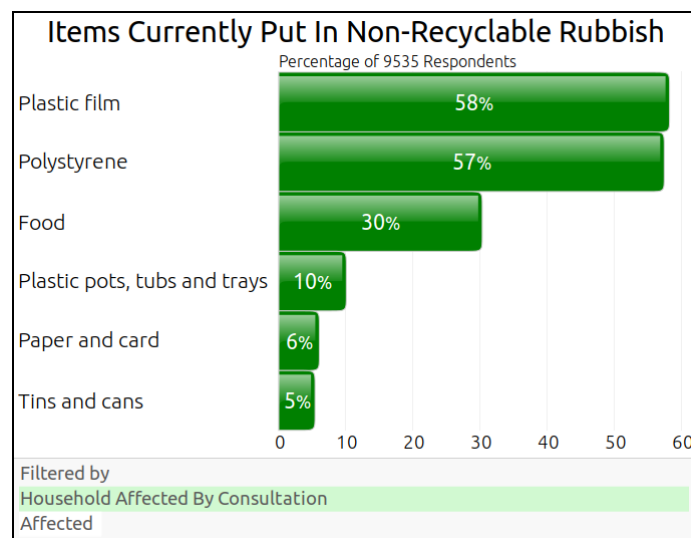


FIGURE 3.6

Respondents in smaller households are less likely to put recyclable materials in their non-recyclable rubbish than those in larger households.

²⁹ Enhancing Participation in Kitchen Waste Collections, DEFRA Waste & Resources Evidence Programme, Final Project Report 2009.

Jewish and Charedi respondents with large families are more likely than non-Jewish respondents with large families to do this, especially with food waste. 70% of Jewish and Charedi respondents in households of 5+ people (225) report putting food into their non-recyclable rubbish, compared to 38% of those in comparable non-Jewish households (450). In contrast, 28% of respondents with small households (1-4 people) (2,182) report putting food in their non-recyclable rubbish. Full details are shown in the graph below.³⁰

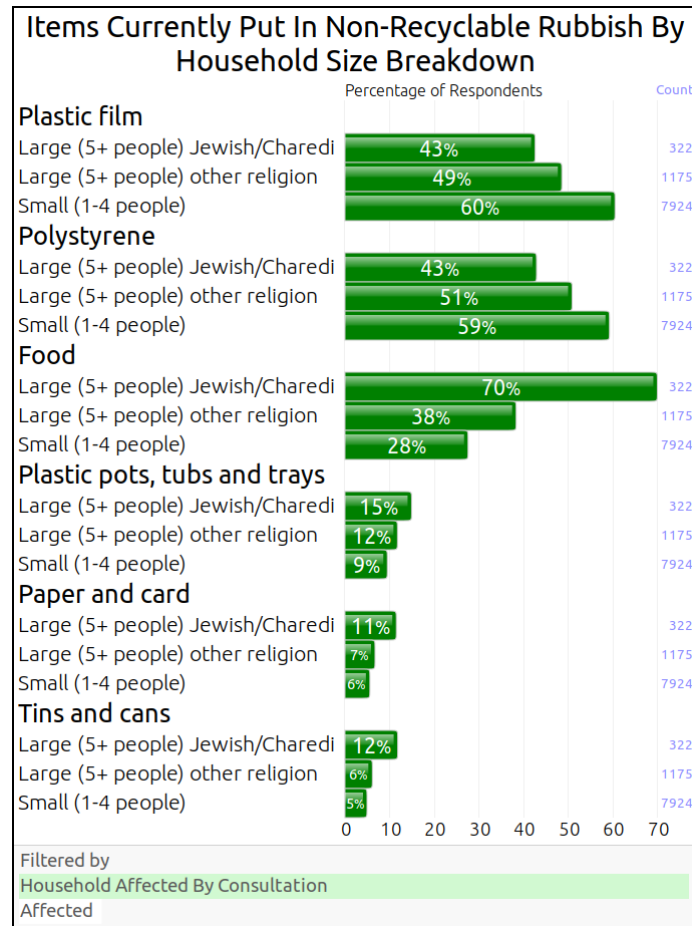


FIGURE 3.7

³⁰ "Other religion" includes all non-Jewish respondents including those who did not answer the religion question.

Respondents aged 16-24 are also more likely than their older counterparts to put recyclable items in their non-recyclable rubbish. The proportion of respondents putting food in their non-recyclable waste collections decreases with age. Full details are shown in the graph below.

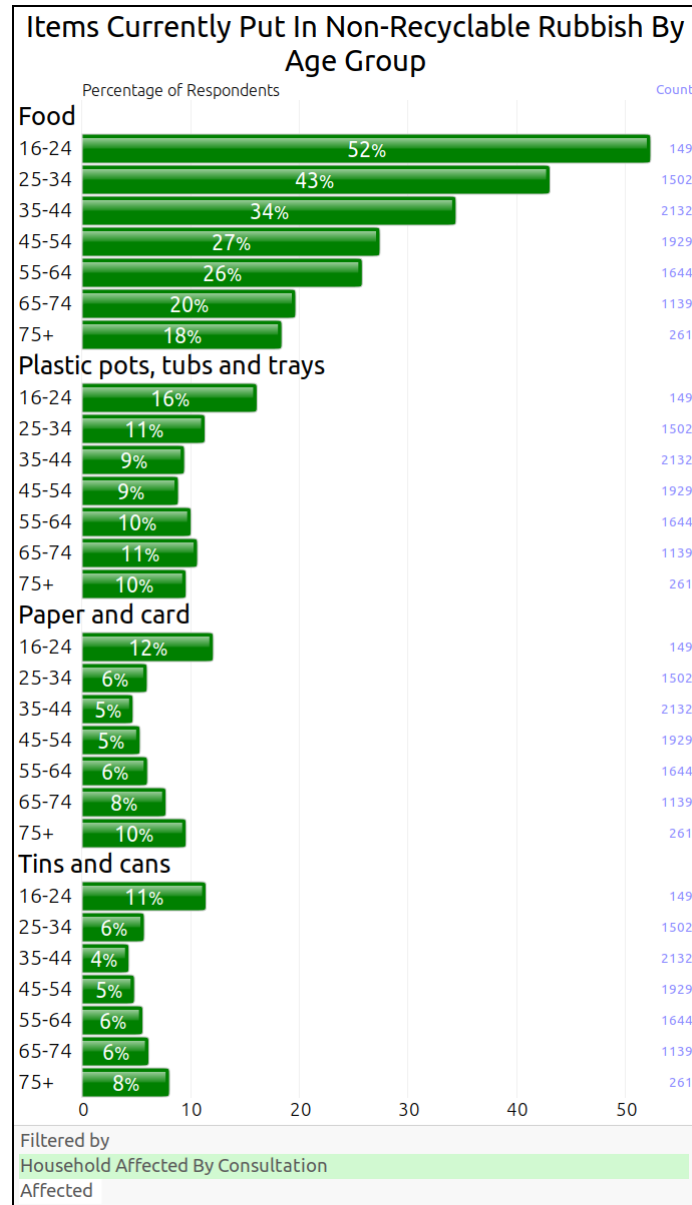


FIGURE 3.8

3.4 Food Recycling

As discussed in section 2.3, smell and potential health hazards are the most frequently identified concern of respondents who anticipate the proposed service changes will have a negative impact on their household. Food waste is the most likely item to rot or smell and Hackney Council wants to encourage households to use their blue lockable caddy, which will continue to be collected weekly, to recycle food waste. Therefore, views on food recycling are critical to the success of the proposals.

The proportion of respondents agreeing with the proposals increases with the amount of food recycled, as discussed in section 2.1. However, Hackney is a densely populated borough and views are influenced not only by respondents' own practices but also those of their neighbours, especially where bins or bin storage space are shared.

Question 3c: Resident has a blue food waste caddy

Currently, 26% of respondents (2,484) do not have a blue food waste caddy. Take up of this service is lower amongst respondents in detached and semi-detached houses than in terraces and flats in converted houses as shown below.

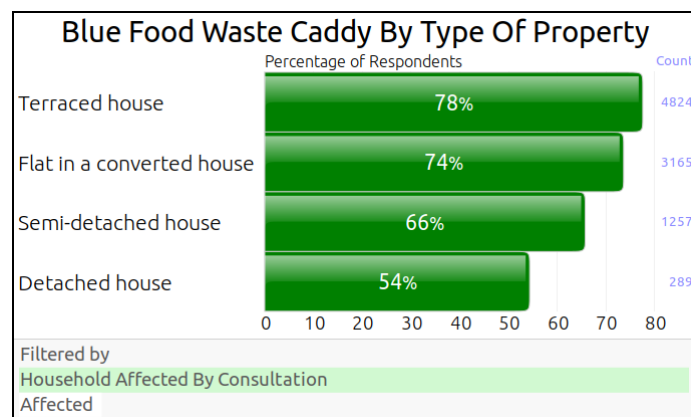


FIGURE 3.9

Take up of the food waste recycling service also varies by postcode, with respondents in N4 being the most likely to have a blue caddy.

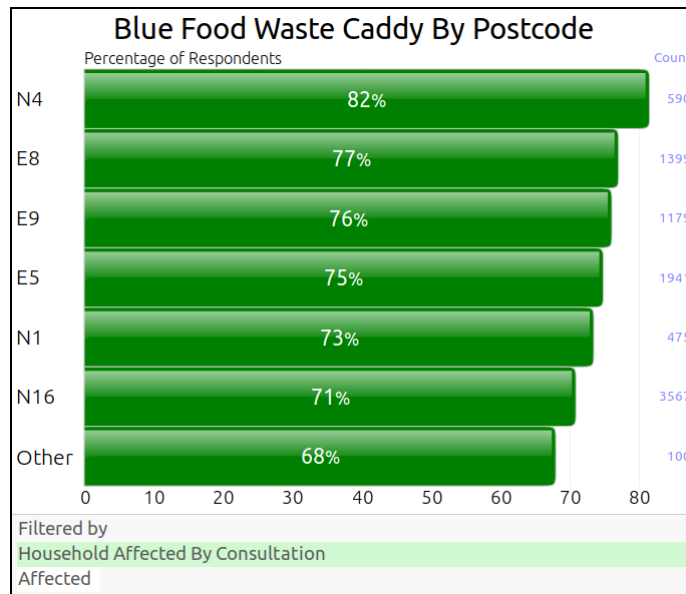


FIGURE 3.10

Question 8: How much food do you currently recycle using the blue recycling scheme?

46% of respondents (4,201) recycle all their food waste in the blue bin, whilst 13% (1,184) recycle most of their food waste. In contrast, 31% of respondents (2,777) do not recycle any food waste using a blue bin.

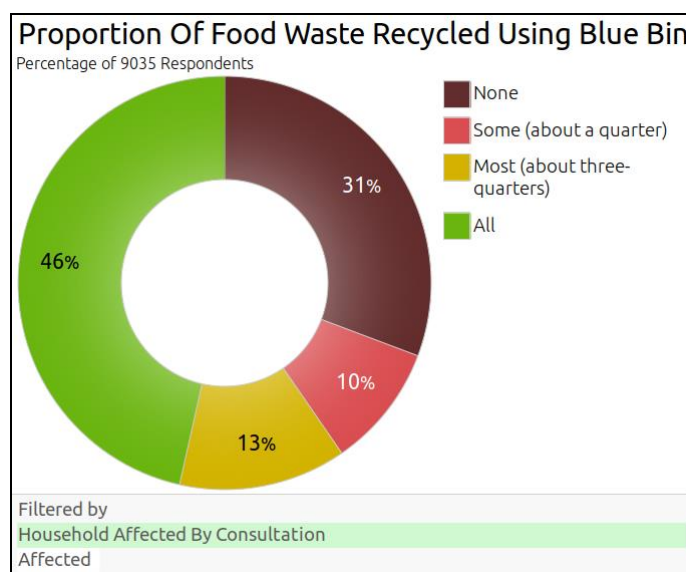


FIGURE 3.11

Some respondents do not use the blue bin to recycle food because they dispose of food waste by other means such as home composting. These respondents have been identified from analysis of the free text reasons for not using the blue bin. Taking this into account shows that 64% of respondents (5,846) recycle or compost their food.

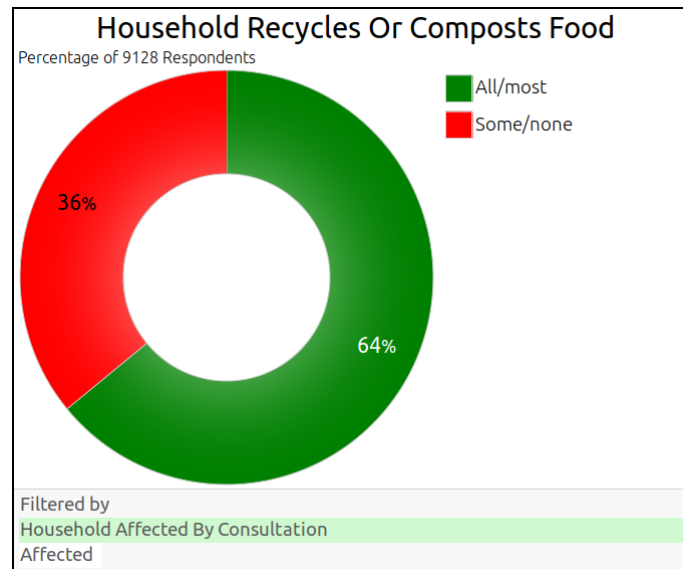


FIGURE 3.12

Some of the highest rates of recycling or composting of food are found among respondents who identify as atheist/having no religious belief. 75% of these respondents (2,381) recycle or compost their food and 52% (1,660) agree with the proposed changes. Those with secular beliefs (148) and respondents aged over 65 (961) are also more likely to recycle or compost food (72% in each case). 51% of those with secular beliefs (103) and 42% of respondents aged over 65 (565) agree with the proposals.

Those respondents who are less likely to recycle or compost food are those identified in section 2 as being least in favour of the proposed changes: those in larger households, the N16 postcode area, Jewish and Charedi respondents, disabled respondents and those aged 16-24. Full details are shown in the table below.

Household Type	% recycling or composting food (all/most food)	% agreeing with proposed changes
Large Jewish or Charedi families (5+ people)	18% (57)	4% (14)
All Charedi respondents	21% (51)	4% (9)
All Jewish respondents	35% (120)	15% (51)
16-24 year olds	42% (60)	33% (48)
All large families (5+ people)	45% (628)	20% (281)
Disabled respondents	58% (492)	29% (254)
Respondents in N16	60% (2,065)	35% (1,225)

TABLE 3 PROPORTION OF RESPONDENTS WHO RECYCLE OR COMPOST FOOD & PROPORTION AGREEING WITH PROPOSALS

The 2009 DEFRA report also identified the highest and lowest food waste recyclers and its findings are summarised below:³¹

Highest participation	Lowest participation
Over 35	Under 35
Social class AB	Social class DE
Working part time or retired	Student or unemployed
Semi or detached house	Flat in converted house
Owner occupier	Private renter or social renter
White British	White non-British, Asian or Black
2-4 person household	One person or 5+ person household

TABLE 4 PROFILES OF HIGHEST AND LOWEST FOOD WASTE RECYCLING PARTICIPANTS (INFORMATION FROM DEFRA REPORT 2009)

³¹ Enhancing Participation in Kitchen Waste Collections, DEFRA Waste & Resources Evidence Programme, Final Project Report 2009.

Unfortunately, there was no question in the consultation that asked respondents about their tenure status. It would have been useful, for analysis purposes, to be able to compare the results for owner occupiers, private renters, social renters and those living in HMOs. It would have been particularly useful to identify those living in HMOs as the DEFRA research suggests people living in these properties would be some of the least likely to recycle, so any insight into barriers to recycling, particularly food, among these residents would have been valuable.

In contrast to the DEFRA findings, rates of food recycling or composting are highest amongst respondents living in terraced houses (69% - 3,213) and lowest among those in detached houses (49% - 130). Respondents in flats in converted houses and terraces are more likely than those in other property types to agree with the proposals. As discussed in section 2, the provision of bins may be a key issue for those in flats in converted houses.

3.5 Reasons For Not Recycling Food

The DEFRA report discusses the “perceived mess and yuck” factors that lay behind some households’ reluctance to recycle food and concludes these are strongest in urban areas like Hackney. The report concedes that maximising food recycling participation will be hardest in such areas particularly those with large numbers of young people or minority ethnic households, living in low rise and conversion flats and in areas with high residential turnover.³²

Question 8 open ended: If you do not take part in the food waste recycling scheme, please tell us why

In the Hackney consultation, those respondents who do not recycle food using the blue bin were asked to give reasons for this. However, 21% of those who recycle no food (783) and 17% of those who recycle some food (about a quarter) (637) did not provide any feedback on why this is the case. The most common reasons given are the smell (10% - 368) or respondents disposing of waste in an alternative way such as composting (10% - 368).

³² Enhancing Participation in Kitchen Waste Collections, DEFRA Waste & Resources Evidence Programme, Final Project Report 2009.

Full details on the feedback received are shown below.

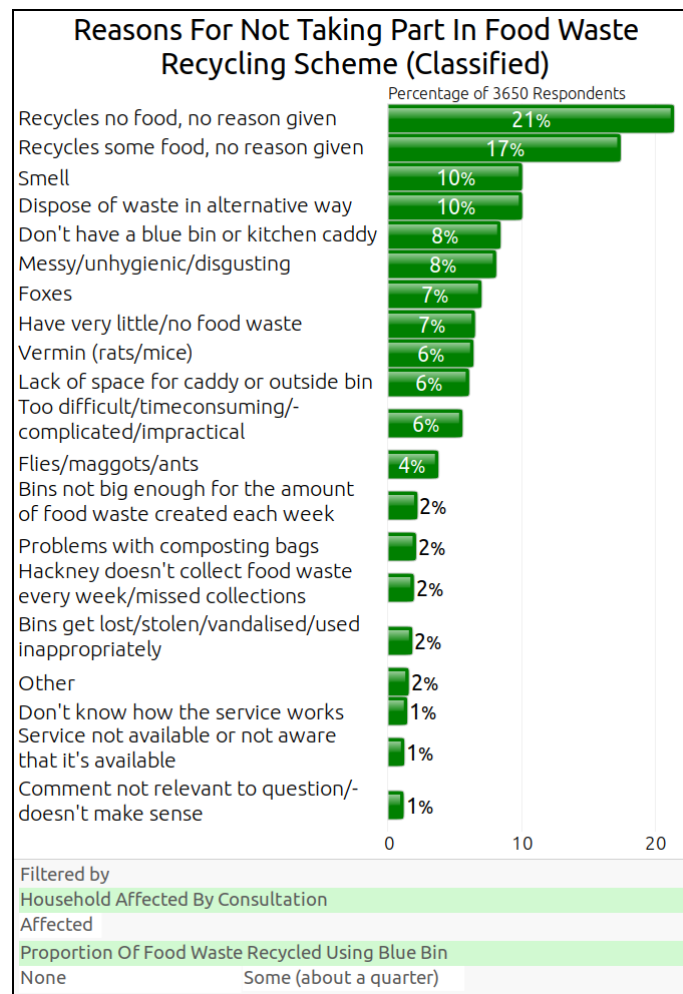


FIGURE 3.13

The table below shows a comparison between the reasons given for not recycling food by respondents in large Jewish or Charedi families compared to those in large non-Jewish families.

Reason	% respondents in large (5+) Jewish/Charedi households	% respondents in large (5+) non-Jewish households
Recycles no food, no reason given	29% (75)	27% (149)
Too difficult, time consuming, complicated, impractical etc	21% (53)	9% (47)
Messy, unhygienic, disgusting etc	19% (49)	9% (52)
Smell	12% (32)	10% (55)
Recycles some food, no reason given	12% (31)	21% (113)

TABLE 5: REASONS GIVEN FOR NOT RECYCLING FOOD

Analysis of the qualitative feedback from respondents in other sub-groups who recycle some or no food reveals the following:

- Food waste being disposed of in an alternative way, such as composting, was cited as a primary reason for not using the blue bin by respondents in small households (12% - 332), detached houses (10% - 16), terraces (13% - 217), E5 postcode area (11% - 80), E8 postcode area (15% - 72), N1 postcode area (13% - 26) and by those aged over 65 (22% - 105).
- Smell was the key issue for those in semi detached houses (10% - 57), N16 postcode area (11% - 162) and those aged under 65 (11% - 317).
- Not having a blue bin or kitchen caddy was the most frequent reason given for not recycling by those in flats in converted houses (11% - 149) and those aged 16-24 (20% - 17).
- Having very little food waste was the reason given by disabled respondents (11% - 42) and those in E9 postcode area (11% - 44).
- Foxes are the most frequently cited reason for not recycling food in N4, where 14% of respondents (29) mentioned them. This is the postcode area where the largest proportion of respondents have a blue bin. Some respondents are of the opinion that foxes can open the blue bins, even when locked, by tipping them over.

A small proportion of respondents who recycle some or no food in the blue bins cited problems with the service as the reason for not doing so. Given the nature of the feedback, these respondents may be lapsed users, who have tried to recycle food but encountered issues that led to them giving up. Therefore, although the proportion of respondents citing these issues as reasons for not recycling food is small, their feedback is important for identifying areas that might need addressing to maximise retention rates once households try food recycling for the first time. The issues raised are summarised below:

- 2% of respondents (78) cite problems with the compostable bags, either with the quality of them or getting them delivered.
- 2% (72) have had problems with food waste collections being missed and having to store food for an additional week.
- 2% (68) report that their bins have been lost, stolen, vandalised or used inappropriately. Respondents also report not getting their own bin back after collections and finding other people's food waste still inside.

Not all respondents appear to understand what can go in the blue bin. From the comments, it seems that some respondents do not realise that items like meat and bones can be recycled. This may be because in the past Hackney did not collect raw meat. The DEFRA report found that not having access to a garden typically reduces participation in meat recycling by around 10%.³³

7% of respondents who recycle little or no food (239) feel that they have very little food waste. In a small number of cases this may be correct, some respondents said their disability meant they cannot eat solid food for instance. However, some respondents might consider “food waste” to only mean left-over cooked food. These findings are supported by a 2016 report by WRAP. This found a lack of awareness about what can be included in food recycling bins amongst households who do not recycle food regularly, which led to a high proportion of residents claiming not to produce any food waste.³⁴

³³ Enhancing Participation in Kitchen Waste Collections, DEFRA Waste & Resources Evidence Programme, Final Project Report 2009.

³⁴ Household food waste collections guide, WRAP, 2016

4. Attitudes To Recycling

The consultation questionnaire also asked respondents about their views on the importance of recycling. These questions provide insight on which sub-groups are most concerned about the issues involved. Overall, 93% of respondents (8,440) think that it is important people in Hackney recycle more.³⁵

88% of respondents (8,111) think the Council should encourage residents to recycle more, rising to 93% of those who think it is important that residents recycle more (7,798).

Of those who think it is important that people in Hackney recycle more and who agree the Council should do more to encourage residents to recycle, 45% (3,435) agree with the consultation proposals and 46% (3,566) disagree.³⁶

4.1 Importance Of Recycling

Question 9: The Council strives to encourage residents and business to recycle as much waste as possible to minimise our impact on the environment. How important is it to you that people in Hackney recycle more?

Respondents in sub-groups less likely to consider recycling important are those who are most likely to disagree with the proposed changes to the non-recyclable rubbish collections. Respondents with large families (5+ people) are less likely than those in smaller households to consider it important that people in Hackney recycle more (81% (1,128) agree compared to 96% of respondents in small households (7,223)).

³⁵ 80.6% of respondents (7,285) think it is very important and 12.8% (1,155) think it is important people in Hackney recycle more. Therefore, the combined percentage rounds down to 93% (8,440) to the nearest whole number.

³⁶ Of those who think it is important that people in Hackney recycle more and who agree the Council should do more to encourage residents to recycle, 23.45% (1,810) strongly agree and 21.05% (1,625) agree with the proposals. Therefore, the combined percentage agreeing rounds up to 45% (3,435) to the nearest whole number.

Those respondents in large families who do not recycle food are least likely to think recycling more is important compared to other groups as shown in the graph below.

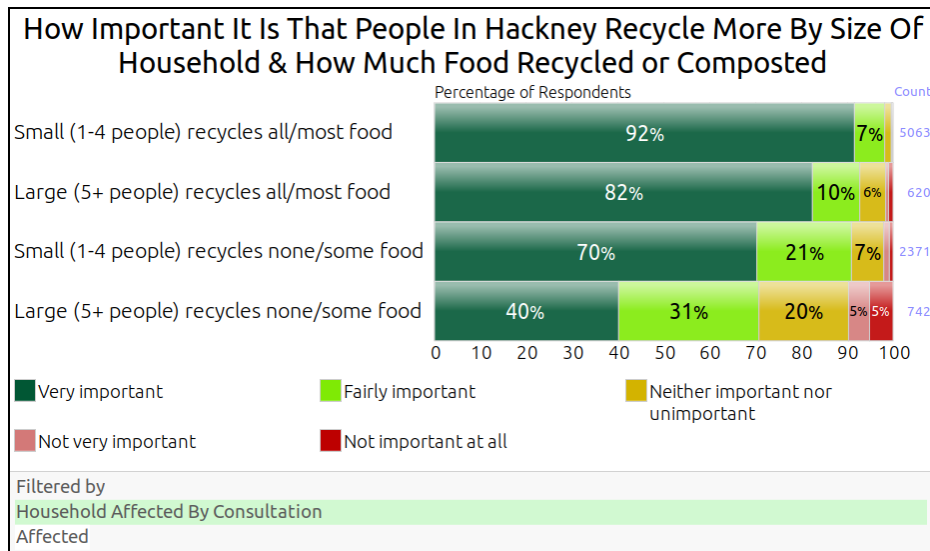


FIGURE 4.1

Respondents in the N16 postcode area and those aged 16-24 are less likely to consider it important that people in Hackney recycle more compared to those in other postcode areas and older respondents as shown in the graphs below.

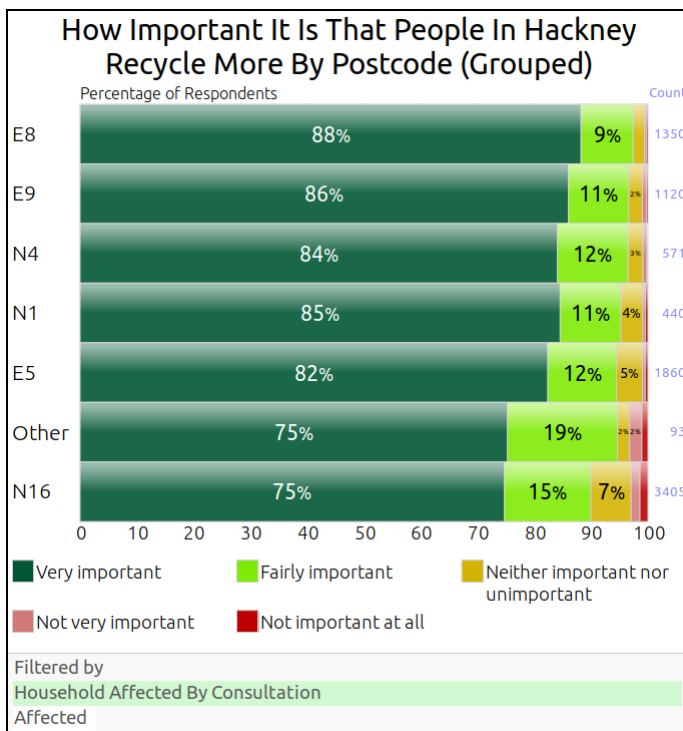


FIGURE 4.2

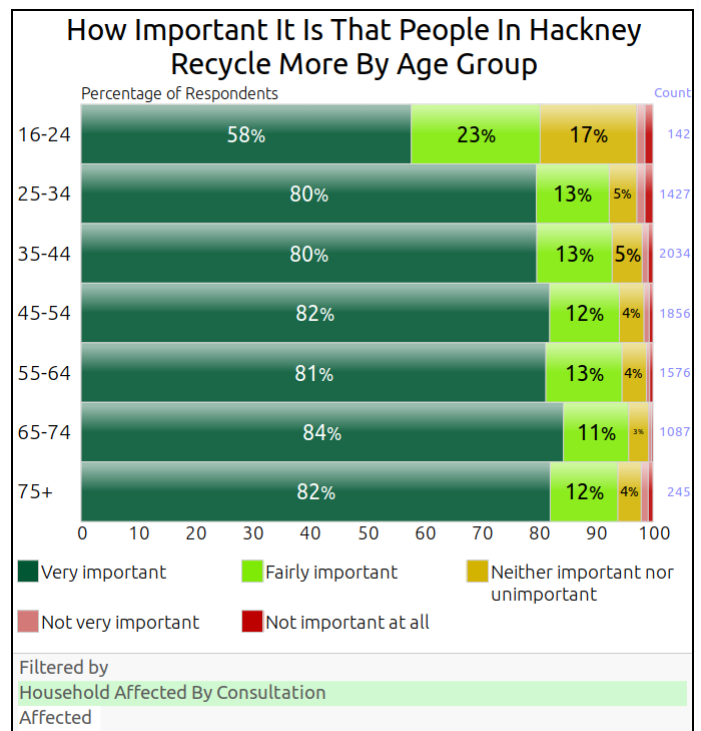


FIGURE 4.3

Jewish and Charedi respondents are less likely than those in other religious groups to consider it important that people in Hackney recycle more.

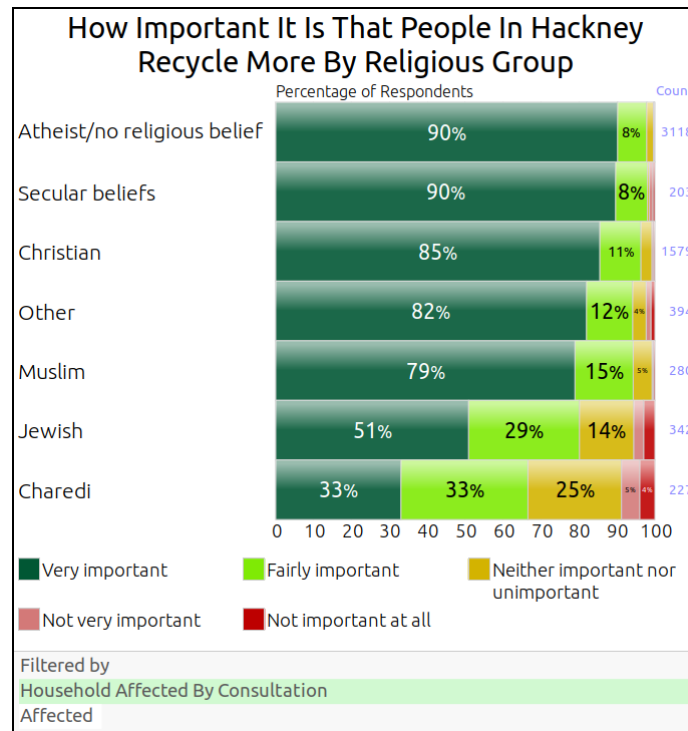


FIGURE 4.4

4.2 The Council Should Encourage Recycling

Question 10: To what extent do you agree or disagree that the Council should encourage residents to recycle more?

Those respondents who do not think it is important that people in Hackney should recycle more are less likely to agree that Hackney Council should encourage residents to recycle more. The findings follow a similar pattern to those described in section 4.1 above.

Respondents in large families who do not recycle food are less likely to agree with the Council encouraging recycling than those in smaller families and those who do recycle food.

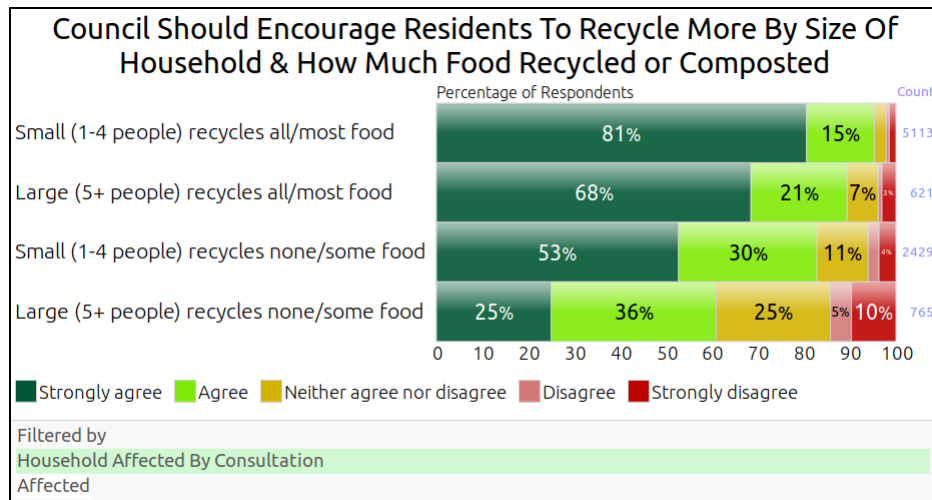


FIGURE 4.5

Respondents in the N16 postcode area and those aged 16-24 are less likely to believe the Council should encourage people to recycle more compared to those in other postcode areas and older respondents as shown in the graphs below.

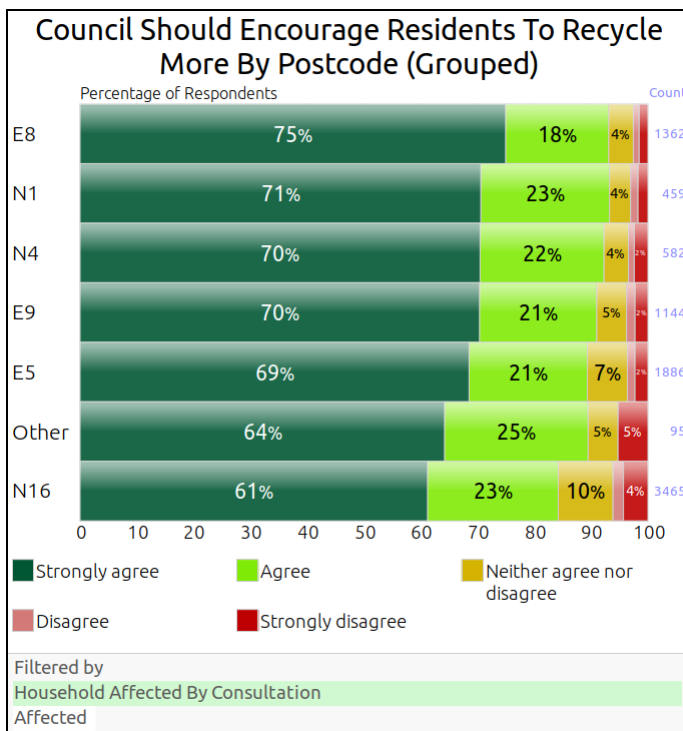


FIGURE 4.6

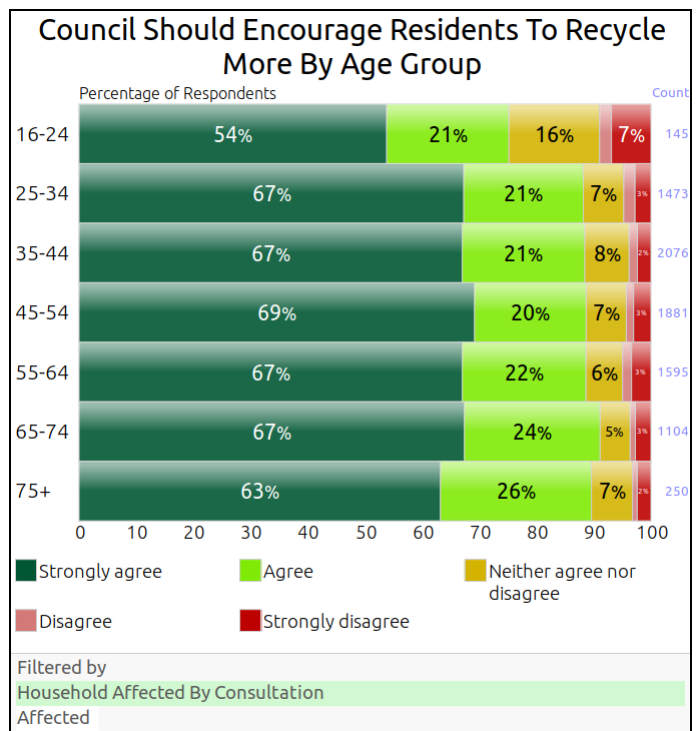


FIGURE 4.7

Jewish and Charedi respondents are less likely than other religious groups to agree that the council should encourage residents to recycle more.

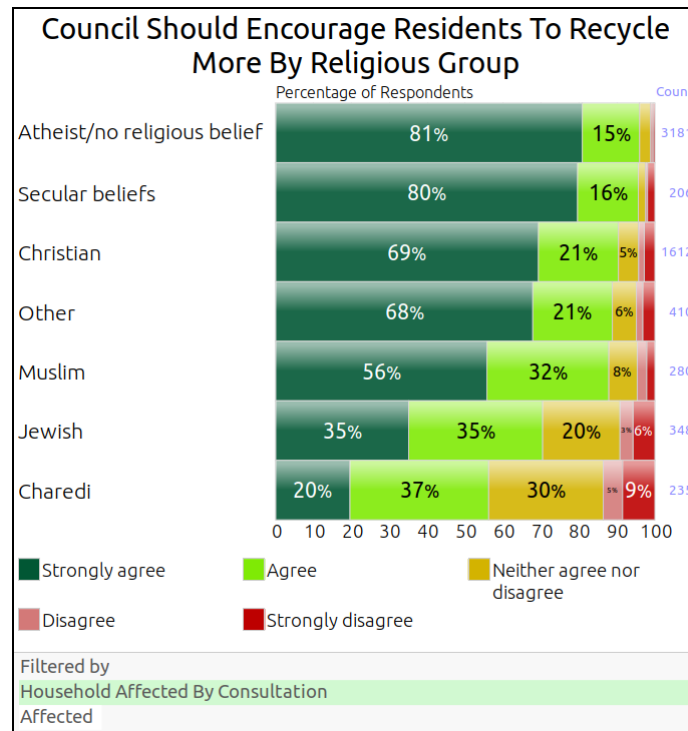


FIGURE 4.8

5. Limitations Of The Consultation

Question 17 in the consultation gave respondents the opportunity to provide qualitative feedback about the proposals and 3% of the comments made (141) criticised the consultation. This section of the report discusses the limitations of the consultation, as well as highlighting areas where insufficient information is available to draw conclusions.

5.1 Providing Bins

The key criticism raised by respondents was that no information was provided in the consultation pack about the size of the bins being considered and some felt this made it difficult for them to provide informed feedback on the proposals. The consultation questionnaire referred to bins being provided “where space is available”, which left some respondents wondering what would happen where space is not available.

The frequently asked questions in the consultation leaflet stated that all street level properties have been assessed for space to accommodate a bin and all properties deemed suitable will receive a bin and a fortnightly rubbish collection. However, there did not appear to be anywhere that stated whether the consultation documents had been sent to all street level properties or only those street level properties deemed suitable for a fortnightly collection. Therefore, respondents may have been unclear whether they would be included in the fortnightly collections if the changes were introduced.

Question 13 of the consultation questionnaire asked if the Council should provide bins if the non-recyclable rubbish collections change to fortnightly. However, from the comments, many respondents already have bins and so do not want new ones provided. Therefore, this question does not give any insight into whether respondents think all households should have bins if the collections change to fortnightly.

5.2 Confusion Amongst Respondents

From the qualitative feedback, some respondents appear confused about what is being proposed, making reference to the impact of collecting recycling on a fortnightly basis. Some comments also referred to green sacks in a context that suggested respondents were talking about non-recyclable rubbish.

As discussed in section 3.3, some respondents now appear to believe they can include polystyrene and plastic film in their green sack recycling, due to this being included in question 6 of the consultation questionnaire.

Not all respondents who gave reasons why they feel the proposals will have a negative impact on their households, seem to have been aware of the plan to provide bins, perhaps because the questions about this were on a subsequent page in the consultation questionnaire.

5.3 Demographic Questions

Many respondents were unhappy to be asked diversity questions, in particular sexuality, in a consultation about rubbish and recycling. 3,562 respondents did not answer this question and many commented that they did not feel it was relevant to the consultation.

The questionnaire sought to capture the respondent's ethnic group. However, there were five different questions for this, which should have been mutually exclusive, but many people ticked an answer in more than one of these. Therefore any attempt to combine the responses can only be indicative.

5.4 Questions Not Asked

WRAP's analysis has found a correlation between deprivation and low recycling rates.³⁷

The DEFRA study, discussed in section 3, found that recycling rates are lower amongst less "settled" households, such as students and private renters.³⁸

Therefore, it would have been useful, for analysis purposes, to have a question in the consultation questionnaire that asked whether respondents were owner occupiers, private renters, social renters or living in HMOs. The DEFRA research suggests people living in HMOs would be some of the least likely to recycle, so any insight into the barriers to recycling, particularly food, among these residents would have been valuable.

Other areas where additional questions may have made for interesting and insightful analysis are listed below:

- Groups protected in the EIA document include the transient population, such as those in HMOs, and those with language requirements but there were no questions in the consultation that allowed responses from these groups to be identified.

³⁷ Analysis of recycling performance and waste arisings in the UK 2012/13, Wrap, 2015

³⁸ Enhancing Participation in Kitchen Waste Collections, DEFRA Waste & Resources Evidence Programme, Final Project Report 2009.

- The question about the impact of the proposals only asked about reasons why respondents thought there would be a negative impact on their household. There could have been an additional question asking about positive impacts.
- Foxes are perceived as a problem in Hackney. It would have been interesting to know whether those who recycled or composted all/most of their food had similar views on this issue to those who do not recycle their food. However, there was no direct question about this in the questionnaire. The main feedback about foxes came from those answering the question about why they do not recycle their food waste.
- Many respondents already have their own bins and do not want new ones provided. It would have been useful to have a question that quantified the number of respondents who already have bins so that their views could have been analysed in more detail.

5.5 Data Entry Of Comments

Hackney Council staff hand-entered the postal questionnaires received including the qualitative comments. Handwritten forms can be hard to decipher but the comments entered often had spelling and grammar or typing errors, which made them difficult to understand.

Additionally, some comments were entered as a summary of what someone might have said rather than what they would have written down, for example:

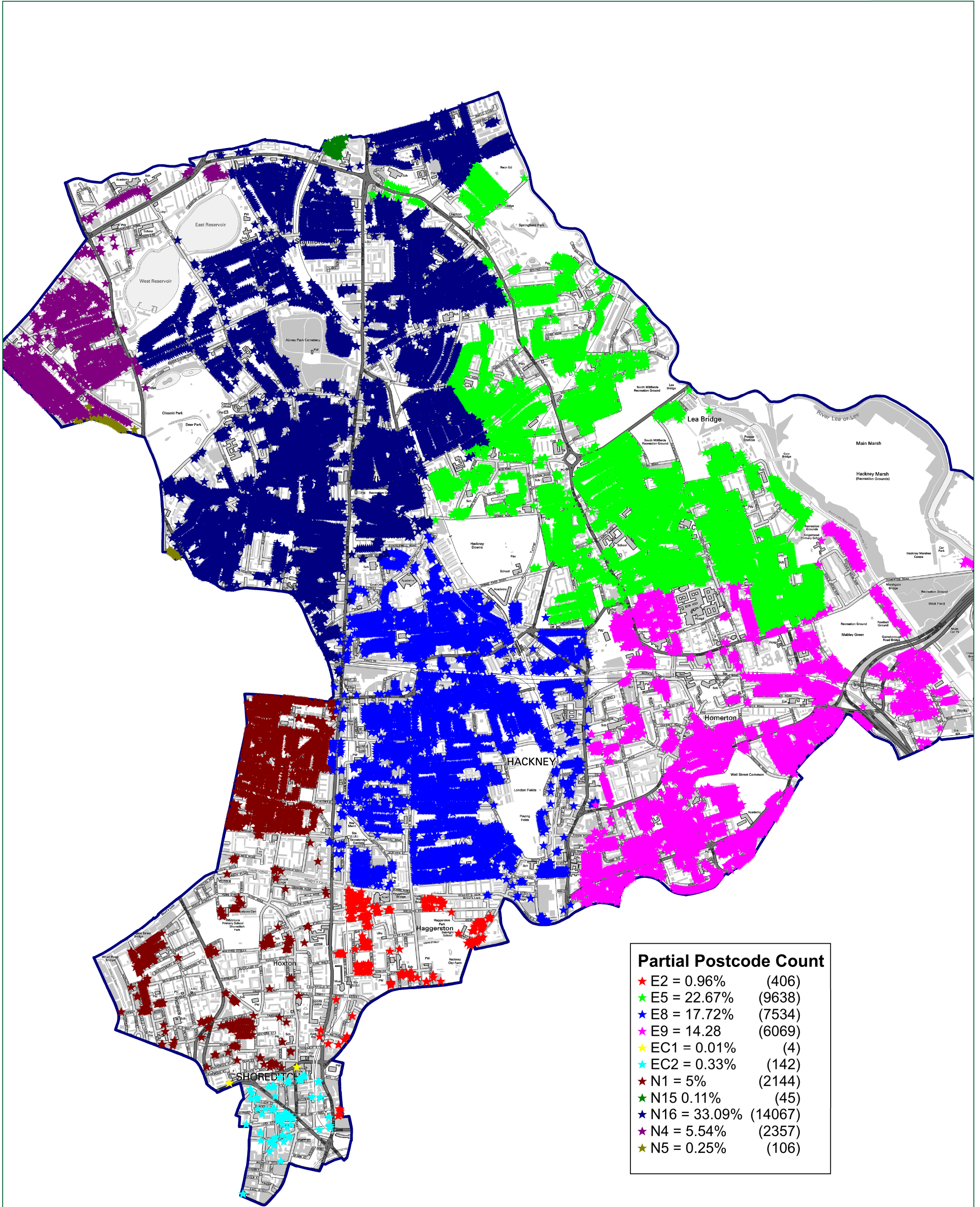
- “Receptive to the idea bins but should not be too big. Has one wheelie for garden waste. Puts out bins on collection day”
- “Has dismissed this as a money-making exercise”
- “Does not have a weekly black rubbish bag due to diligently recycling. Accepts new proposal”
- “Does not need a new non-recyclable waste bin as already has one”

Even when entered without obvious typing errors, the comments were sometimes contradictory. For example: “I do not think it would be a terrible idea. I think for health and safety reasons, I would like things to continue as they are at present”.

6. Appendix 1

These pages include the following details:

- Map of the consultation area
- Consultation questionnaire
- Consultation leaflet, including frequently asked questions section



Partial Postcode Count	
★ E2 = 0.96%	(406)
★ E5 = 22.67%	(9638)
★ E8 = 17.72%	(7534)
★ E9 = 14.28%	(6069)
★ EC1 = 0.01%	(4)
★ EC2 = 0.33%	(142)
★ N1 = 5%	(2144)
★ N15 = 0.11%	(45)
★ N16 = 33.09%	(14067)
★ N4 = 5.54%	(2357)
★ N5 = 0.25%	(106)

Consultation on proposal to introduce fortnightly waste collections

! Have your say by 9 December 2019

PART 1 - YOUR HOUSEHOLD AND PROPERTY

Q1. How many people including yourself, live in your household (permanently)?

- 1-2 3-4 5-6 7-8 9+

Q2. What type of property do you live in?

- | | |
|--|--|
| <input type="checkbox"/> Detached house | <input type="checkbox"/> Flat in a converted house |
| <input type="checkbox"/> Semi-detached house | <input type="checkbox"/> Flat in a block or estate |
| <input type="checkbox"/> Terraced house | <input type="checkbox"/> Flat above a shop |
| <input type="checkbox"/> Other | |

If other, please specify below:

PART 2 - YOUR RUBBISH AND RECYCLING COLLECTION SERVICE

Q3. Which of the following rubbish and recycling collection services do you have?

Please tick all that apply.

- | | |
|---|---|
| <input type="checkbox"/> Green sack (household recycling) | <input type="checkbox"/> Brown bin (garden waste) |
| <input type="checkbox"/> Black sack (household rubbish) | <input type="checkbox"/> Communal rubbish bin (household rubbish) |
| <input type="checkbox"/> Blue food waste caddy | <input type="checkbox"/> Communal recycling bin (household recycling) |
| <input type="checkbox"/> Other | <input type="checkbox"/> Not sure |

If other, please specify below:

Q4. We provide a recycling service collecting paper, glass, metal and plastics. How satisfied or dissatisfied are you with the current recycling collection services that you receive?

- | | | |
|---|---|--|
| <input type="checkbox"/> Very satisfied | <input type="checkbox"/> Neither satisfied nor dissatisfied | <input type="checkbox"/> Very dissatisfied |
| <input type="checkbox"/> Fairly satisfied | | <input type="checkbox"/> Fairly dissatisfied |

Q5. Rubbish (non-recyclable waste) is currently collected from your property on a weekly basis. How satisfied or dissatisfied are you with the current waste collection service that you receive?

- Very satisfied Neither satisfied nor dissatisfied Very dissatisfied
 Fairly satisfied Fairly dissatisfied

Q6. Which of the following items do you currently recycle, using your green recycling sack (street level) or communal bins (estate or block)?

Please tick all that apply.

- Paper and card Plastic pots, tubs and trays
 Polystyrene Plastic film
 Tins and cans Food

Q7. Which of the following items do you currently put in your non-recyclable rubbish?

Please tick all that apply.

- Paper and card Plastic pots, tubs and trays
 Polystyrene Plastic film
 Tins and cans Food

Q8. How much of your food waste do you currently recycle using the blue bin recycling scheme? (Including fruit and vegetable peelings, teabags and cooked leftovers)

- None - I don't recycle my food waste
 Some of my food waste (about a quarter)
 Most of my food waste (about three-quarters)
 All of my food waste

If you do not take part in the food waste recycling scheme, please tell us why:

Q9. The Council strives to encourage residents and businesses to recycle as much waste as possible to minimise our impact on the environment. How important is it to you that people in Hackney recycle more?

Very important

Neither important
nor unimportant

Not very important

Fairly important

Not important at all

PART 3 - RUBBISH AND RECYCLING PROPOSALS

More than 75% of Councils in England and 42% of Councils in London collect rubbish fortnightly (i.e. every other week), while collecting recycling and food waste every week. This helps to reduce the amount of rubbish that residents throw away and increases recycling. In Hackney, more than half of the rubbish people currently throw away in their rubbish bins could be recycled or composted.

In order to significantly drive up the borough's recycling rate and reduce the amount of material sent for incineration, Hackney Council is considering reducing the frequency of collection of your rubbish to fortnightly (i.e. every other week).

Q10. To what extent do you agree or disagree that the Council should encourage residents to recycle more?

Strongly agree

Neither agree
nor disagree

Strongly disagree

Agree

Disagree

Q11. To what extent do you agree or disagree that the Council should adopt the proposal to reduce non-recyclable waste collection frequency from weekly to every two weeks, while keeping weekly recycling and food waste collections?

Strongly agree

Neither agree
nor disagree

Strongly disagree

Agree

Disagree

Q12. Please tell us what impact you think, if any, the move to fortnightly non-recyclable rubbish collections would have on you and your family?

Very positive impact

Neither positive
nor negative impact

Very negative impact

Fairly positive impact

Fairly negative impact

If you answered very negative impact or fairly negative impact to Q12, please tell us why you think it will have a negative impact on your household?

Q13. Most households in the borough do not have bins provided for their waste, however the Council is considering providing bins (where space is available) for your non-recyclable waste if a decision is made to switch to fortnightly collections. This will reduce litter and vermin.

To what extent do you agree or disagree with this proposal?

- | | | |
|---|--|--|
| <input type="checkbox"/> Strongly agree | <input type="checkbox"/> Neither agree
nor disagree | <input type="checkbox"/> Strongly disagree |
| <input type="checkbox"/> Agree | | <input type="checkbox"/> Disagree |

Q14. The proposals include providing each property (where space is available) with a new bin or bins for non-recyclable rubbish. The Council would only collect rubbish contained within the bin(s). This should encourage people to waste less, recycle more and to contribute to cleaner streets. There would be no change to collections of recycling sacks, food waste or garden waste containers.

To what extent do you agree or disagree with the Council only collecting non-recyclable rubbish contained within the bin(s)?

- | | | |
|---|--|--|
| <input type="checkbox"/> Strongly agree | <input type="checkbox"/> Neither agree
nor disagree | <input type="checkbox"/> Strongly disagree |
| <input type="checkbox"/> Agree | | <input type="checkbox"/> Disagree |

Q15. If the Council makes changes to the waste and recycling services you receive, how would you like us to tell you about it?

Please tick all that apply.

- | | |
|---------------------------------------|---|
| <input type="checkbox"/> Leaflet | <input type="checkbox"/> The Council's e-mail newsletters |
| <input type="checkbox"/> Letter | <input type="checkbox"/> Hackney Council publications, such as Hackney Today |
| <input type="checkbox"/> Website | <input type="checkbox"/> Face-to-face communication at your door |
| <input type="checkbox"/> Text message | <input type="checkbox"/> Face-to-face communication at local community events |
| <input type="checkbox"/> Social media | |

Q16. How have you previously heard from the Council about waste and recycling services?

Please tick all that apply.

- | | |
|---------------------------------------|---|
| <input type="checkbox"/> Leaflet | <input type="checkbox"/> The Council's e-mail newsletters |
| <input type="checkbox"/> Letter | <input type="checkbox"/> Hackney Council publications, such as Hackney Today |
| <input type="checkbox"/> Website | <input type="checkbox"/> Local newspapers, such as the Hackney Citizen
and Hackney Gazette |
| <input type="checkbox"/> Text message | <input type="checkbox"/> Face-to-face communication at your door |
| <input type="checkbox"/> Social media | <input type="checkbox"/> Face-to-face communication at local community events |

Q17. Do you have any other comments regarding the proposed service changes?

Q18. The Council’s Greener Hackney e-mail newsletter provides regular updates on green issues like recycling, the environment and sustainable transport.

Please tick the box below if you are interested in receiving this newsletter.

Yes, I would like to receive the Council’s Greener Hackney newsletter

Email Address:

Your email address will be stored and used under the strict controls of the 1998 Data Protection Act and the 2018 General Data Protection Regulations (GDPR). Your email address will not be made public or passed on to any third party. If you have signed-up to the newsletter you can visit www.hackney.gov.uk/newsletters to unsubscribe at any time.

About you

This information will help us to understand our service users and residents, allowing us to establish if the response to the questionnaire is representative of the borough. The information is used under the strict controls of the 1998 Data Protection Act and the 2018 General Data Protection Regulations (GDPR). This information is optional and will not be used in a way that identifies you.

What is your post code?

- | | | | |
|-----------------------------|------------------------------|------------------------------|---|
| <input type="checkbox"/> E1 | <input type="checkbox"/> E9 | <input type="checkbox"/> EC2 | <input type="checkbox"/> Other, please specify |
| <input type="checkbox"/> E2 | <input type="checkbox"/> E10 | <input type="checkbox"/> N1 | <div style="border: 1px solid #4CAF50; height: 20px; width: 100%;"></div> |
| <input type="checkbox"/> E5 | <input type="checkbox"/> E15 | <input type="checkbox"/> N4 | |
| <input type="checkbox"/> E8 | <input type="checkbox"/> EC1 | <input type="checkbox"/> N16 | |

What is your age group?

- | | | |
|-----------------------------------|----------------------------------|----------------------------------|
| <input type="checkbox"/> Under 16 | <input type="checkbox"/> 25 – 34 | <input type="checkbox"/> 55 - 64 |
| <input type="checkbox"/> 16 – 17 | <input type="checkbox"/> 35 – 44 | <input type="checkbox"/> 65 – 84 |
| <input type="checkbox"/> 18 – 24 | <input type="checkbox"/> 45 – 54 | <input type="checkbox"/> 84+ |

Gender: Are you:

- Male Female

If you prefer to use your own term please provide this here:

Do you have a disability?

- Yes No

Under the Equality Act you are disabled if you have a physical or mental impairment that has a 'substantial' and 'long-term' negative effect on your ability to do normal daily activities.

Ethnicity: Are you:

White:

- | | |
|---|---|
| <input type="checkbox"/> White - British | <input type="checkbox"/> White – Australian / New Zealander |
| <input type="checkbox"/> White - Welsh | <input type="checkbox"/> White - European Mixed |
| <input type="checkbox"/> White - Scottish | <input type="checkbox"/> White - Italian |
| <input type="checkbox"/> White - Northern Irish | <input type="checkbox"/> White - Kurdish |
| <input type="checkbox"/> White - Irish | <input type="checkbox"/> White - North American |
| <input type="checkbox"/> Gypsy or Irish Traveller | <input type="checkbox"/> White - Other Eastern European |
| <input type="checkbox"/> White - Other Western European | <input type="checkbox"/> Prefer not to say |
| <input type="checkbox"/> White - Polish | <input type="checkbox"/> White Other, please tell us if you prefer: |
| <input type="checkbox"/> White - Turkish | <input type="text"/> |
| <input type="checkbox"/> White - Turkish Cypriot | |

Mixed or multiple background:

- | | |
|--|--|
| <input type="checkbox"/> White and Black Caribbean | <input type="checkbox"/> Prefer not to say |
| <input type="checkbox"/> White and Black African | <input type="checkbox"/> Any other mixed background, please tell us if you prefer: |
| <input type="checkbox"/> White and Asian | <input type="text"/> |

Asian or Asian British:

- | | |
|---|---|
| <input type="checkbox"/> Indian | <input type="checkbox"/> Sri Lankan Tamil |
| <input type="checkbox"/> Pakistani | <input type="checkbox"/> Sri Lankan other |
| <input type="checkbox"/> Bangladeshi | <input type="checkbox"/> Vietnamese |
| <input type="checkbox"/> Chinese | <input type="checkbox"/> Prefer not to say |
| <input type="checkbox"/> Nepali | <input type="checkbox"/> Other Asian, please tell us if you prefer: |
| <input type="checkbox"/> Sri Lankan Sinhalese | <input type="text"/> |

Black or Black British:

- | | |
|--|---|
| <input type="checkbox"/> Black British | <input type="checkbox"/> Black - Sierra Leonean |
| <input type="checkbox"/> Black - Angolan | <input type="checkbox"/> Black - Somali |
| <input type="checkbox"/> Black – Caribbean | <input type="checkbox"/> Black - Sudanese |
| <input type="checkbox"/> Black - Congolese | <input type="checkbox"/> Prefer not to say |
| <input type="checkbox"/> Black - Ghanaian | <input type="checkbox"/> Other Black African, please tell us if you prefer: |
| <input type="checkbox"/> Black - Nigerian | <input type="text"/> |

Other Ethnic Group:

- | | | |
|-----------------------------------|--|--|
| <input type="checkbox"/> Arab | <input type="checkbox"/> Latin/South/ Central American | <input type="checkbox"/> Vietnamese |
| <input type="checkbox"/> Afghan | <input type="checkbox"/> Lebanese | <input type="checkbox"/> Yemeni |
| <input type="checkbox"/> Egyptian | <input type="checkbox"/> Libyan | <input type="checkbox"/> Jewish |
| <input type="checkbox"/> Filipino | <input type="checkbox"/> Malay | <input type="checkbox"/> Charedi Jew |
| <input type="checkbox"/> Iranian | <input type="checkbox"/> Moroccan | <input type="checkbox"/> Prefer not to say |
| <input type="checkbox"/> Iraqi | <input type="checkbox"/> Polynesian | <input type="checkbox"/> Any other ethnic group, please tell us if you prefer: |
| <input type="checkbox"/> Japanese | <input type="checkbox"/> Thai | <input type="text"/> |
| <input type="checkbox"/> Korean | <input type="checkbox"/> Turkish | |
| <input type="checkbox"/> Kurdish | | |

Religion or belief: Are you or do you have...

- | | | |
|---|--|---|
| <input type="checkbox"/> Atheist/ no religious belief | <input type="checkbox"/> Hindu | <input type="checkbox"/> Sikh |
| <input type="checkbox"/> Buddhist | <input type="checkbox"/> Jewish | <input type="checkbox"/> Other, please tell us if you wish: |
| <input type="checkbox"/> Charedi | <input type="checkbox"/> Muslim | <input type="text"/> |
| <input type="checkbox"/> Christian | <input type="checkbox"/> Secular beliefs | |

Sexual orientation - Are you ...

- | | | |
|--|----------------------------------|---|
| <input type="checkbox"/> Heterosexual | <input type="checkbox"/> Gay man | <input type="checkbox"/> Lesbian or Gay woman |
| <input type="checkbox"/> Bisexual | | |
| <input type="checkbox"/> Other - Please tell us if you wish: | <input type="text"/> | |

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Ger hun dixwazin bizanibin ku ev dokument çî dibêje, ji kerema xwe qutîka minasib îşaret bikin, nav, navnîşan û hejmara telefona xwe li jêrê rûpel binivîsin û wê ji navnîşana jêrîn re bişînin. (Kurdish)

Jeśli chcesz dowiedzieć się, jaka jest treść tego dokumentu, zaznacz odpowiednie pole, wpisz swoje nazwisko, adres i nr telefonu w dolnej części niniejszej strony i przeslij na poniższy adres. (Polish)

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Nếu bạn muốn biết tài liệu này nói gì hãy đánh dấu vào hộp thích hợp, điền tên, địa chỉ và số điện thoại của bạn vào cuối trang này và gửi lại theo địa chỉ dưới đây. (Vietnamese)

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Address	
Telephone:	

Return to: The Consultation Team, London Borough of Hackney, Hackney Town Hall, Mare Street, London E8 1EA

Proposal to introduce fortnightly waste collections

 Have your say by
9 December 2019



How to have your say

 You can take part in the consultation online at
www.consultation.hackney.gov.uk

This will save the Council the cost of the return postage.

- Alternatively, you can **return your completed questionnaire** in the **FREEPOST** envelope provided
- Speak to council officers at the following **drop-in events**:
 - **29 October, 11am to 3pm, Stamford Hill Library**
Portland Ave, Stoke Newington, N16 6SB
 - **30 October, 11am to 3pm, Hackney Service Centre**
1 Hillman Street, E8 1DY
 - **7 November, 4pm to 8pm, Stoke Newington Library**
182 Stoke Newington Church Street, N16 0JL

Overview

We are consulting on reducing the frequency of non-recyclable waste collections from every week to every two weeks at street-level properties (generally houses, or houses that have been converted into flats, which have green sack recycling services) in Hackney.

This will not affect flats above shops or properties with communal bins, typically including estates and new build blocks. These proposals will not affect recycling or food waste, which will continue to be collected every week.

We are doing this to encourage people to recycle more, which will mean less material is sent to be incinerated, minimising the environmental impact of the waste our borough generates.

In June 2019, Hackney Council passed a Climate Emergency motion, which included the commitment to reduce carbon dioxide emissions by 45 % against 2010 levels by 2030, and deliver 'net zero emissions' by 2040. All Council services are part of this commitment and there is significant potential to achieve these goals by reducing waste and increasing recycling.

Background

Hackney residents have made great progress in the amount they recycle, from 1% in 1998 to around 28% today.

However, we have to do more to reduce the amount of waste we send to be incinerated or to landfill, where it releases harmful greenhouse gases into the atmosphere.

Our research shows that in Hackney over half of the rubbish people currently throw away in their rubbish bins could have been recycled or composted. We are therefore proposing to reduce the frequency of waste collections, which will encourage people to use their weekly recycling and food waste collections.

Other London boroughs that have introduced less frequent waste collections have seen their recycling rates increase. If these increases were replicated in Hackney, around 5000 tonnes of waste - the equivalent of the waste contained in 500 bin lorries - would be recycled instead of being thrown away every year.

Because our crews will continue to collect recycling weekly we do not expect the Council to save any money on collections. The changes are aimed solely at increasing the amount residents recycle. However, as it is set to cost us more to throw away waste in the coming years, we hope that recycling more and throwing away less rubbish will save money on our disposal costs in the longer term.

These proposed changes will also help us:

- Meet our commitment to the increasing recycling rates in The Mayor of London's Environment Strategy.
- Meet rising costs of waste disposal over the medium to long term as new waste management infrastructure is constructed over the next seven years. North London Waste Authority's existing Energy from Waste plant at Edmonton is reaching the end of its operating life and options for a replacement facility are currently being developed.

What is being proposed?

These changes would see **non-recyclable rubbish at on-street households** (generally houses that already have green sack recycling services, or houses that have been converted into flats) **collected every two weeks**, instead of every week.

Other recycling services would remain unchanged. Mixed recycling from green sacks and food waste in blue bins will continue to be collected weekly. Garden waste collections will continue to be collected fortnightly.

The proposals include giving each property with available space a new bin(s) which you would use for non-recyclable rubbish. The Council would only collect non-recyclable rubbish if it is contained within this bin(s). This would encourage people to waste less and recycle more and would reduce litter and vermin. There would be no change to collections of recycling sacks, food waste or garden waste containers.

Flats above shops, properties on high density red routes, flats in purpose built and estates properties that use communal bins are not affected by these proposals.

Frequently asked questions

Who would be affected by these changes?

We are consulting on reducing the frequency of non-recyclable waste collections at street-level properties (generally houses, or houses that have been converted into flats, that have green sack recycling services) in Hackney. This would not affect flats above shops or properties with communal bins, typically including estates and new build blocks.

Won't my rubbish get smelly after two weeks?

It is generally only food waste that rots or smells. By using your blue lockable caddy to recycle food waste, which would continue to be collected every week, you can prevent your rubbish from smelling.

Won't fortnightly collections attract vermin?

By using the weekly food waste service and your lockable caddy to recycle food waste, you can prevent rubbish from attracting vermin. You can also keep vermin away by making sure that you keep all of your non-recyclable waste in your rubbish bin and keep the lid shut.

Some households have more waste than others, especially with nappies, sanitary waste, general medical waste or people with pets. How would these proposals work for these households?

These items would continue to be collected in your rubbish and should be emptied and wrapped tightly in a bag to reduce space and smells. If your household does produce a lot of nappies or incontinence pads or has a large number of people living in it, we may be able to provide you with a larger bin after we have carried out an assessment.

What if my rubbish won't fit in my bin?

Over half the rubbish people throw away could be recycled. Fortnightly waste collections help encourage more recycling. If the proposals are implemented and you are recycling as much as you can each week and using all the recycling services provided, you will find that the waste that goes into your black bin is dramatically reduced and can be collected every two weeks.

Excess rubbish that does not fit in your bin would not be collected. If you found you were struggling to fit all your waste in your bin it probably means you are not recycling as much as you could. You can contact us or look on the website for additional advice about how you might be able to recycle more.

This surely will increase dumping (flytipping) in the borough.

Levels of fly-tipping are not expected to be affected but in cases that arise they will be investigated and enforcement action will be taken.

Won't this just encourage people to throw away non-recyclable rubbish into the recycling sacks?

Our waste crews will check recycling sacks to make sure they only contain recyclable material that we accept. If they contain non-recyclable material your recycling sack will be left and you will be notified that we couldn't collect your recycling because it contained incorrect items. You will need to remove the item(s) so it can be taken away on your next collection day.

What are you doing to help people who find it hard to use a bin?

If the proposals are implemented, we would continue to offer assisted collections to elderly or disabled residents who can't move their bin, following an assessment. You can only request an assisted collection if you have no other help to use your bin.

What type of bin are you proposing to provide?

We are currently considering what type of bin to provide to households in Hackney as part of these changes. We have recently completed a survey of all street-level households in the borough, and will use this to help make a decision on what type of bin to provide.

What if I don't have enough space for a bin?

All street level properties have been assessed for space to accommodate a bin and all properties deemed suitable will receive a bin and a fortnightly rubbish collection.

Do I have to have a bin?

We are proposing all properties on a fortnightly collection would need to have a bin to contain their rubbish to avoid excess rubbish being put out. We would only collect rubbish from the bins provided by the Council.

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Kwest Research

Suite 5, Egerton House
The Towers Business Park
865 Wilmslow Road
Didsbury
Manchester
M20 2DX

Tel: 0161 448 1388

Fax: 0161 445 3551

email: sales@kwest.info

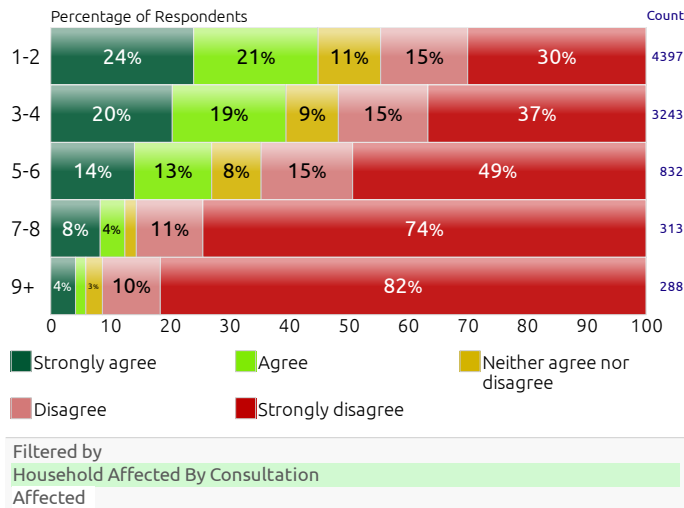
Draft
Analysis Report For Groups Protected In EIA Document
Created January 2020 for
The London Borough Of Hackney
Rubbish & Recycling Consultation



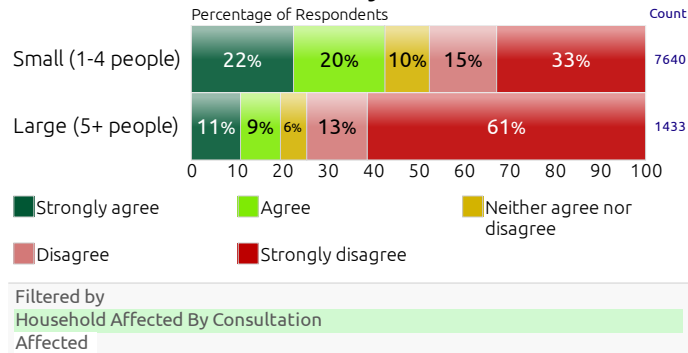
**Kwest
Research**

Rubbish & Recycling Proposals

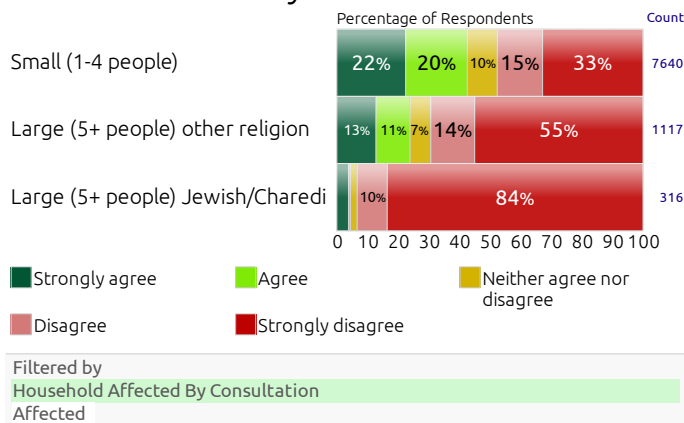
Council Should Collect Non-Recyclable Waste Fortnightly & Keep Weekly Recycling & Food Waste Collections By Number Of People In Household



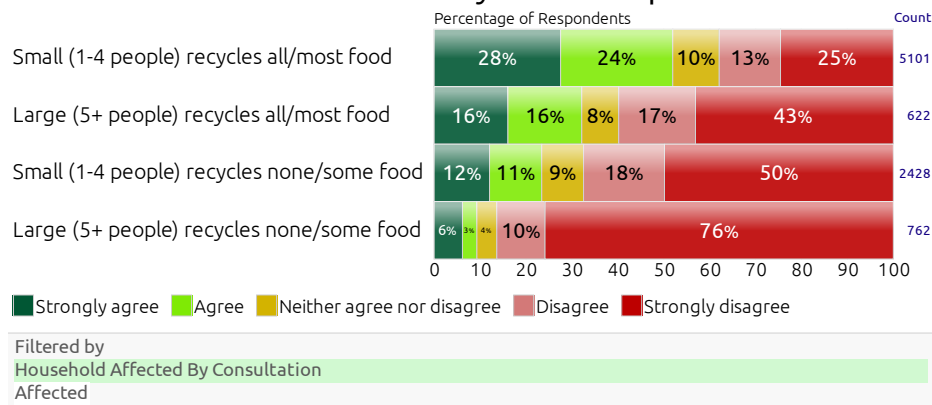
Council Should Collect Non-Recyclable Waste Fortnightly & Keep Weekly Recycling & Food Waste Collections By Household Size



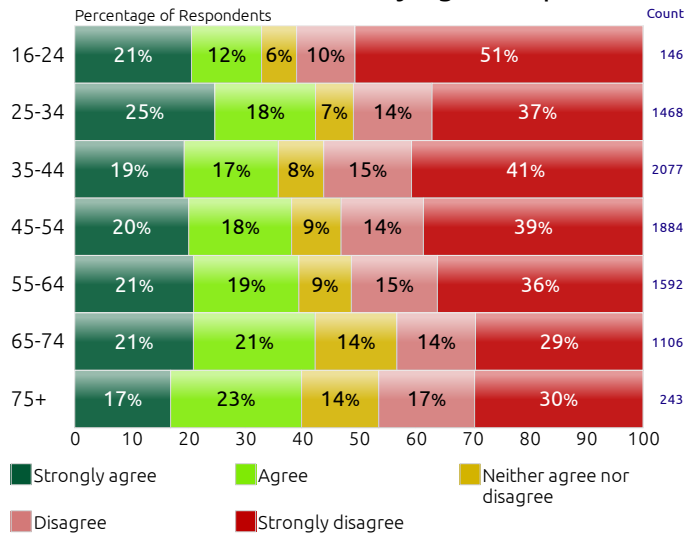
Council Should Collect Non-Recyclable Waste Fortnightly & Keep Weekly Recycling & Food Waste Collections By Household Size Breakdown



Council Should Collect Non-Recyclable Waste Fortnightly & Keep Weekly Recycling & Food Waste Collections By Size Of Household & How Much Food Recycled or Composted

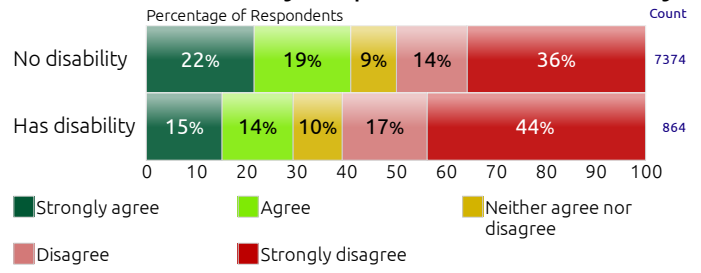


Council Should Collect Non-Recyclable Waste Fortnightly & Keep Weekly Recycling & Food Waste Collections By Age Group



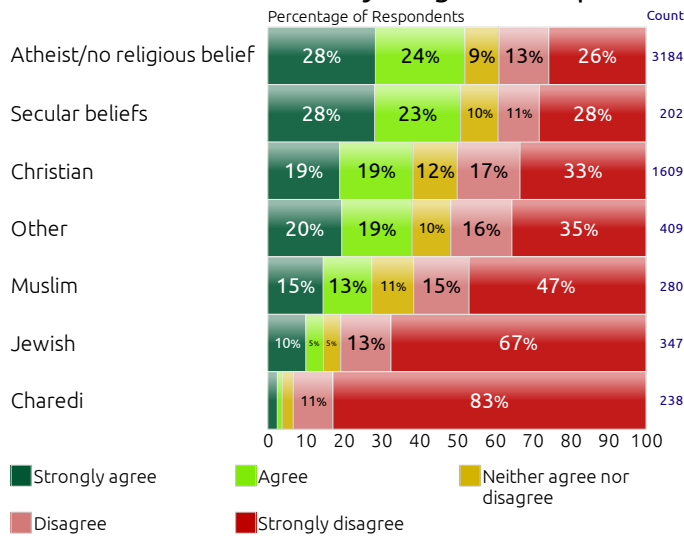
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Council Should Collect Non-Recyclable Waste Fortnightly & Keep Weekly Recycling & Food Waste Collections By Respondent Has A Disability



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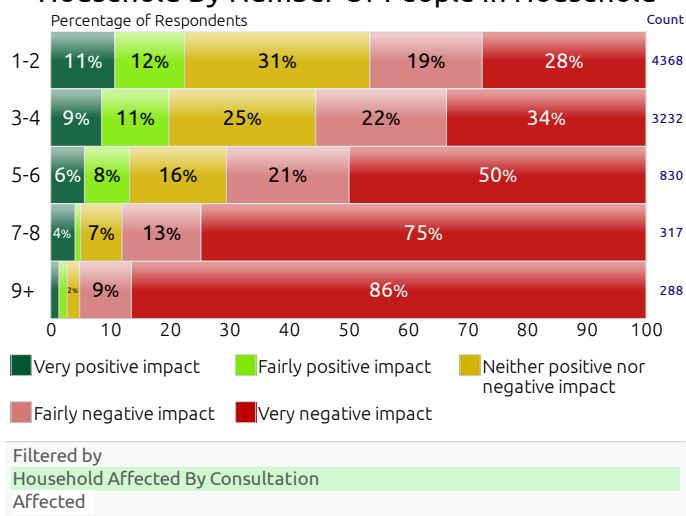
Council Should Collect Non-Recyclable Waste Fortnightly & Keep Weekly Recycling & Food Waste Collections By Religious Group



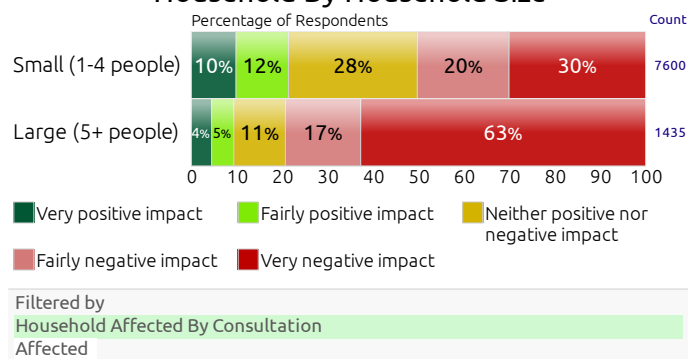
Filtered by Household Affected By Consultation Affected

Impact Of Proposals

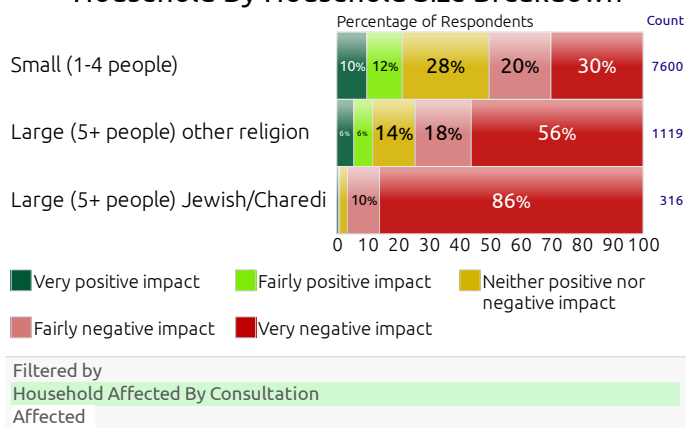
Impact Changing To Fortnightly Non-Recyclable Rubbish Collections Expected To Have On Household By Number Of People In Household



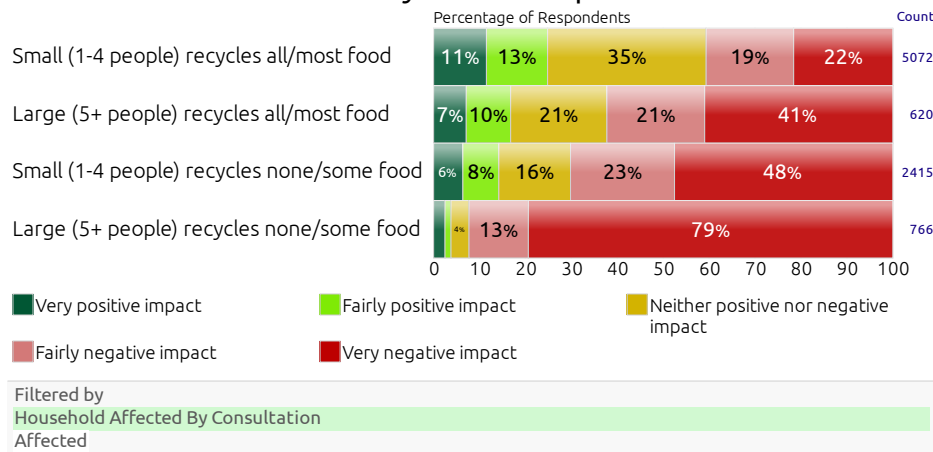
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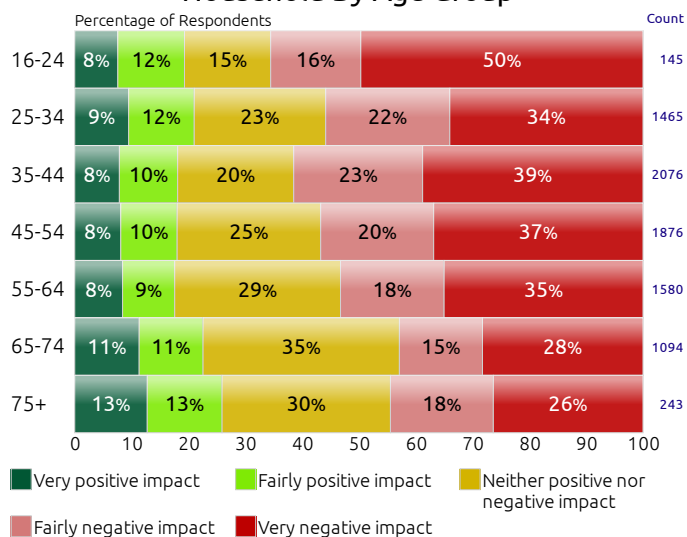
Impact Changing To Fortnightly Non-Recyclable Rubbish Collections Expected To Have On Household By Household Size Breakdown



Impact Changing To Fortnightly Non-Recyclable Rubbish Collections Expected To Have On Household By Size Of Household & How Much Food Recycled or Composted

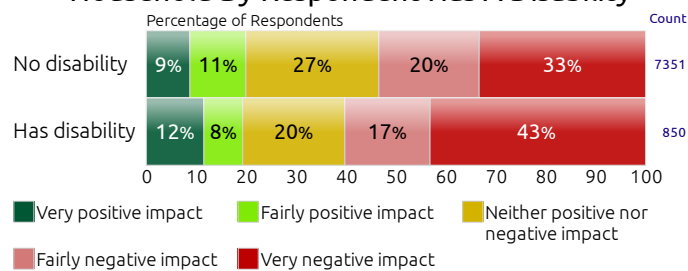


Impact Changing To Fortnightly Non-Recyclable Rubbish Collections Expected To Have On Household By Age Group



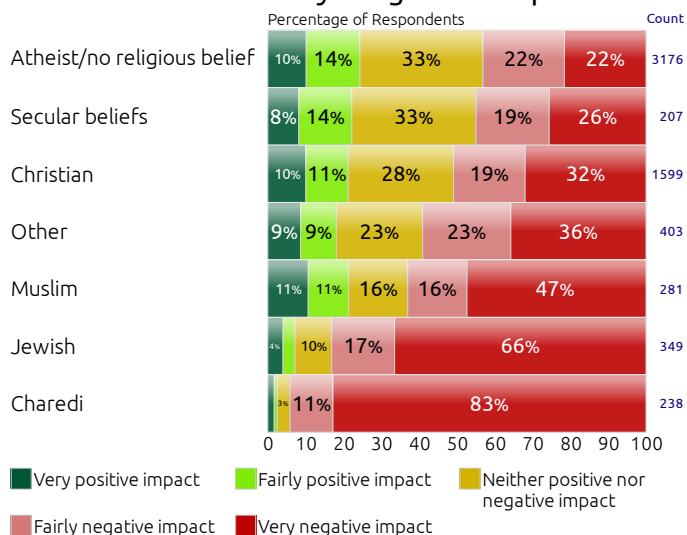
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Impact Changing To Fortnightly Non-Recyclable Rubbish Collections Expected To Have On Household By Respondent Has A Disability



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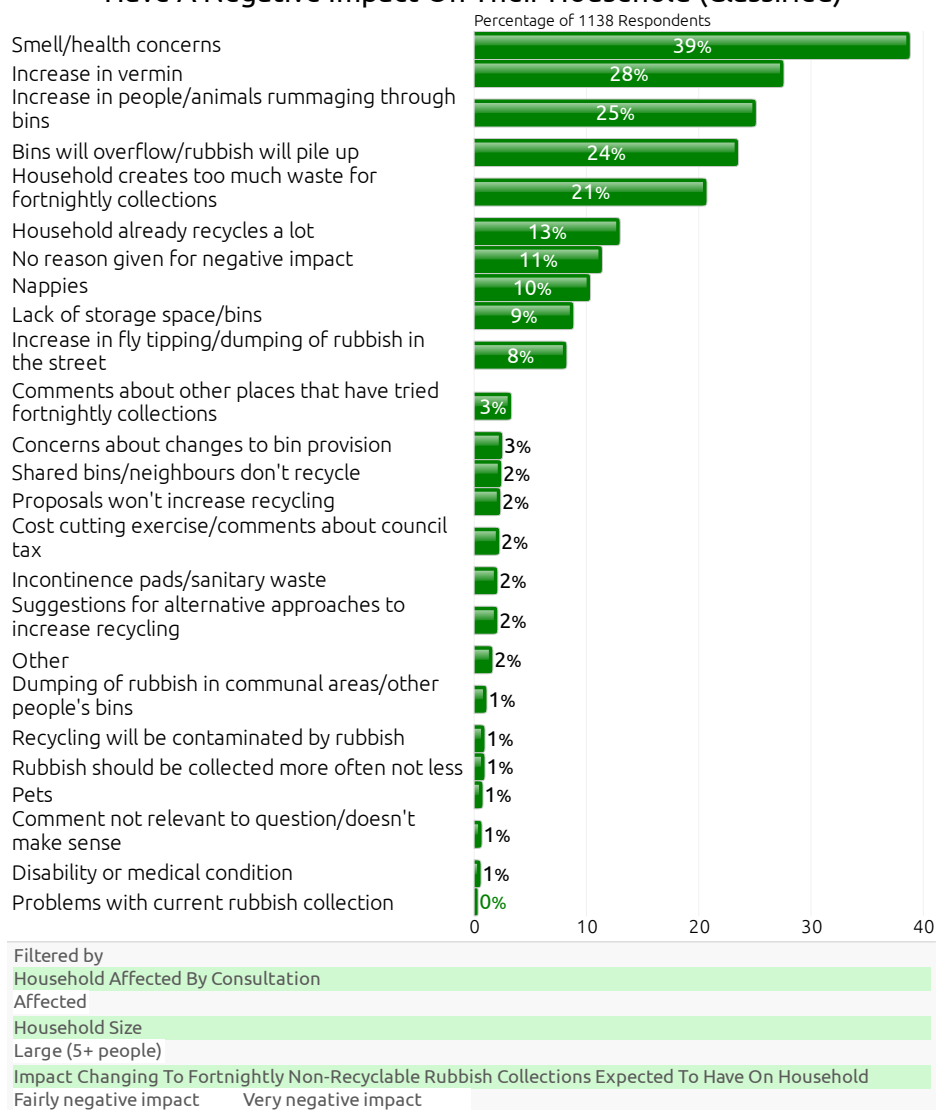
Impact Changing To Fortnightly Non-Recyclable Rubbish Collections Expected To Have On Household By Religious Group



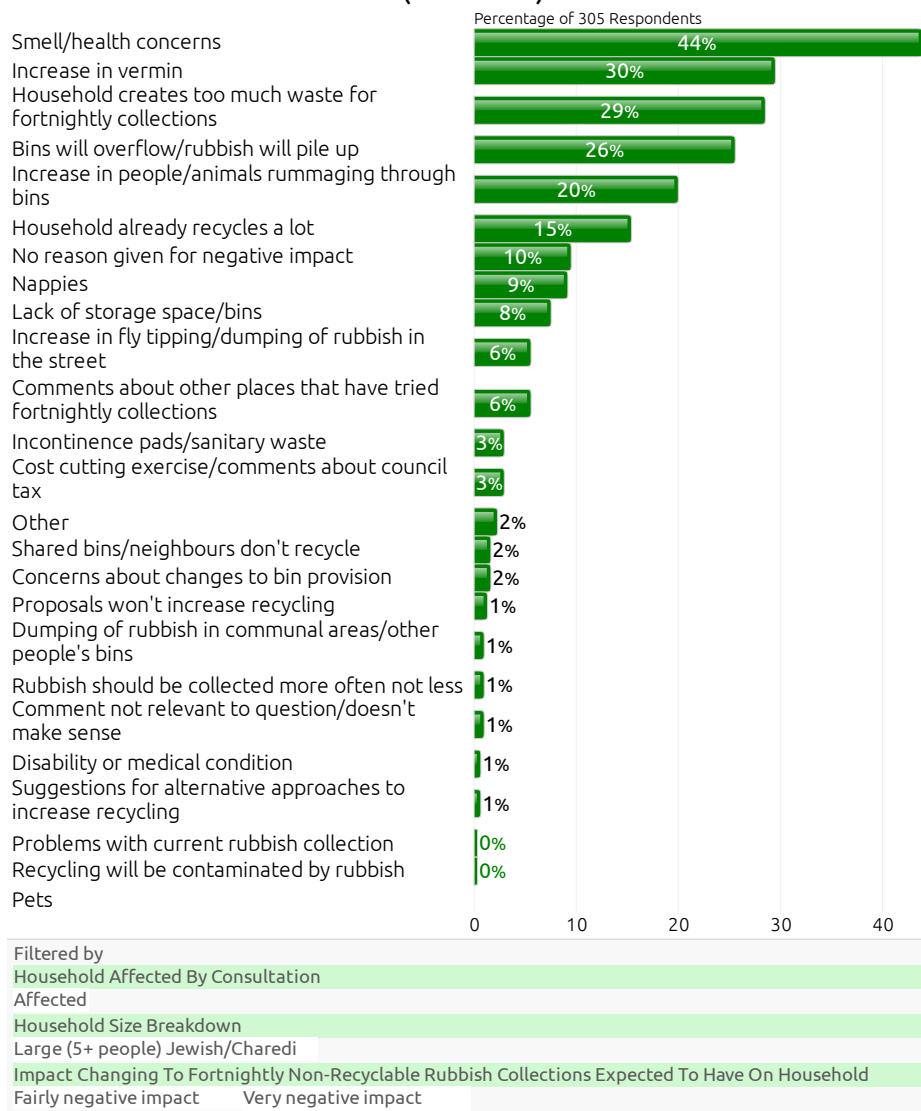
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Reasons For Negative Impact

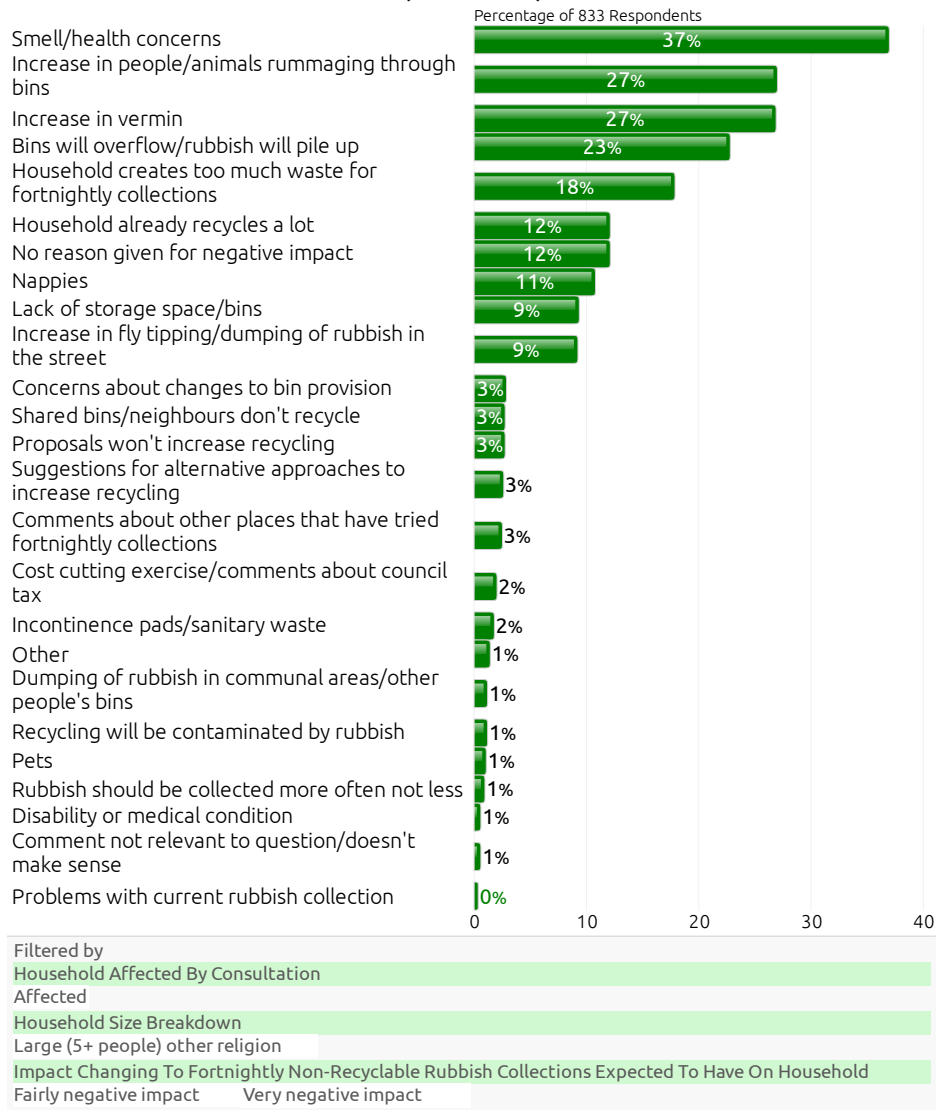
Reasons Large Families Think Fortnightly Rubbish Collections Will Have A Negative Impact On Their Household (Classified)



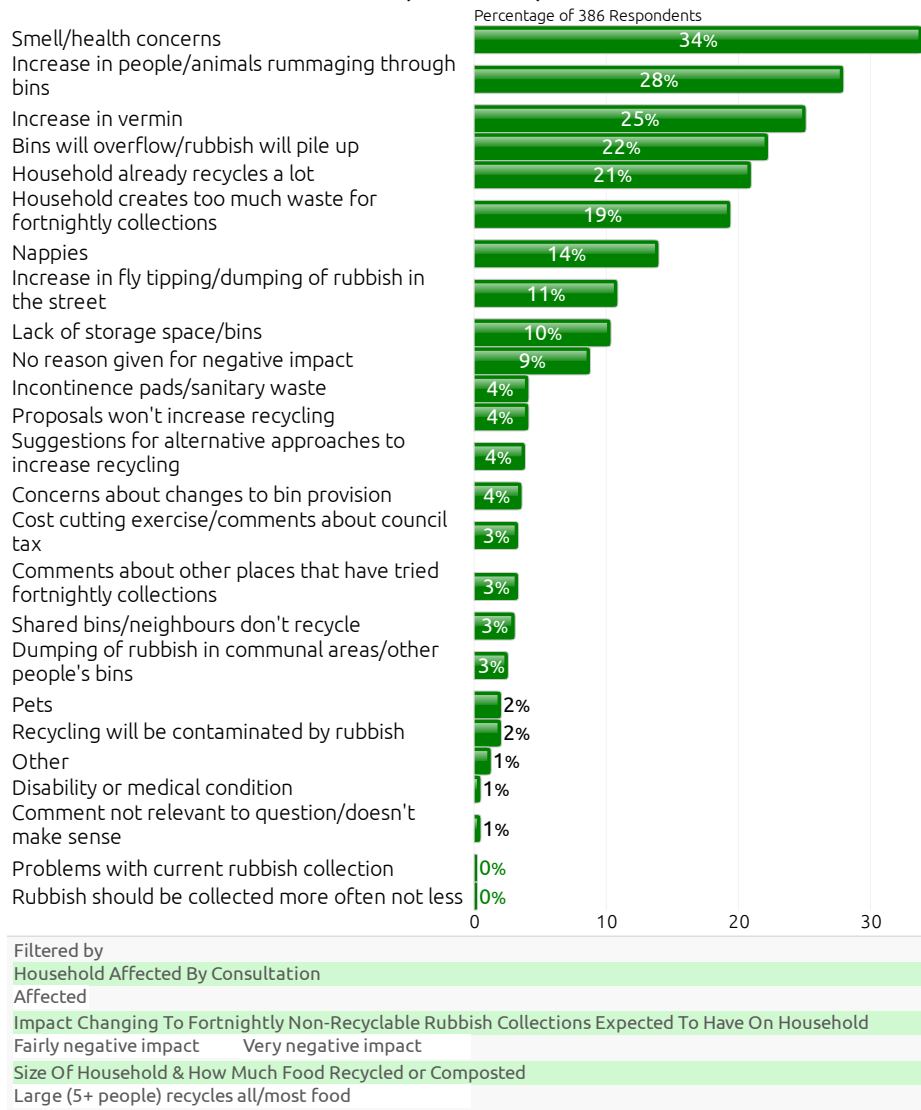
Reasons Large Jewish/Charedi Families Think Fortnightly Rubbish Collections Will Have A Negative Impact On Their Household (Classified)



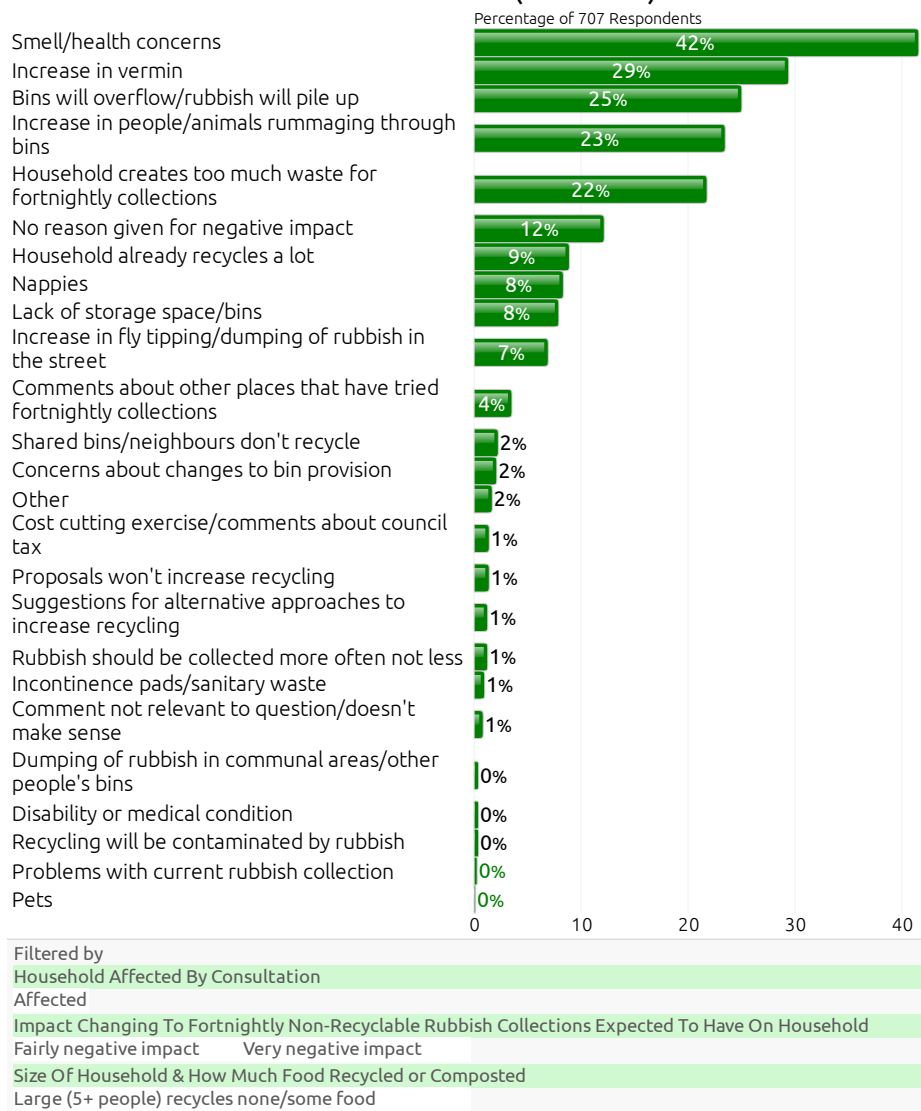
Reasons Large Non-Jewish Families Think Fortnightly Rubbish Collections Will Have A Negative Impact On Their Household (Classified)



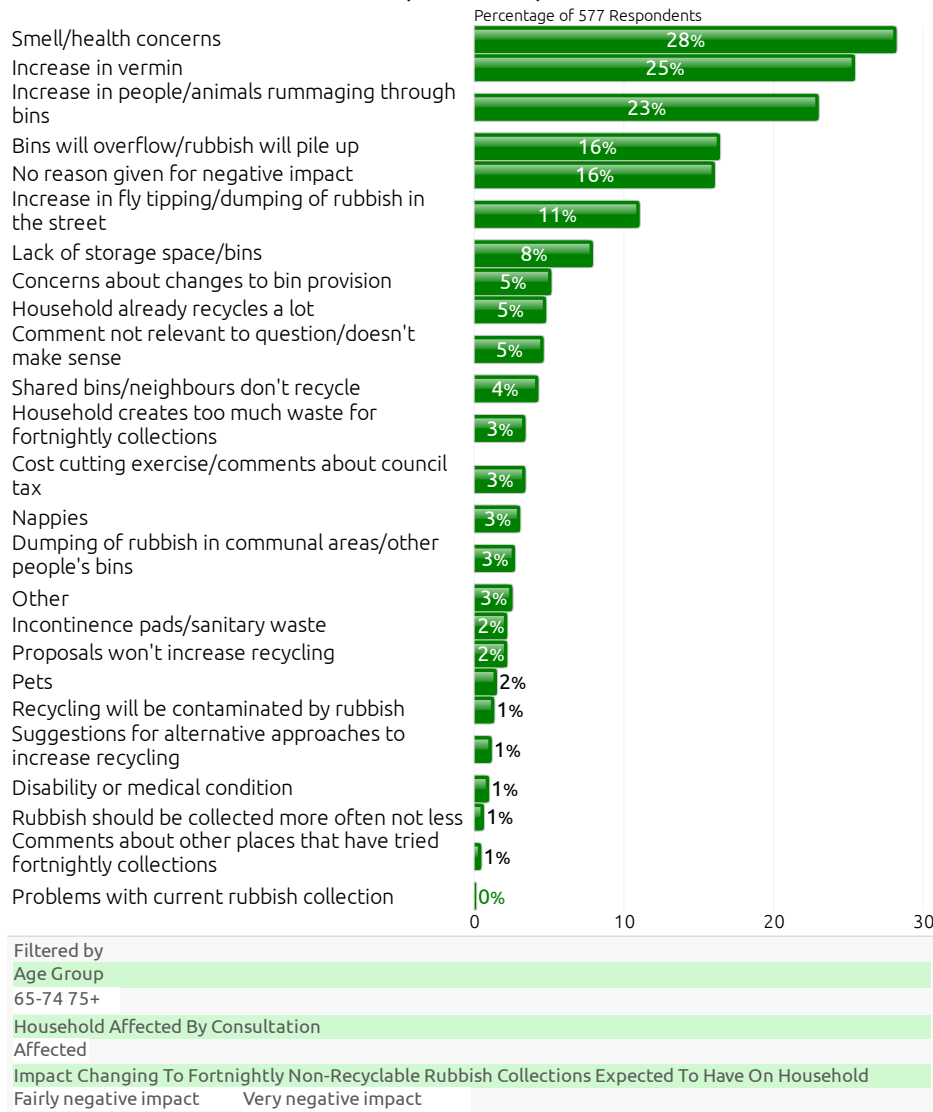
Reasons Large Families That Recycle/Compost Food Think Fortnightly Rubbish Collections Will Have A Negative Impact On Their Household (Classified)



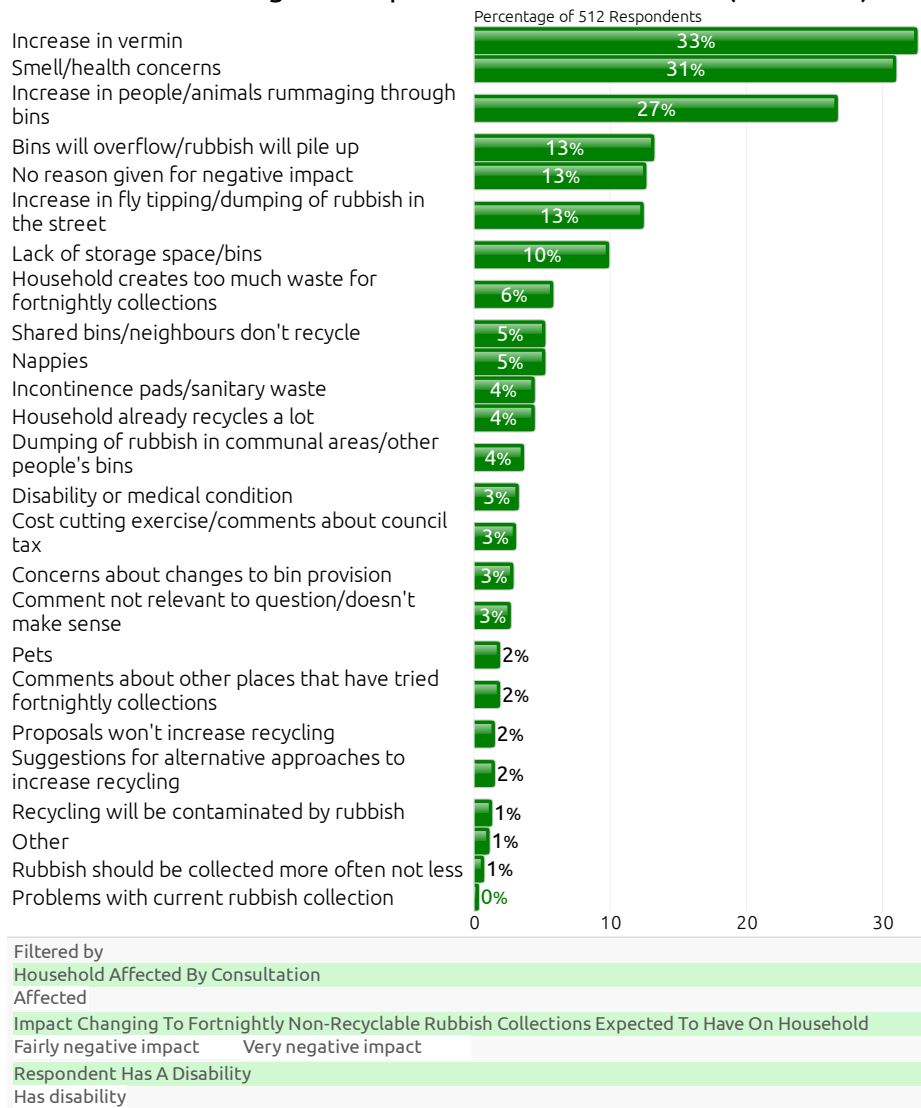
Reasons Large Families That Do Not Recycle/Compost Food Think Fortnightly Rubbish Collections Will Have A Negative Impact On Their Household (Classified)



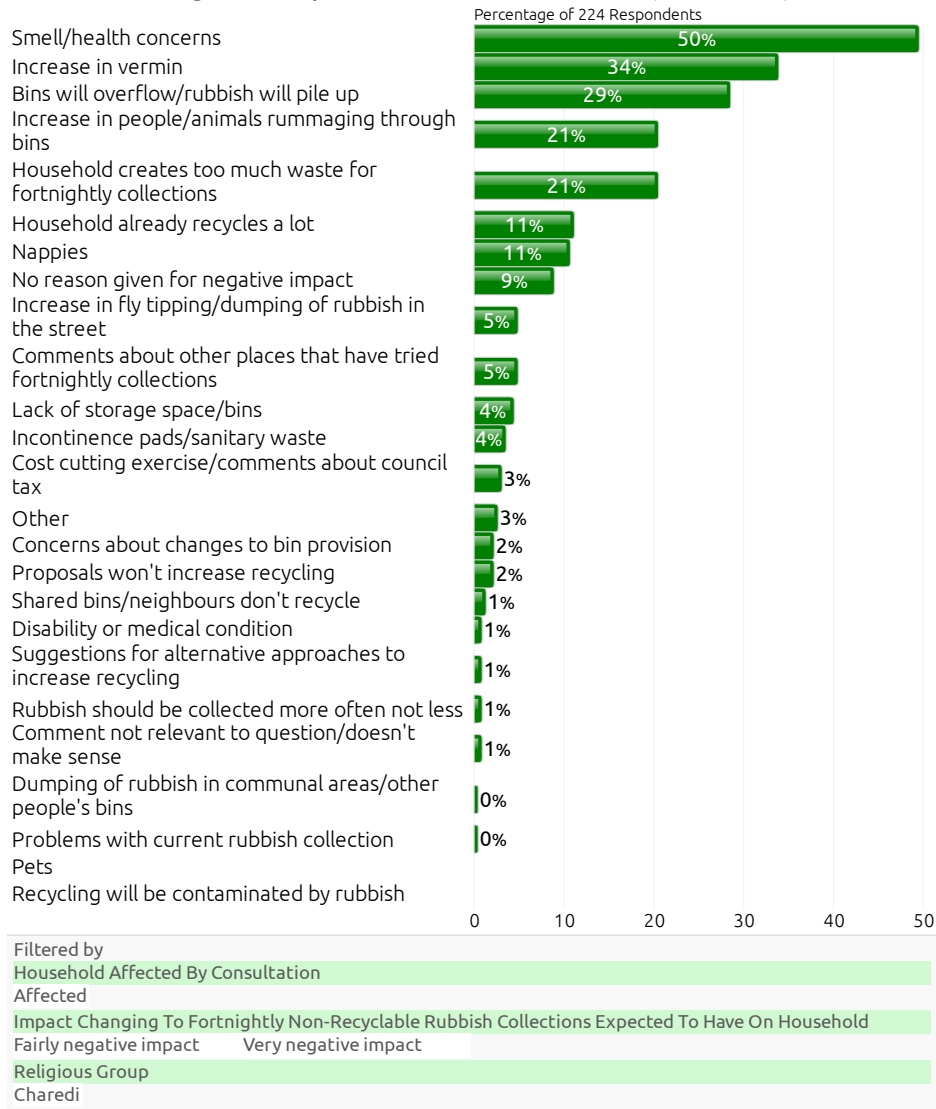
Reasons Respondents Aged 65+ Think Fortnightly Rubbish Collections Will Have A Negative Impact On Their Household (Classified)



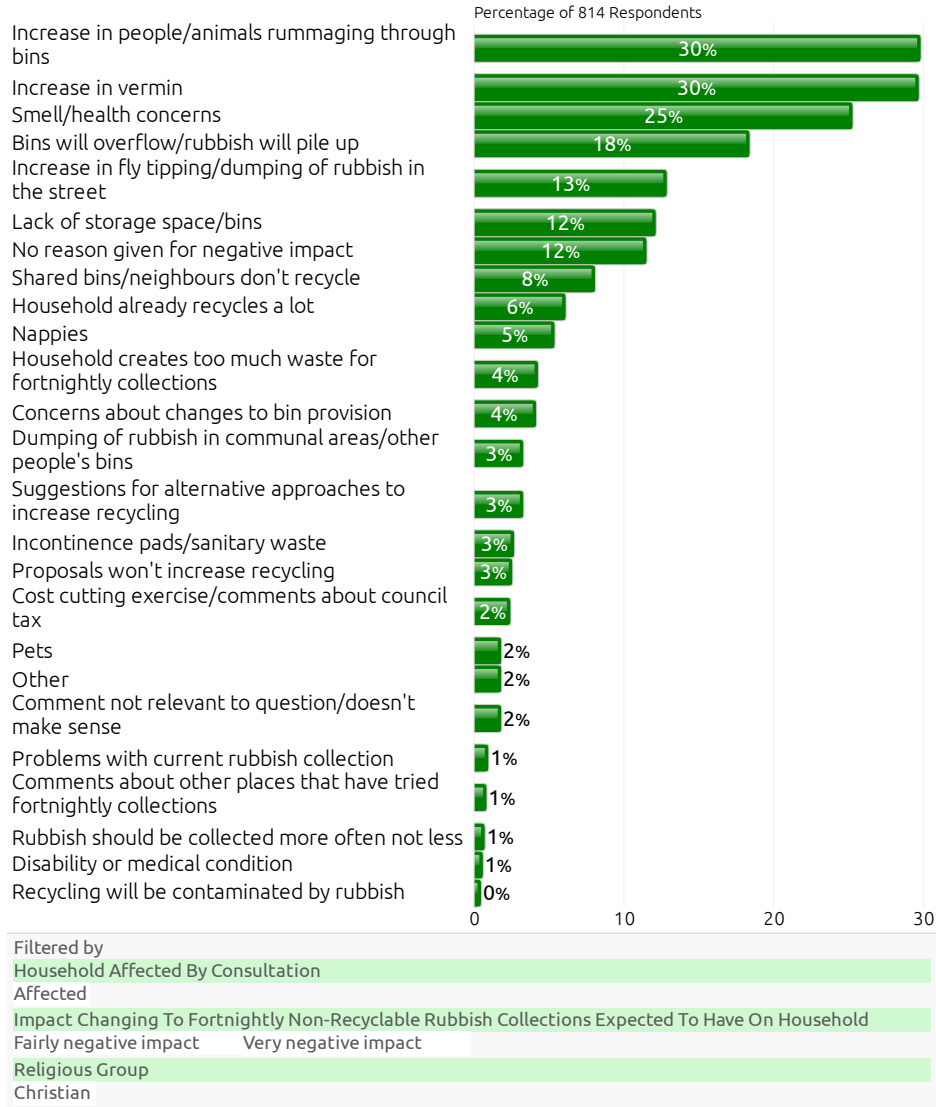
Reasons Disabled Respondents Think Fortnightly Rubbish Collections Will Have A Negative Impact On Their Household (Classified)



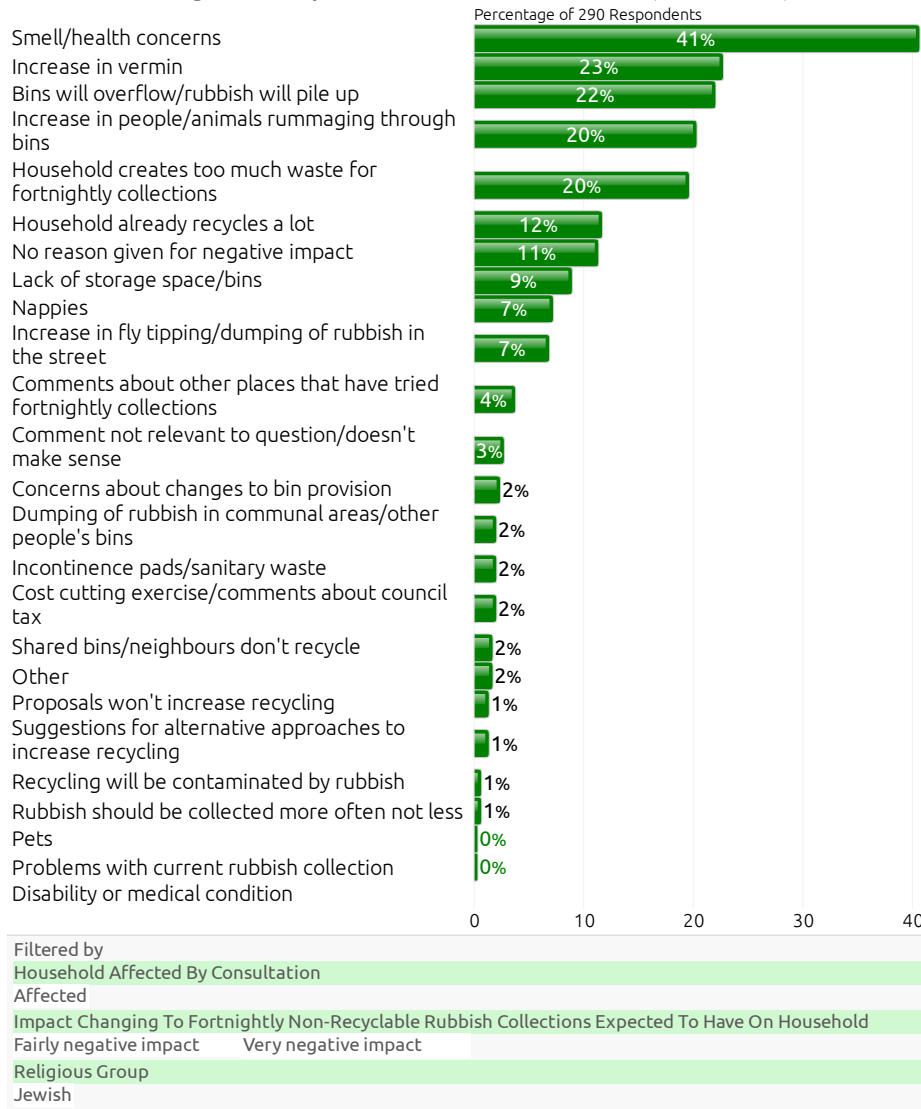
Reasons Charedis Think Fortnightly Rubbish Collections Will Have A Negative Impact On Their Household (Classified)



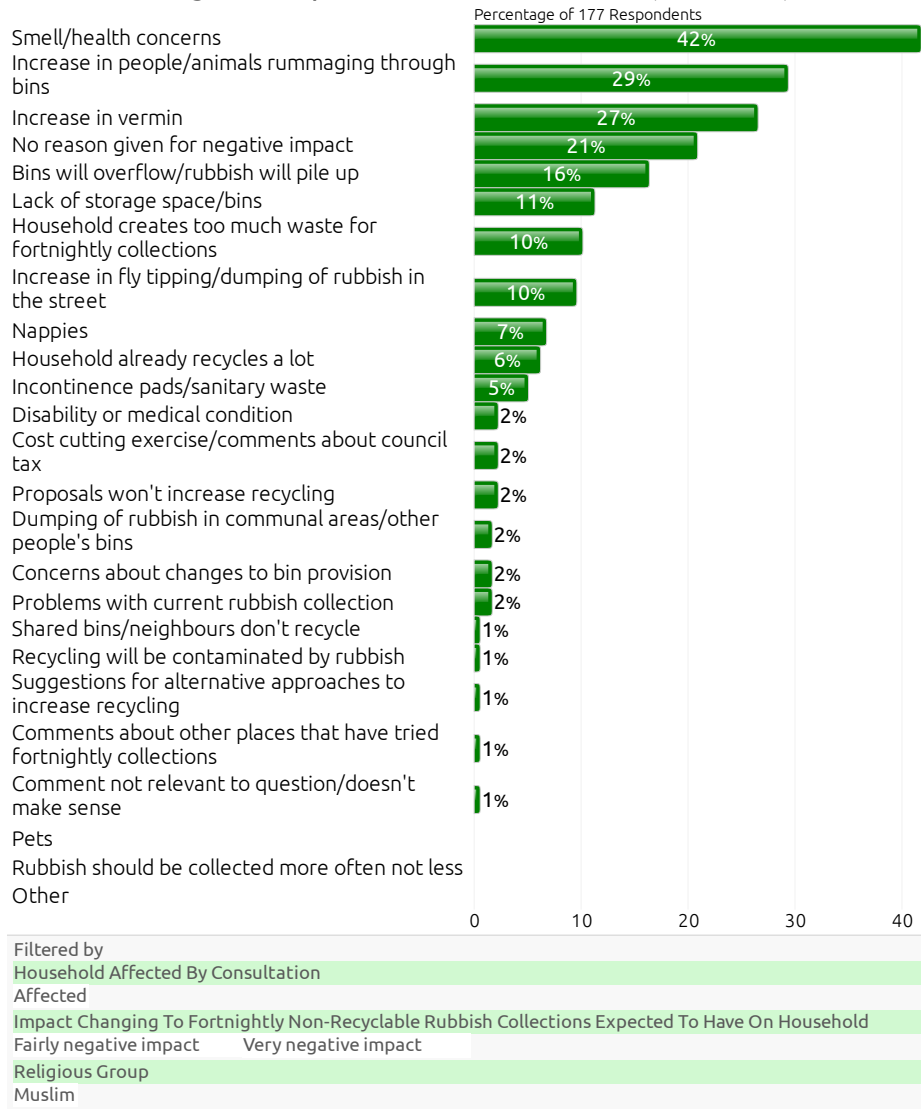
Reasons Christians Think Fortnightly Rubbish Collections Will Have A Negative Impact On Their Household (Classified)



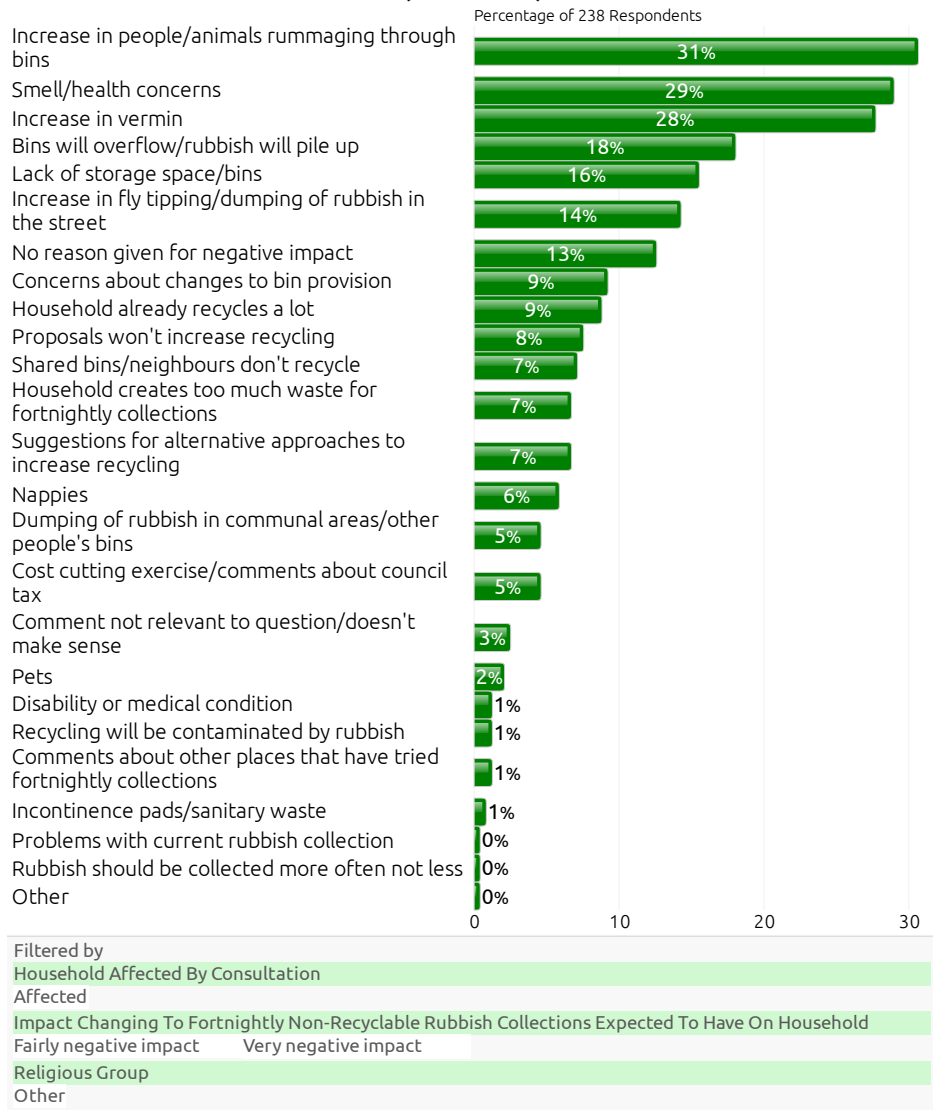
Reasons Jews Think Fortnightly Rubbish Collections Will Have A Negative Impact On Their Household (Classified)



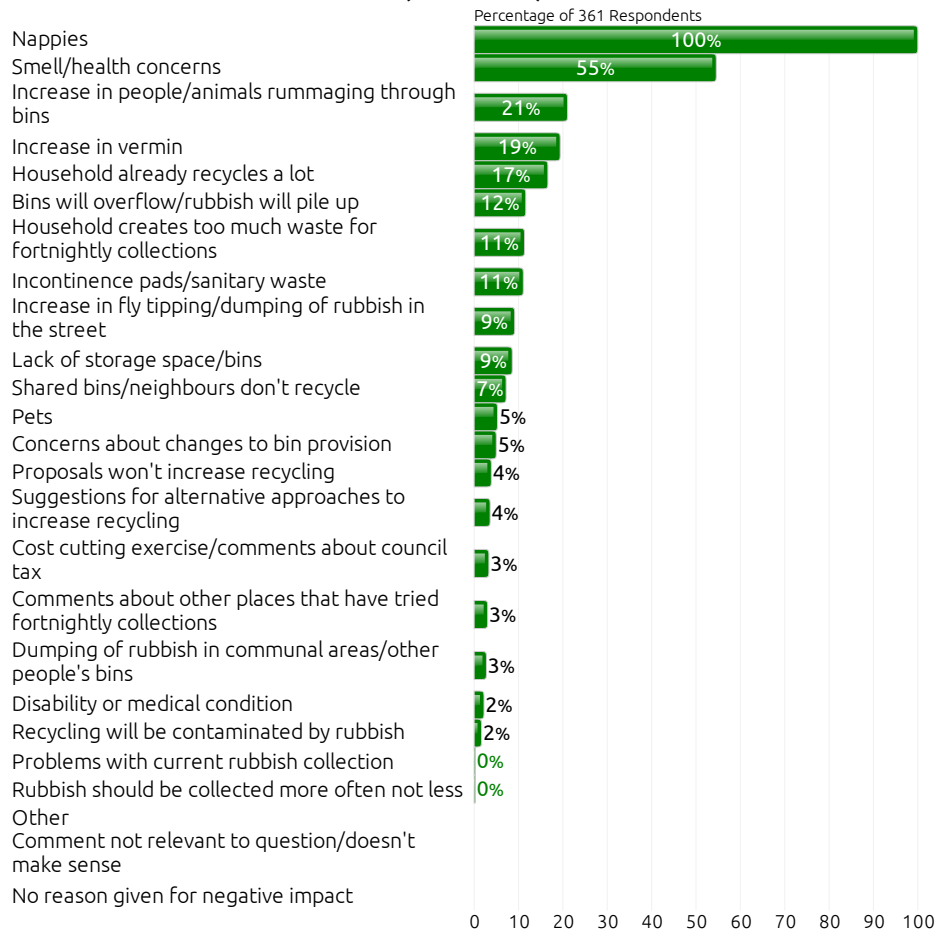
Reasons Muslims Think Fortnightly Rubbish Collections Will Have A Negative Impact On Their Household (Classified)



Reasons Respondents From Other Religions Think Fortnightly Rubbish Collections Will Have A Negative Impact On Their Household (Classified)



Reasons Respondents With Children In Nappies Think Fortnightly Rubbish Collections Will Have A Negative Impact On Their Household (Classified)

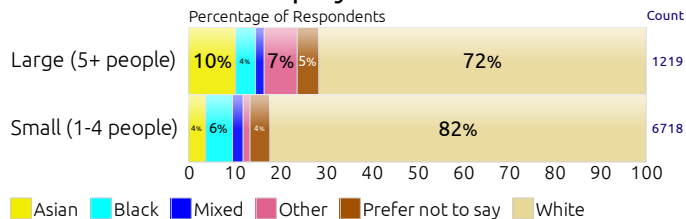


Caveat: these results include all respondents who commented on "nappies" as a reason for the proposal having a negative impact. Not all of these respondents will actually have babies/young children themselves

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Household Affected By Consultation
Affected
Impact Changing To Fortnightly Non-Recyclable Rubbish Collections Expected To Have On Household
Fairly negative impact Very negative impact
Nappies
Yes

Background Information

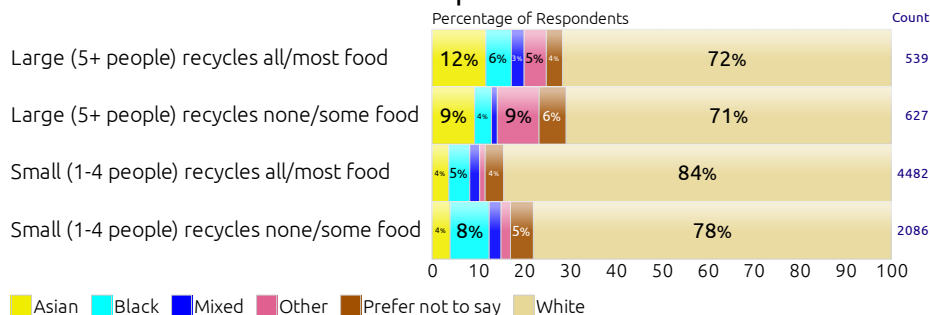
Ethnic Group By Household Size



Caveat: Ethnic group is calculated from the 5 different ethnicity questions in the questionnaire. However, some respondents ticked an answer in more than one of these questions

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Household Affected By Consultation
Affected

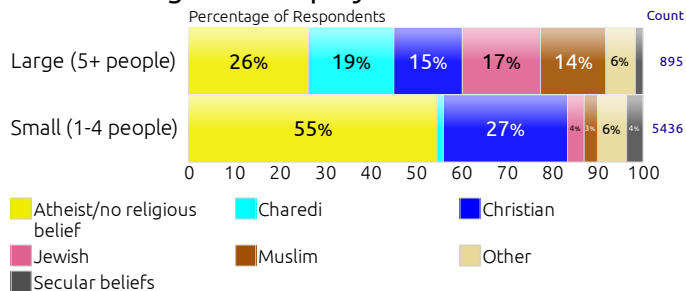
Ethnic Group By Size Of Household & How Much Food Recycled or Composted



Caveat: Ethnic group is calculated from the 5 different ethnicity questions in the questionnaire. However, some respondents ticked an answer in more than one of these questions

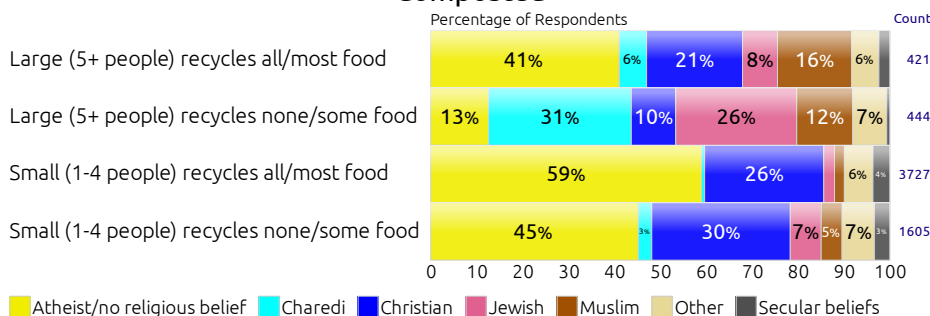
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Religious Group By Household Size



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Religious Group By Size Of Household & How Much Food Recycled or Composted



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Affected

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waste insights

Hackney Kerbside Waste Composition Analysis

Hackney London Borough
Council

Summary Report
January 2020



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Project details and acknowledgements

Title	Hackney Kerbside Waste Composition Analysis
Client	Hackney London Borough Council
Project number	W19027
Client reference	-
Author	Philip Wells
Research Manager	Philip Wells

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M·E·L waste insights would like to thank Local Authority officers and staff who participated and helped in the setup and fieldwork stages of the project, and those who provided additional data and other information to inform the project. This report highlights key results, presents the results in tables and charts and discusses the findings. The views and opinions expressed in this report are those of M·E·L waste insights and are not necessarily shared by officers from Hackney London Borough Council.

Accuracy Statement

Results from the standard M·E·L sampling protocol for compositional analysis can be taken as accurate for each material category to within error bands of +/-10% at the 95% confidence level (2 standard deviations), assuming a normal statistical distribution. At the data entry stage, 1 in 10 parts of data that is inputted are checked with the data sheets and if errors are found all the data is then rechecked.

Introduction

Background

Hackney council is looking at the possibility of reducing the frequency of non-recyclable waste collections from every week to every two weeks at street-level properties (generally houses, or houses that have been converted into flats, which have green sack recycling services) in Hackney.

Hackney currently has a combined recycling and composting rate of 27.9% (2017/18). Further work is required to reduce the amount of waste sent to be incinerated or to landfill, where it releases harmful greenhouse gases into the atmosphere.

Figures suggest that across Hackney, over half of the rubbish people currently throw away in their general waste bins could have been recycled or composted. The council are therefore proposing to reduce the frequency of waste collections, which will encourage people to use their weekly recycling and food waste collections.

Other London boroughs that have introduced less frequent waste collections have seen their recycling rates increase. If these increases were replicated in Hackney, around 5000 tonnes of waste - the equivalent of the waste contained in 500 bin lorries - would be recycled instead of being thrown away every year. Changes are aimed at increasing the amount residents recycle. By recycling more waste and throwing away less rubbish, there is a potential to reduce disposal costs in the longer term.

Hackney council therefore commissioned MEL waste insights to study the composition of the domestic kerbside collected residual and recycling waste streams for a selection of households. These households were selected from areas identified as high waste producers. Results would help the council gauge the impact of reducing the frequency of general waste collections for households where levels of this waste may be particularly high.

As well as giving indications as to the levels of waste and recycling being generated, this report also provides observations on the levels of materials that are currently recyclable at the kerbside and those which could potentially be recyclable via future schemes.

This report presents results from an analysis of kerbside collected residual and recycling waste collected from three streets in January 2020. It focusses on the levels and composition of residual bins, kerbside recycling sacks and food bins that are currently available for residents to place out for collection.

Objectives

Specific aims of the work were to:

- Understand the levels of residual waste being generated by the selected households
- Evaluate the amount of specific materials collected in the residual bins that could potentially be collected separately for recycling at the kerbside
- Assess the amount of separate recycling being generated
- Evaluate the levels and types of contamination present within the separated recycling
- Detect capture rates for individual materials which are collected separately for recycling
- Determine the amount of overall waste diverted by each recycling collection and overall

Executive Summary

Key findings

Kerbside residual waste

- Surveyed households are generating 33.1kg/hh/wk of residual waste. This is the equivalent of 1.72 tonnes per annum.
- Food waste was seen to be the major component of residual waste forming 42.1% of the total, equating to 13.9kg/hh/wk. Of this food waste 62% is deemed to be avoidable.
- Paper items made up 13.8% of the residual waste; 64% of this (2.9g/hh/wk) was alternatively recyclable at the kerbside.
- Card and cardboard made up around 2.9% of collected residual waste; 63% of this (0.6kg/hh/wk) was alternatively recyclable at the kerbside.
- Plastics formed 19.3% of the residual waste; 43% of all plastic waste (2.7kg/hh/wk) was due to recyclable plastic bottles, bags and containers.
- 4.0% of residual waste was metallic; 82% of this (1.1kg/hh/wk) was recyclable.
- Around 1.8% of residual waste was seen to be glass; 86% of this (0.5kg/hh/wk) was due to glass bottles and jars.
- 3.3% of residual waste was found to be garden waste (1.1kg/hh/wk).
- Overall, 23.5% of collected residual waste could have been placed into the green recycling sacks available– the equivalent of 7.8kg/hh/wk.
- Overall, 42.1% of collected residual waste could have been placed into the food recycling bins available– the equivalent of 13.9kg/hh/wk.
- In total 69.0% of residual waste collected could have been recycled alternatively at the kerbside – 22.8kg/hh/wk. This is 1.2 tonnes per annum of recyclable material placed into residual bins per household.

Kerbside mixed recycling – green recycling sacks

- Over the survey, an average of 85% of households presented recycling sacks out for collection.
- In terms of waste generation, all kerbside households were setting out an average of 5.1kg/hh/wk of mixed recycling.
- Overall, 12% of recycling waste collected from all properties was classified as contamination – the equivalent of 0.6kg/hh/wk.
- 35% of contamination was due to scrap metal with 25% being non-recyclable plastics and 14% non-recyclable paper and card.
- Around 30% of recyclable paper and 76% of recyclable card was correctly captured
- 53% of plastic bottles were recycled along with 15% of plastic containers and 5% of bags.
- 29% of tins, cans and aerosols were recycled with just 2% of foil.
- 60% of glass bottles and jars were recycled
- Overall, 37% of all materials compatible with green recycling sacks were correctly recycled. This is 4.5kg/hh/wk of the 12.3kg/hh/wk disposed of.
- Kerbside properties diverted around 11.7% of their total waste through mixed recycling collections.

Food Recycling

- Over the survey, an average of 12% of households presented food bins for collection
- In terms of waste generation, all kerbside households were setting out an average of 0.45kg/hh/wk of food recycling.
- Overall <1% of food recycling waste collected from all properties was classified as contamination
- All contamination was plastic bags and film.
- 6.5% of all unavoidable food waste was correctly captured using the supplied container along with just 0.8% of avoidable food waste. This equates to just 3.1% of all the food waste disposed of.
- Households are disposing of 14.4kg/hh/wk of food waste with just 0.44kg/hh/wk recycled.
- Kerbside properties diverted around 1.1% of their total waste through food recycling collections.
- In total households are diverting 12.8% of kerbside waste. Were all recyclable materials correctly recycled then the achievable rate would be 69.1%

Waste generation levels

A total of 52 households had waste collected and were sampled from three separate streets. Residual waste is collected on a weekly basis and is generally contained within wheeled bins that are located at the property frontage. All surveyed households had residual waste present within their bins with waste bulked for sorting as a single sample.

From the 52 households a total of 1,719kg of residual waste was collected. This equates to 33.1kg/hh/wk or 1.72 tonnes per household per year. Were households to continue placing out these levels of waste, then a fortnightly round may potentially be collecting over 66kg from each household per visit.

Compositional analysis of residual waste

This section looks at the average amount and composition of the residual waste presented by the selected Hackney households. Hand sorting of the residual waste gave concentration by weight figures for the main categories of waste as well as the more detailed sub-categories. Looking at the concentration percentages gives an indication as to the proportions of each waste category. This can be translated into a figure relating to the average waste generation expected for each waste category; this is given in kilograms per household per week (kg/hh/wk). Detailed residual composition tables can be found in a separate data appendix. Figure 1 breaks down the main waste types present within the residual waste.

All residual waste will contain a proportion that is classified as potentially recyclable. That is to say that it should have been placed into one of the recycling receptacles provided:-

Residents currently have green sacks for the collection of mixed dry recycling. This is collected on a weekly basis and acceptable items include:-

Paper and card - cardboard boxes, newspapers, magazines, envelopes, shredded paper, brochures and catalogues, corrugated cardboard, brown paper bags, telephone directories, white computer paper, food and drink cartons including Tetra Paks

Plastic pots and trays- margarine tubs, ice cream tubs, yoghurt pots, fruit punnets, ready meal trays

Plastic bottles - drinks bottles, shampoo and detergent bottles

Tins and cans - steel and aluminium including aerosols, drinks cans, food tins, foil

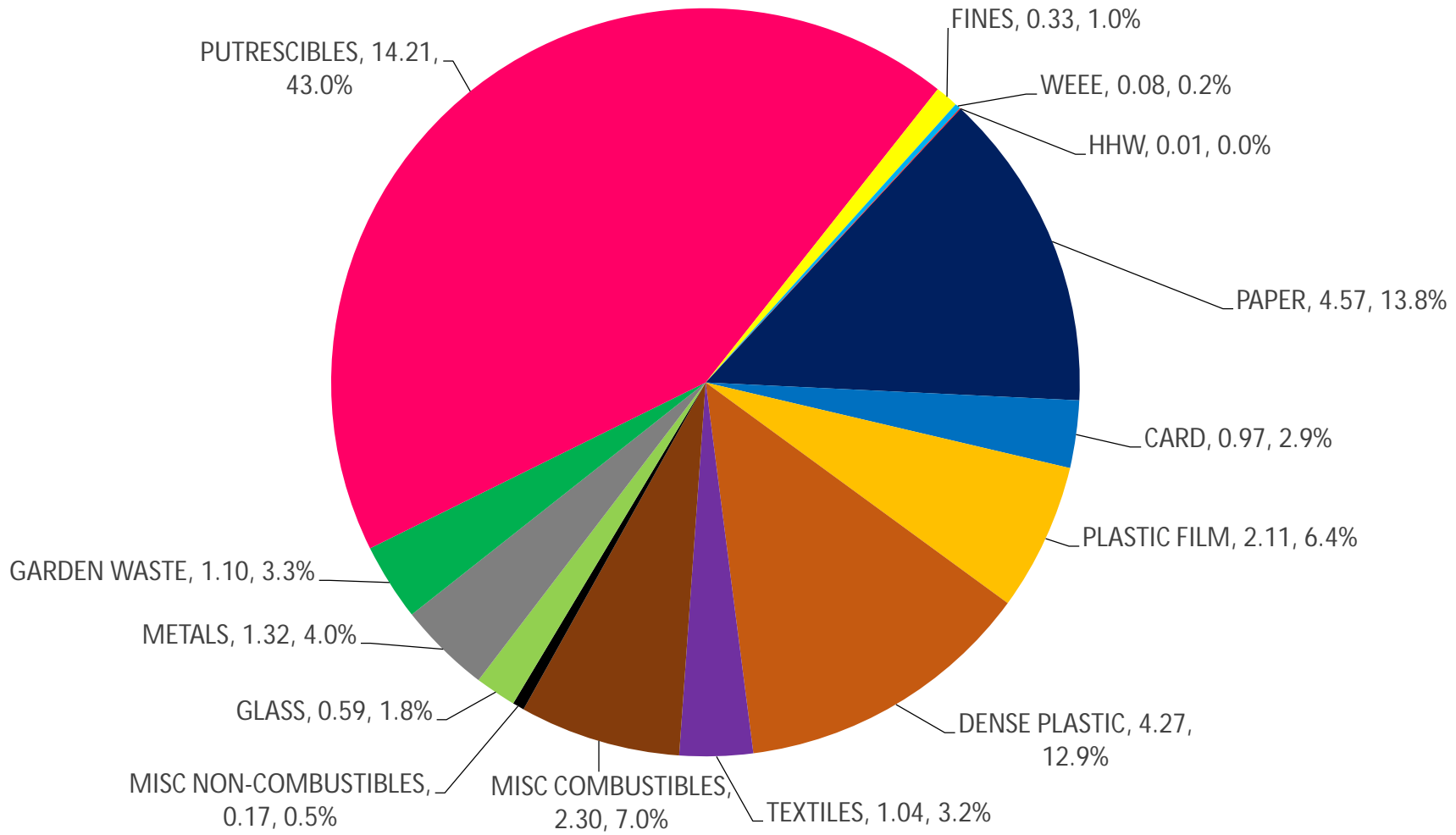
Glass bottles and jars -glass bottles and jars, perfume, aftershave, face creams.

Households are also provided with small blue bins for the disposal of food waste. This is collected on a weekly basis and biodegradable liners are provided. Brown bins are also available for the disposal of garden waste and these bins are collected every two weeks.

Table 1: Average residual waste composition

RESIDUAL WASTE	% COMPOSITION	KG/HH/WK
PAPER	13.81%	4.57
CARD	2.92%	0.97
PLASTIC FILM	6.38%	2.11
DENSE PLASTIC	12.91%	4.27
TEXTILES	3.16%	1.04
MISC COMBUSTIBLES	6.97%	2.30
MISC NON-COMBUSTIBLES	0.50%	0.17
GLASS	1.78%	0.59
METALS	3.98%	1.32
GARDEN WASTE	3.34%	1.10
PUTRESCIBLES	42.97%	14.21
FINES	1.00%	0.33
WEEE	0.25%	0.08
HHW	0.04%	0.01
TOTAL	100.00%	33.06

Figure 1: Average residual waste composition (KG/HH/WK AND %)



Organic Waste

Organic waste, which includes garden and food waste (putrescibles), formed the greatest weight concentration of the primary waste categories. Across the surveyed households around 46.3% of all residual waste (15.3kg/hh/wk) is classified as organic waste. Food waste accounted for the majority of the organic material present totalling 42.1% or 13.9kg/hh/wk.

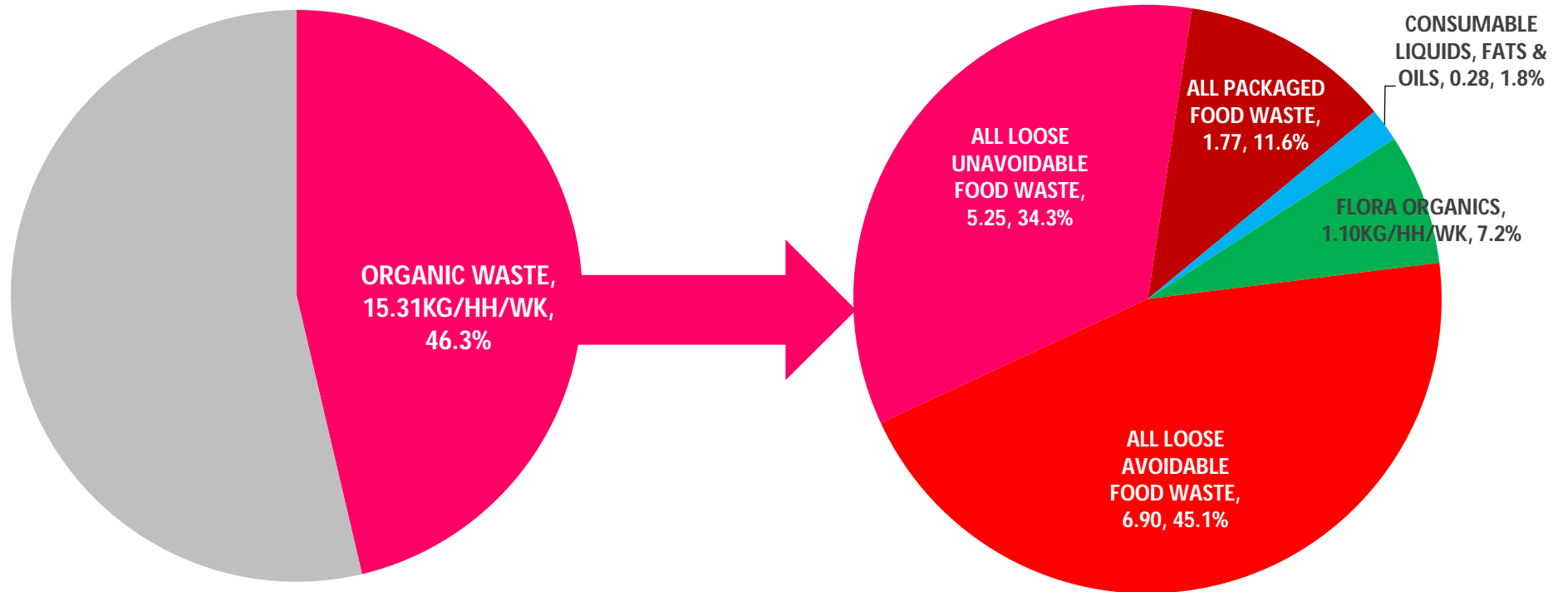
Food waste was further categorised as to whether it was avoidable (uneaten, unused or spoilt) or unavoidable (inedible by products such as shells, stones, skin etc). The majority of food in the residual bins was deemed to be avoidable (62.3%). Therefore, avoidable food waste accounted for 26.2% or 8.7kg/hh/wk of total bin contents. A fifth of the avoidable food was disposed of packaged.

Table 2: Levels of organic material within residual waste

RESIDUAL ORGANICS	% COMPOSITION	KG/HH/WK
FLORA ORGANICS	3.34%	1.10
ALL LOOSE AVOIDABLE FOOD WASTE	20.86%	6.90
ALL LOOSE UNAVOIDABLE FOOD WASTE	15.89%	5.25
ALL PACKAGED FOOD WASTE	5.36%	1.77
CONSUMABLE LIQUIDS, FATS & OILS	0.85%	0.28
TOTAL ORGANICS	46.31%	15.31
TOTAL FOOD WASTE	42.12%	13.92
% OF FOOD WASTE AVOIDABLE		62.3%

Residents throughout Hackney can also use brown bins to recycle garden waste at the kerbside. Levels of garden waste in residual bins averaged 3.3% or 1.1kg/hh/wk.

Figure 2: Levels of organics within residual waste of (KG/HH/WK AND %)



Paper

Across Hackney it was seen that around 13.8% or 4.57kg/hh/wk of residual waste consisted of discarded paper.

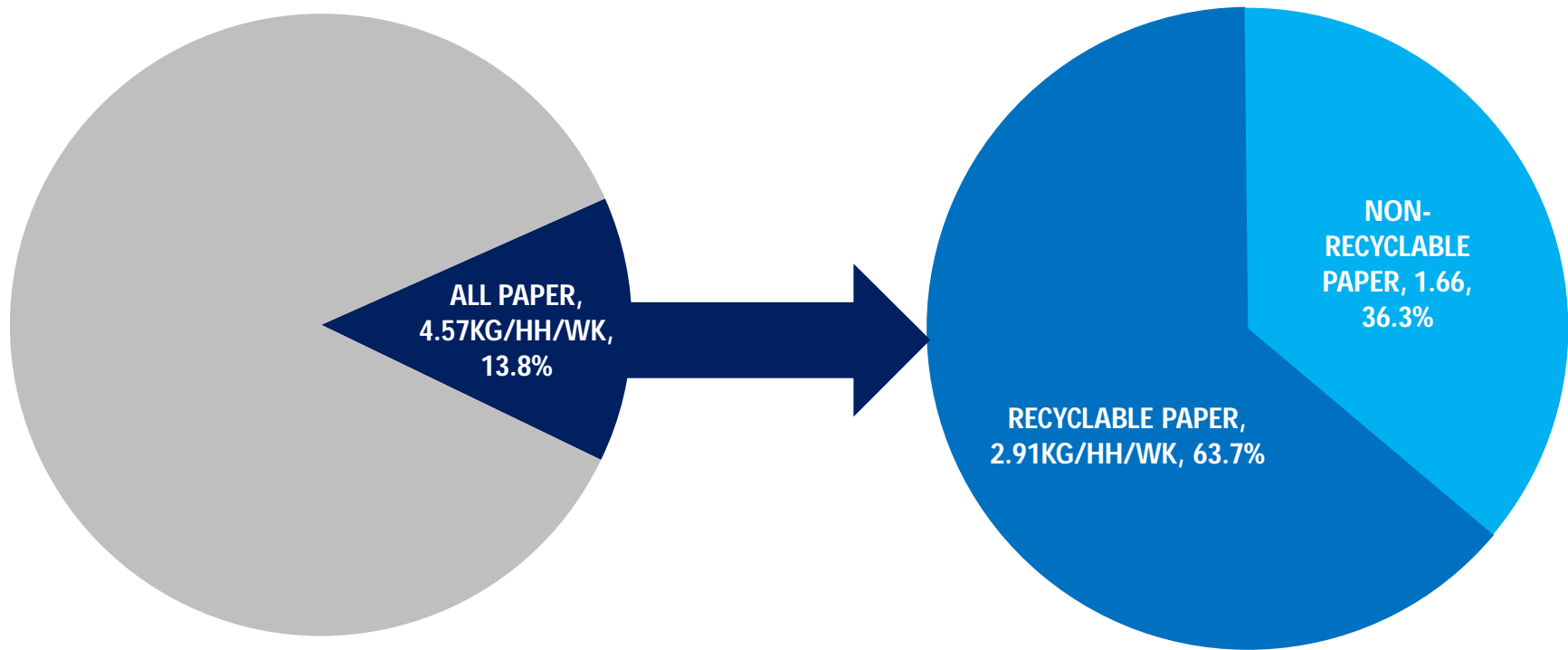
A proportion of this paper is available for recycling at the kerbside. Hackney residents can use their green sacks for recycling paper such as newspapers, junk mail, envelopes and directories. It was found that 63.7% of paper could have been placed into recycling bags as opposed to the residual bins.

Recyclable paper therefore accounted for 8.8% of all the residual waste or 2.91kg/hh/wk.

Table 3: Levels of paper within the residual waste of (kg/hh/wk and %)

RESIDUAL PAPER	% COMPOSITION	KG/HH/WK
RECYCLABLE PAPER	8.80%	2.91
NON-RECYCLABLE PAPER	5.01%	1.66
TOTAL PAPER	13.81%	4.57
% PAPER RECYCLABLE	63.73%	

Figure 3: Levels of paper within the residual waste of (kg/hh/wk and %)



Card & Cardboard

Across Hackney it was seen that around 2.9% or 0.97kg/hh/wk of residual waste consisted of discarded card and cardboard.

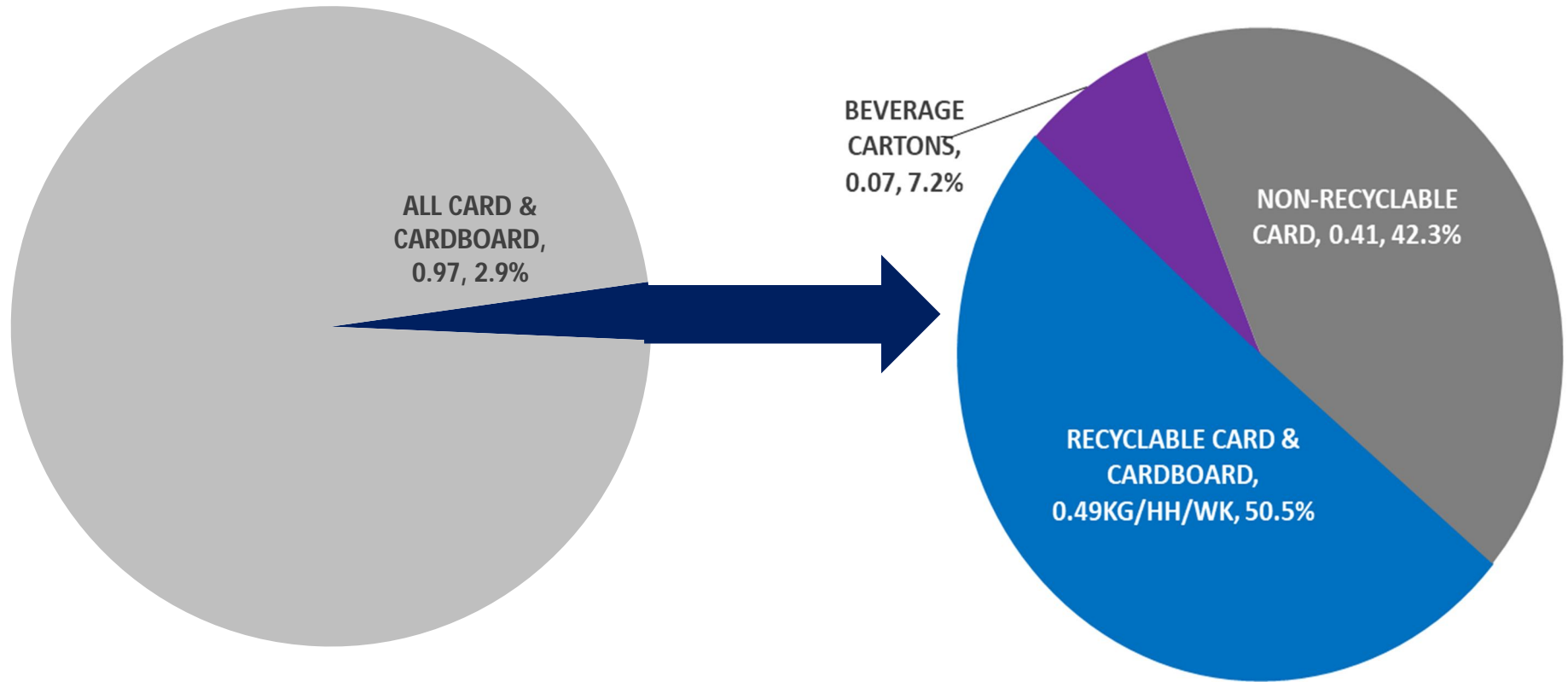
A proportion of this card & cardboard is available for recycling at the kerbside. Hackney residents can recycle clean card and cardboard and liquid cartons in their green sacks. It was found that 57.9% of card and cardboard could have been recycled rather than disposed of in residual bins. This accounted for 1.7% of all the residual waste or 0.56kg/hh/wk.

When combining paper and card together it is estimated that 62.7% of that present in residual bins could have been recycled via kerbside recycling collections. This amounts to 10.5% of all the residual waste being collected – a total of 3.47kg/hh/wk.

Table 4: Levels of card within the residual waste (kg/hh/wk and %)

RESIDUAL CARD	% COMPOSITION	KG/HH/WK
RECYCLABLE CARD & CARDBOARD	1.47%	0.49
BEVERAGE CARTONS	0.22%	0.07
NON-RECYCLABLE CARD	1.23%	0.41
TOTAL CARD & CARDBOARD	2.92%	0.97
% CARD KERBSIDE RECYCLABLE	57.92%	

Figure 4: Levels of card within the residual waste (kg/hh/wk and %)



Plastics

The average plastic content of the residual waste was seen to be 19.3% or 6.38kg/hh/wk. Hackney residents currently recycle plastic bottles, plastic bags and selected containers as part of their dry recycling. On the whole plastic material, although not heavy in itself, can produce large volumes of waste.

Figure 5 clearly shows the levels of recyclable plastics within the residual waste. On average, around 42.7% of the plastic waste present in the residual was recyclable, equating to 2.72kg/hh/wk.

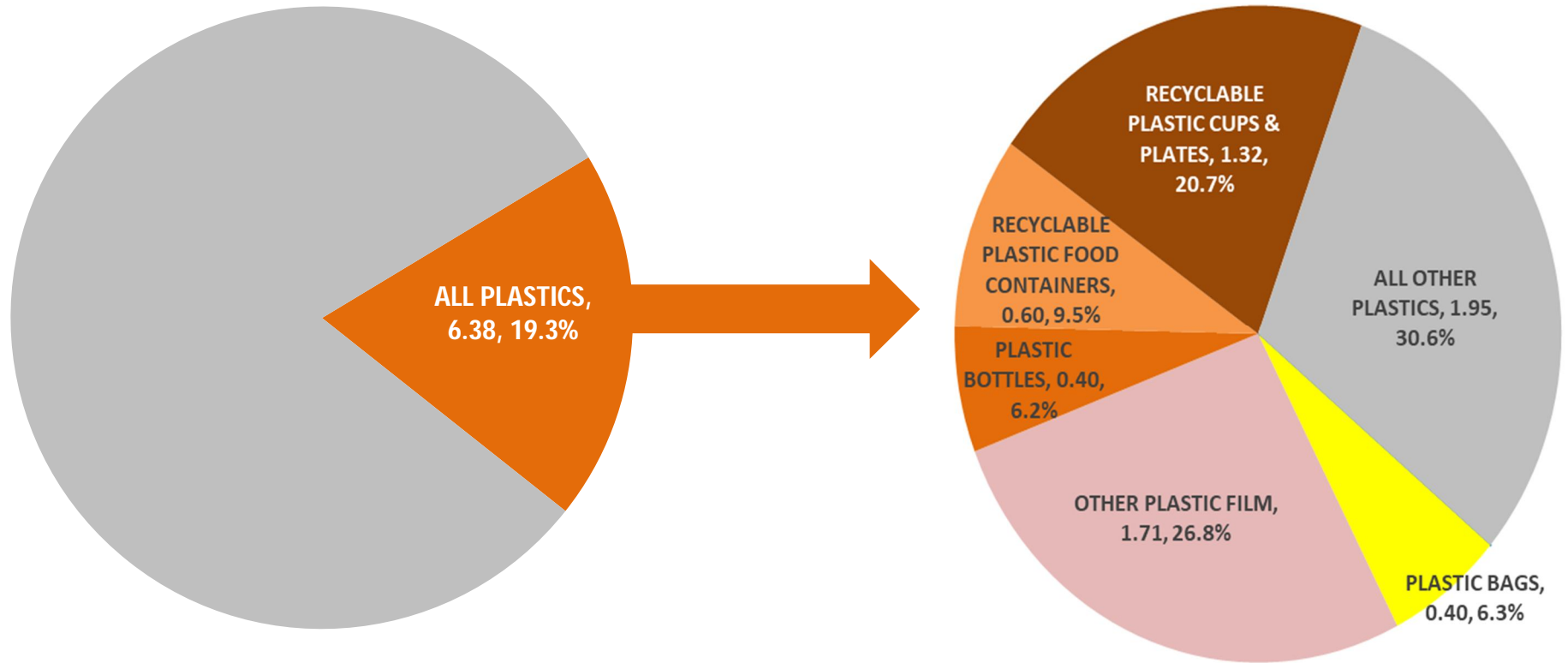
Almost half of the recyclable plastics were formed from clean, disposable plates and cups. Just over a fifth of the recyclable plastics were due to recyclable tubs, pots and trays. Almost all of these (97%) were non-black. Just under 15% of the recyclable plastics were bottles with a similar amount being recyclable bags.

Table 5 and Figure 5 show the amounts of the different forms of plastic waste found within the sampled residual waste.

Table 5: Levels of plastics within residual waste (kg/hh/wk & %)

RESIDUAL PLASTICS	% COMPOSITION	KG/HH/WK
PLASTIC BAGS	1.21%	0.40
OTHER PLASTIC FILM	5.16%	1.71
PLASTIC BOTTLES	1.20%	0.40
RECYCLABLE PLASTIC FOOD CONTAINERS	1.83%	0.60
RECYCLABLE PLASTIC CUPS & PLATES	3.99%	1.32
ALL OTHER PLASTICS	5.90%	1.95
KG/HH/WK TOTAL PLASTIC	19.29%	6.38
KG/HH/WK RECYCLABLE PLASTIC	8.23%	2.72
% PLASTIC RECYCLABLE	42.67%	

Figure 5: Levels of plastics within residual waste (kg/hh/wk & %)



Metals

An average of 4.0% or 1.3kg/hh/wk of residual waste was due to metals. Hackney residents have access to a recycling collection of food and drink cans as well as aerosols and clean foil via their mixed recycling collection.

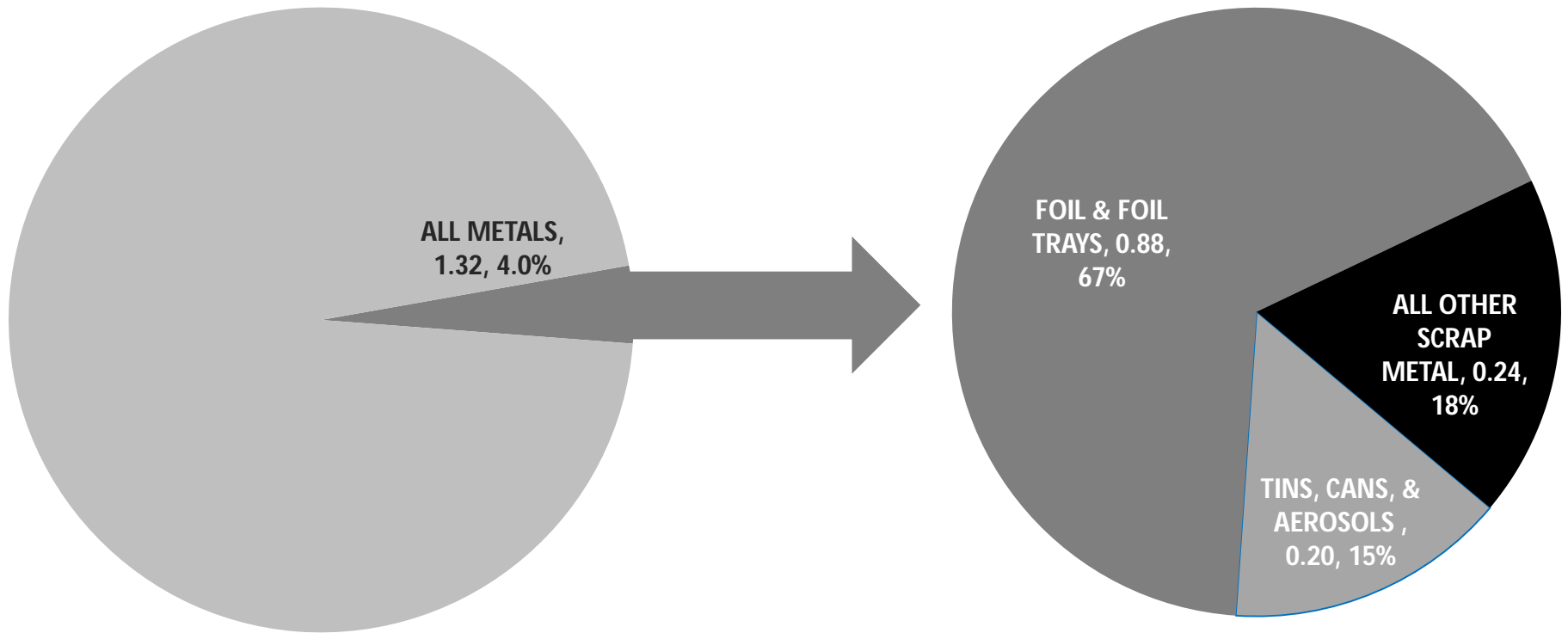
A proportion of this metal waste is available for recycling at the kerbside. It was found that 81.8% of metals were potentially recyclable accounting for 1.1kg/hh/wk or 3.3% of waste.

Table 6 and Figure 6 show the amounts of the different forms of metallic waste found within the sample. The majority of recyclable metal (82%) came from foil and foil trays. These accounted for 2.7% of the collected residual waste.

Table 6: Levels of metals within the residual waste (kg/hh/wk)

RESIDUAL METALS	% COMPOSITION	KG/HH/WK
TINS, CANS, & AEROSOLS	0.60%	0.20
FOIL & FOIL TRAYS	2.66%	0.88
ALL OTHER SCRAP METAL	0.73%	0.24
TOTAL METALS	3.98%	1.32
RECYCLABLE METALS	3.26%	1.08
% RECYCLABLE	81.78%	

Figure 6: Levels of metals within the residual waste (kg/hh/wk)



Glass

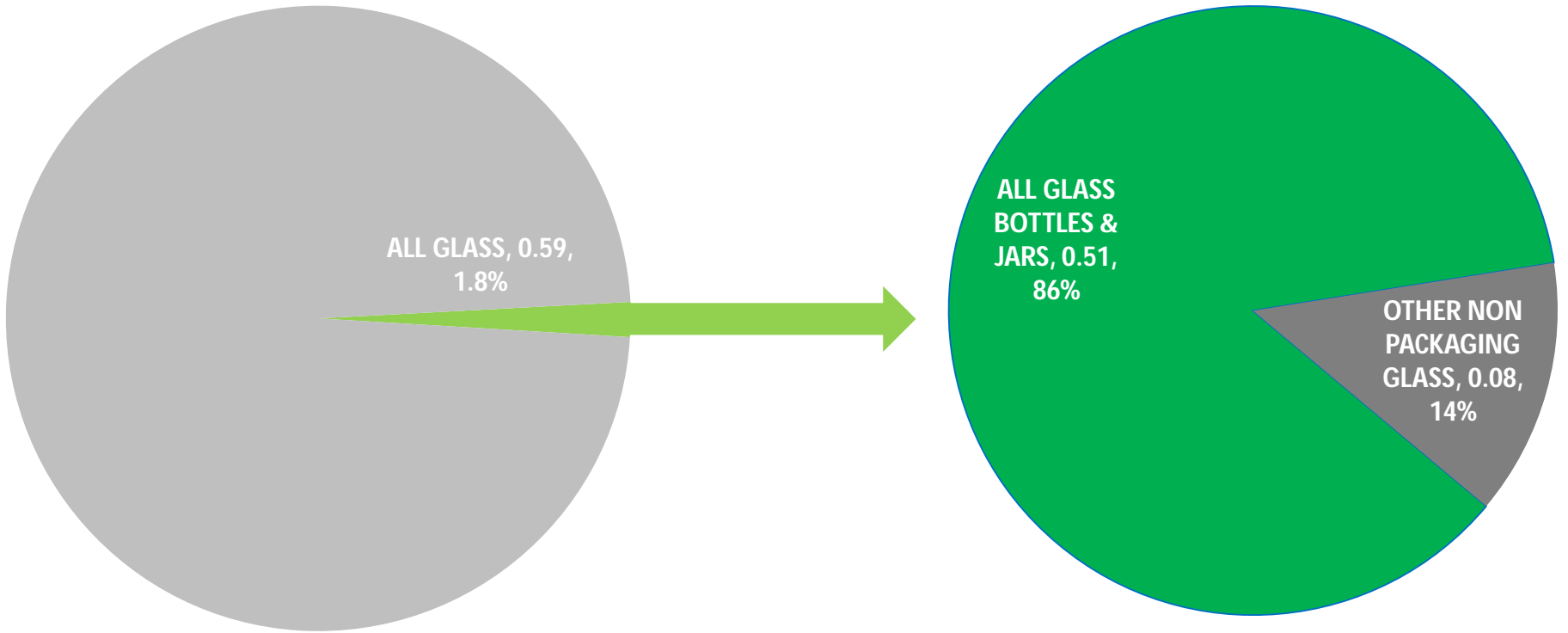
On average around 1.8% or 0.59kg/hh/wk of residual waste sampled was due to glass. Hackney households can recycle bottles and jars as part of their green sack collections.

It was found that across Hackney, an average of 86.4% or 0.51kg/hh/wk of residual waste is classified as recyclable glass bottles and jars.

Table 7: Levels of glass within the residual waste (kg/hh/wk and %)

RESIDUAL GLASS	% COMPOSITION	KG/HH/WK
ALL GLASS BOTTLES & JARS	1.53%	0.51
OTHER NON PACKAGING GLASS	0.24%	0.08
KG/HH/WK TOTAL GLASS	1.78%	0.59
% RECYCLABLE	86.38%	

Figure 7: Levels of glass within the residual waste (kg/hh/wk and %)



Other notable materials within the residual waste

Textiles - From the survey, around 4.8% of the residual waste was seen to consist of textiles, this equates to 1.04kg/hh/wk.

Hackney households do not currently have provision to recyclable bagged textiles at the kerbside.

Disposable Nappies -The profile of this type of waste has increased in recent years and nappy levels within the residual bins of households with babies can be extremely high. In this survey, the concentrations of disposable nappies averaged 4.6% or 1.53kg/hh/wk. Generally, a small number of individual households are largely responsible for increasing this type of waste collected from a sample area.

Inert rubble – This type of waste is generally one of the densest materials placed into residual bins. Although more suited for disposal at HWRC's small amounts mixed with general residual waste are to be expected. Often it is seen that a small number of individual houses may place increased levels of construction / clearance type waste into their bins. On average just 0.5% or 0.17kg/hh/wk consisted of mixed non-combustible waste.

Hazardous waste and WEEE – On average just 0.3% or 0.09kg/hh/wk of residual waste consisted of hazardous waste and WEEE .

Potential recyclability of the residual waste

The overall recyclability of the residual waste relates to all the items present that could have been accepted into the kerbside recycling schemes currently running in Hackney.

Overall around 42% of residual waste was compatible with food collections with 23.5% recyclable in green sacks and 3.3% recyclable in garden bins. This equates to a total of 69% of residual bin contents.

In terms of the amount of recyclables disposed of around 22.8kg/hh/wk of recyclable material is being disposed of in the residual waste. This is formed of 13.9kg/hh/wk of food waste, 7.8% of mixed recycling and 1.1kg/hh/wk of garden vegetation.

Table 8: Proportion of residual waste currently recyclable relative to current schemes (%)

RECYCLABLE CONTENT	% COMPOSITION	KG/HH/WK
TOTAL MIXED RECYCLABLES - GREEN SACK	23.52%	7.77
TOTAL FOOD RECYCLABLES - BLUE BIN	42.12%	13.92
TOTAL GARDEN RECYCLABLES -BROWN BIN	3.34%	1.10
TOTAL KERBSIDE RECYCLABLE	68.97%	22.80

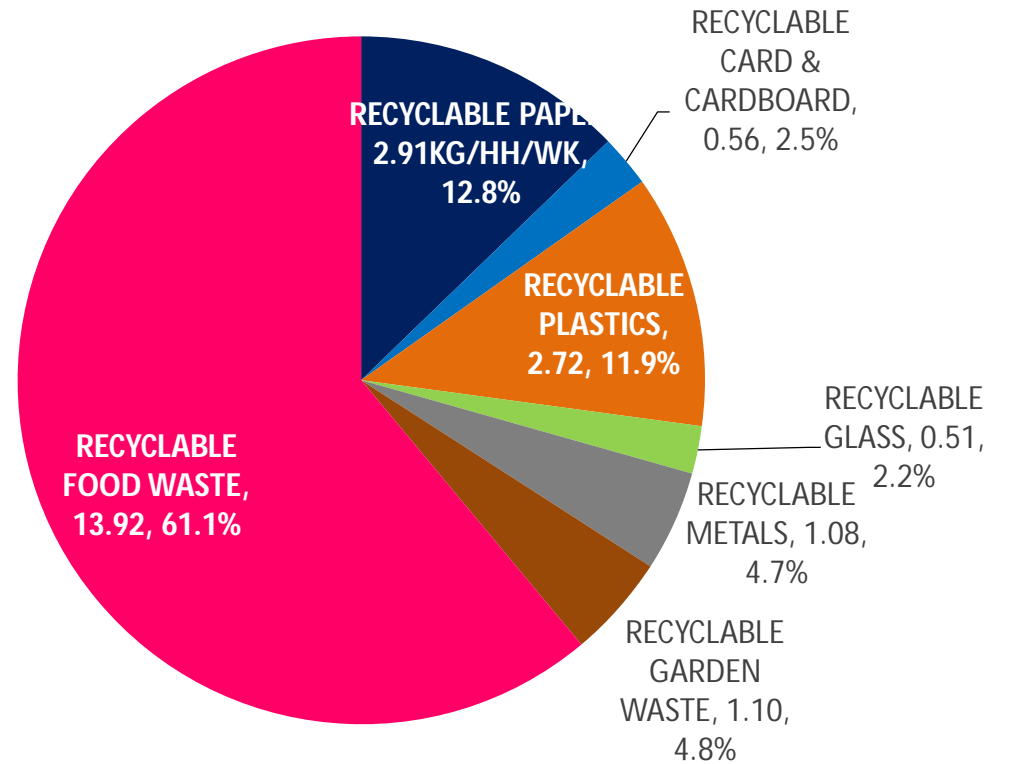
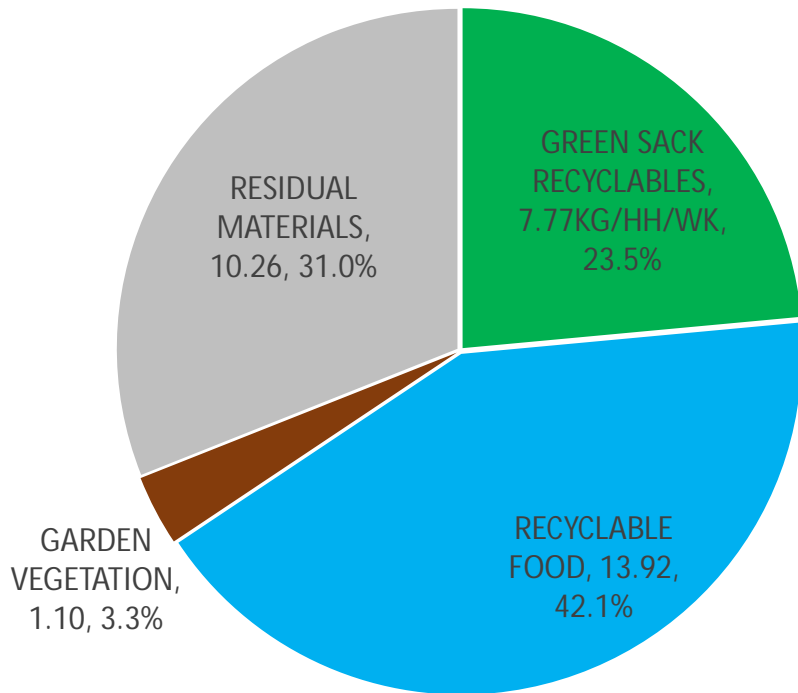
Figure 8 clearly shows the levels of residual materials currently collectable in the recycling collections available in Hackney. Over 61% of the recyclable material is food waste with 15% recyclable paper and card, 12% recyclable plastics, 5% garden waste, 5% recyclable metals and 2% glass bottles and jars.

Table 9: Kg/hh/wk of residual waste potentially recyclable (Kg/hh/wk)

RECYCLABLE CONTENT	% COMPOSITION	KG/HH/WK
RECYCLABLE PAPER	8.80%	2.91
RECYCLABLE CARD & CARDBOARD	1.69%	0.56
RECYCLABLE PLASTICS	8.23%	2.72
RECYCLABLE GLASS	1.53%	0.51
RECYCLABLE METALS	3.26%	1.08
RECYCLABLE GARDEN WASTE	3.34%	1.10
RECYCLABLE FOOD WASTE	42.12%	13.92
TOTAL KERBSIDE RECYCLABLE	68.97%	22.80

Figure 8: Residual waste potentially recyclable (Kg/hh/wk and %)

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Dry recycling waste

Set out rates and waste generation

Figures below show the set out rates and generation rates for mixed kerbside recycling (green sacks) observed at the time waste was collected for compositional analysis. The overall amount of waste in kilograms per household per week is derived from the number of households who could set out waste and not just those that are participating.

An average of 85% of households across the Hackney samples set out green sacks for collection. An average of 5.12kg/hh/wk of this mixed recycling is generated.

Compositional analysis of mixed recycling sacks

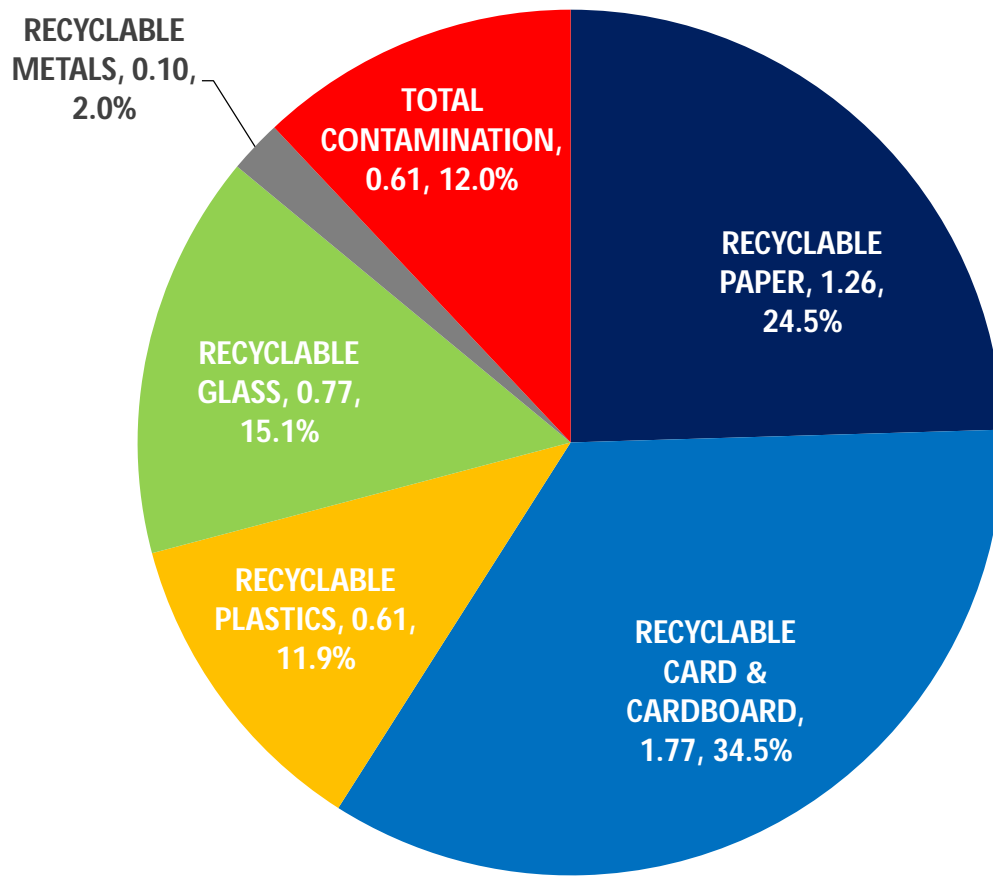
This section looks at average amounts and composition of the green recycling sacks presented by households sampled throughout Hackney. Hand sorting of the recycling waste gave concentration by weight figures for the fifteen main categories of waste as well as the more detailed sub-categories. Results can again be expressed in terms of percentage concentration and kg/hh/wk. Table 10 and Figure 9 show recycling data in terms of percentage composition and kg/hh/wk.

As residual waste will contain a proportion that is classified as recyclable; then recycling waste will contain a fraction that is deemed to contamination. That is to say that it is not compatible with the materials currently acceptable to the recycling container it is placed into.

Table 10: Composition of mixed recycling

RECYCLABLE CONTENT	% COMPOSITION	KG/HH/WK
RECYCLABLE PAPER	24.53%	1.26
RECYCLABLE CARD & CARDBOARD	34.49%	1.77
RECYCLABLE PLASTICS	11.86%	0.61
RECYCLABLE GLASS	15.11%	0.77
RECYCLABLE METALS	2.00%	0.10
TOTAL ACCEPTABLE MATERIALS	87.99%	4.50
TOTAL CONTAMINATION	12.01%	0.61

Figure 9: Composition of mixed recycling



This section looks in more detail at the individual materials placed out for mixed recycling collections and highlights the effectiveness with which this scheme is capturing these items. Looking at the relationship between the residual and recycling waste streams presented will additionally give indications as to the overall diversion being achieved in the sample area.

Table 11 summarises the capture rates seen for the range of materials collected in mixed recycling bags. These figures are calculated by determining the distribution of recyclables across all waste streams for all households surveyed.

It can be seen that households are recycling just 30% of their recyclable paper compared with 76% of their recyclable card and cardboard using their green sacks.

Less than a fifth of the recyclable plastics disposed of are placed into green recycling sacks

Glass bottles and jars are the more effectively recycled material with 60% placed into recycling sacks; however less than 9% of recyclable metals are correctly disposed of.

Overall, just under 37% of all the items compatible with green recycling sacks are correctly disposed of.

Table 11: Summary table for material capture rates (%) mixed recycling

CAPTURE RATES KERBSIDE RECYCLABLES	CORRECTLY RECYCLED (KG/HH/WK)	UNRECYCLED (KG/HH/WK)	TOTAL (KG/HH/WK)	% CAPTURED
RECYCLABLE PAPER	1.26	2.91	4.17	30.14%
RECYCLABLE CARD & CARDBOARD	1.77	0.56	2.32	75.95%
RECYCLABLE PLASTICS	0.61	2.72	3.33	18.24%
RECYCLABLE GLASS	0.77	0.51	1.28	60.41%
RECYCLABLE METALS	0.10	1.08	1.18	8.66%
ALL MIXED RECYCLABLES	4.50	7.77	12.28	36.68%

Paper Capture

There are many different forms of paper and therefore decisions have to be made by residents as to whether a particular piece is to go into the recycling or residual waste. Households surveyed generated 4.17kg/hh/wk of recyclable paper with 1.26kg/hh/wk placed into green recycling sacks. This represents an average capture of 30.1% with 2.91kg/hh/wk not being recycled.

Card & Cardboard Capture

Households surveyed generated 2.32kg/hh/wk of recyclable card, cardboard and cartons with 1.77kg/hh/wk placed into green recycling sacks. This represents an average capture of 76.0% with 0.56kg/hh/wk not being recycled. Clean disposable plates had the highest capture rates of 96% compared with 82% for other card and cardboard and 48% for liquid cartons.

Plastics Capture

Households surveyed generated 3.33kg/hh/wk of recyclable plastics with just 0.61kg/hh/wk placed into green recycling sacks. This represents an average capture of 18.2% with 2.72kg/hh/wk not being recycled. Plastic bottles were the most effectively captured with 53% placed into green recycling sacks. This compares with capture rates of 17% for black food containers, 14.5% for non-black food containers, 5% for plastic bags and 3% for clean plastic plates and cups. Around 5% of the plastic food containers which were recycled were black.

Metals Capture

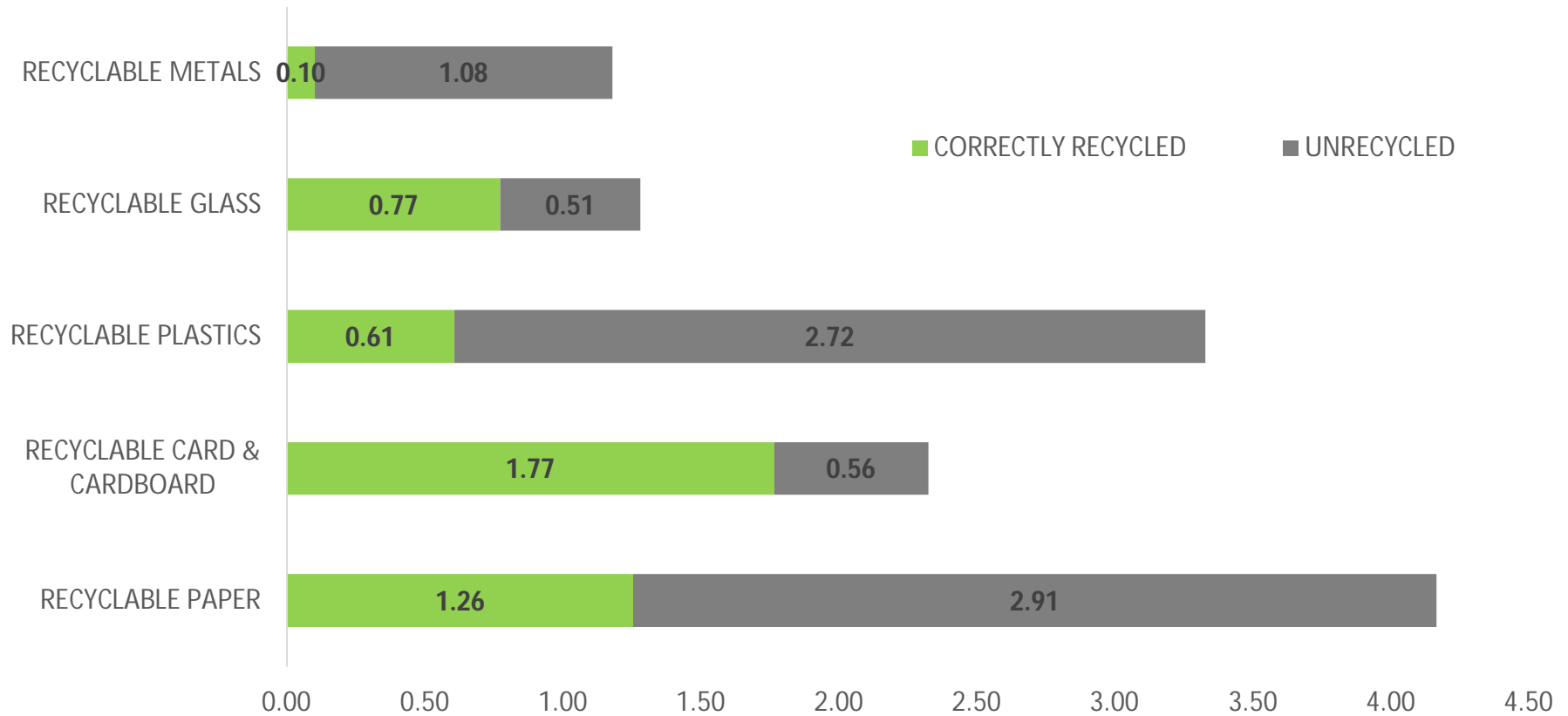
Households surveyed generated 1.18kg/hh/wk of recyclable metals with just 0.10kg/hh/wk placed into green recycling sacks. This represents an average capture of 8.7% with 1.1kg/hh/wk not being recycled. Whereas 29% of tins, cans and aerosols were recycled, just 2% of discarded foil and foil trays were placed into green recycling sacks.

Glass Capture

Households surveyed generated 1.28kg/hh/wk of recyclable glass bottles and jars with 0.77kg/hh/wk placed into green recycling sacks. This represents an average capture of 60.4% with 0.51kg/hh/wk not being recycled.

Figure 10: Distribution of recyclable materials (kg/hh/wk)

In total, 12.3% of materials compatible with green recycling sacks are disposed of at the kerbside. Of these, 4.50 or 36.7% are correctly recycled. This means that there is 7.8kg/hh/wk of recyclable material not being placed into green sacks.



Recycling Contamination

Table 10 shows that on average 0.61kg/hh/wk of the items present in recycling bins are made up of contamination. This equates to around 12%. This section looks to breakdown the amounts and concentrations of various contaminants being placed into the recycling in Hackney.

Some forms of contamination may be due to residents' lack of knowledge in relation to the recycling scheme. For example, a householder may believe anything metallic is acceptable with tins and cans. Other contamination will be formed from waste that is totally unrelated to the materials collected (i.e. disposable nappies, wood or food waste). Table 10 and Figure 11 show the amounts of contamination materials recovered from the recycling bins

Table 10: Unacceptable materials within in the mixed recycling

CONTAMINATION	% COMPOSITION	KG/HH/WK
NON-RECYCLABLE PAPER & CARD	1.71%	0.09
NON-RECYCLABLE PLASTICS	2.99%	0.15
NON-RECYCLABLE METALS	4.19%	0.21
FOOD WASTE	0.95%	0.05
CONTAINED LIQUIDS	0.65%	0.03
ALL OTHER MATERIALS	1.52%	0.08
TOTAL CONTAMINATION	12.01%	0.61

- Overall, it was seen that the most prevalent single contaminant in the recycling bins was scrap metal. This accounted for 35% of contamination; equating to 4.2% or 0.21kg/hh/wk of collected recycling.
- Non-recyclable plastics accounted for 25% of contamination; equating to 3.0% or 0.15kg/hh/wk of collected recycling. Three quarters of plastic contamination was due to plastic films with the remainder mainly mixed general plastics with a small amount of heavily food soiled plates.
- Just over 14% of contamination as due to non-recyclable paper and card. This accounted for 1.7% or 0.1kg/hh/wk of collected recycling.
- 13.3% of contamination was due to food waste and bottled liquids. Combined these materials formed 1.6% or 0.08kg/hh/wk of the collected recycling.
- The remaining contamination was due to general residual waste materials including textiles and hazardous waste (printer cartridges).

Food recycling waste

Set out rates and waste generation

On average, just 12% of households within the Hackney sample area presented blue food waste bins for collection. The low uptake of this service resulted in an average waste generation rate of 0.45kg/hh/wk.

Compositional analysis of food recycling

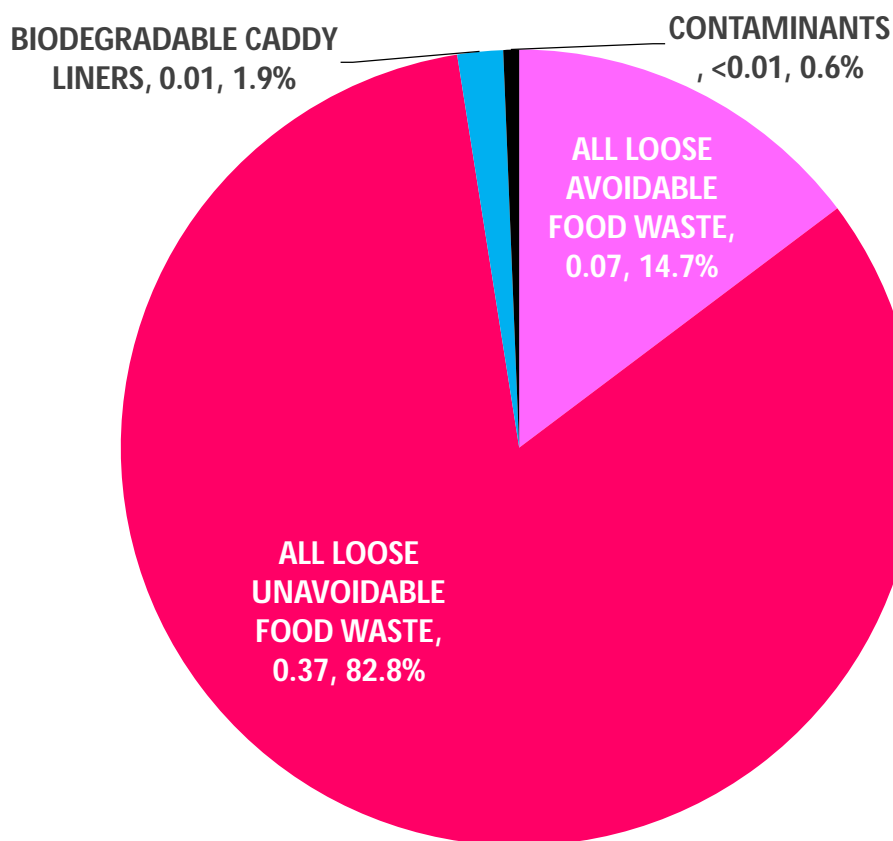
This section looks at average amounts and composition of the food recycling waste presented by the households sampled. Hand sorting of the recycling waste gives concentration by weight figures for the fifteen main categories of waste as well as the more detailed sub-categories. Results can again be expressed in terms of percentage concentration and kg/hh/wk. Table 11 shows food recycling composition.

As residual waste will contain a proportion that is classified as potentially recyclable; then food recycling waste will contain a fraction that is deemed to be contamination. That is to say that it is not compatible with the materials currently acceptable to the recycling containers it is placed into.

Table 11: Composition of food recycling (kg/hh/wk and %)

FOOD RECYCLING (%)	% COMPOSITION	KG/HH/WK
ALL LOOSE AVOIDABLE FOOD WASTE	14.74%	0.07
ALL LOOSE UNAVOIDABLE FOOD WASTE	82.77%	0.37
BIODEGRADABLE CADDY LINERS	1.85%	0.01
CONTAMINANTS	0.65%	0.00
TOTAL	100.00%	0.45

Figure 11: Composition of food recycling (kg/hh/wk and %)



Materials placed in food recycling bins

This chapter looks in more detail at the individual materials placed out for food recycling collections and highlights the effectiveness with which the scheme is capturing these items. Looking at the relationship between the residual and recycling waste streams presented will additionally give indications as to the overall diversion being achieved in the Hackney samples.

Table 12 summarises the capture and diversion rates seen for the food waste. These figures are calculated by determining the distribution of recyclables across all waste streams for all of the households selected for survey within each sample. Across Hackney, just 3.1% of all acceptable food is being correctly recycled at the kerbside.

Table 12: Summary table for material capture rates (%) for food recycling

FOOD CAPTURE RATES (%)	CORRECTLY RECYCLED (KG/HH/WK)	UNRECYCLED (KG/HH/WK)	TOTAL (KG/HH/WK)	% CAPTURED
AVOIDABLE FOOD WASTE	0.07	8.69	8.76	0.75%
UNAVOIDABLE FOOD WASTE	0.37	5.28	5.65	6.54%
ALL FOOD WASTE*	0.44	13.97	14.42	3.08%

*includes acceptable liners

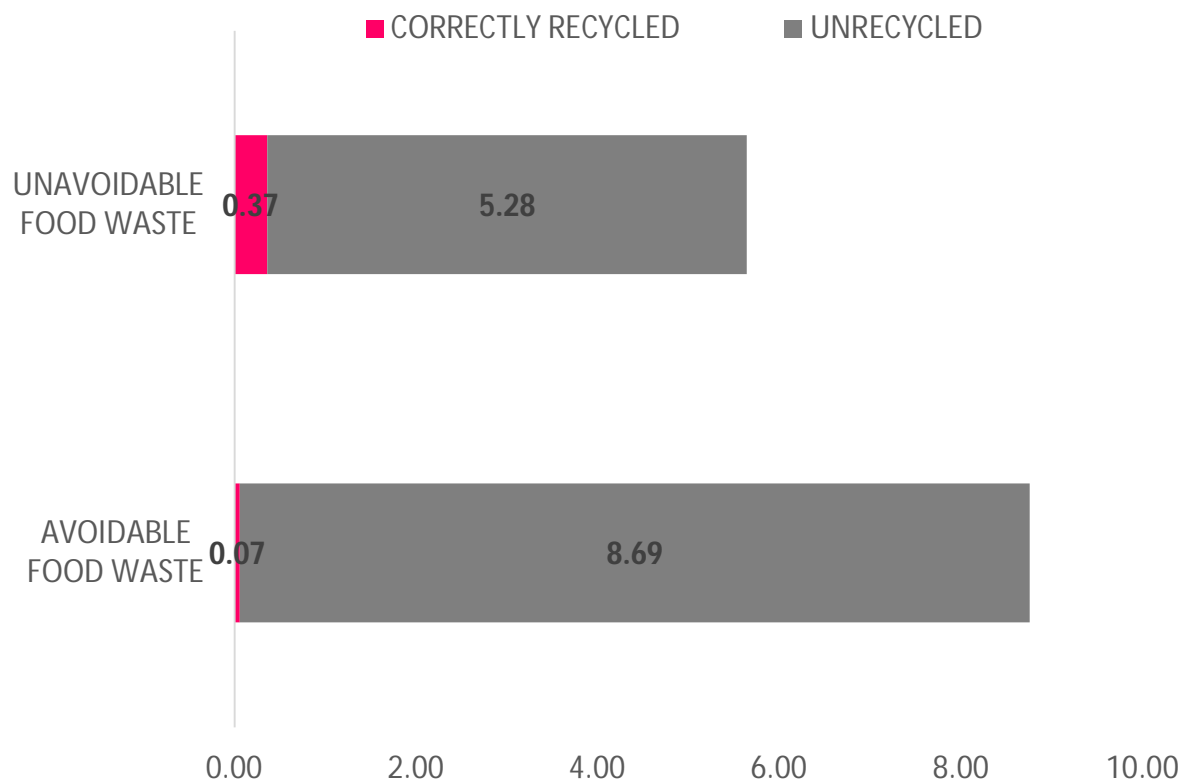
Food Waste Capture

Overall residents from the surveyed households are generating a total of 14.4kg/hh/wk of food waste. This is the equivalent of 752kg per annum. Of all the food waste disposed of just 3.1% is correctly recycled in blue bins. This is the equivalent of 0.44kg/hh/wk or just 23kg per annum.

Capture rates for unavoidable food waste such as skin, peel, shells and bone were seen to be higher (.5%) than those seen for avoidable (i.e. uneaten) food waste (<0.8%). Of all the food recycled, 83% is unavoidable. In contrast the food in the residual bins that is not recycled is 38% unavoidable. This suggests inedible food preparation by-products are being recycled by a few households with practically no wasted edible foods – such as plate scrapings.

No packaged food was observed in the collected recycling.

Figure 12: Distribution of recyclable food (kg/hh/wk)



Food Recycling Contamination

From the results we can see that overall contamination within the food containers was fairly low averaging very low at <0.01kg/hh/wk or 0.7%. All of the contamination was seen to be either plastic food wrap or carrier bags used instead of the acceptable bin liners.

Overall Waste Generation & Diversion

Total waste generation levels & diversion

Capture rates determine how much of a material that should be recycled actually is being recycled. Diversion rates show the percentage of total generated waste produced from an area that is being 'Diverted' via the available recycling stream(s). Table 13 and Figure 13 show the total waste generation (residual, dry recycling and food recycling). Table 14 and Figure 13 show the overall proportion of material that is being correctly diverted.

In total the households surveyed are placing 38.6kg/hh/wk of waste and recycling out for kerbside collections. This amount excludes Any garden waste which was not part of this survey. This equates to 2.02tonnes per annum per household. Around 86% of the material disposed of is contained within residual bins (33.1kg/hh/wk or 1.72 tonners per annum).

Table 13: Average waste generation levels (kg/hh/wk)

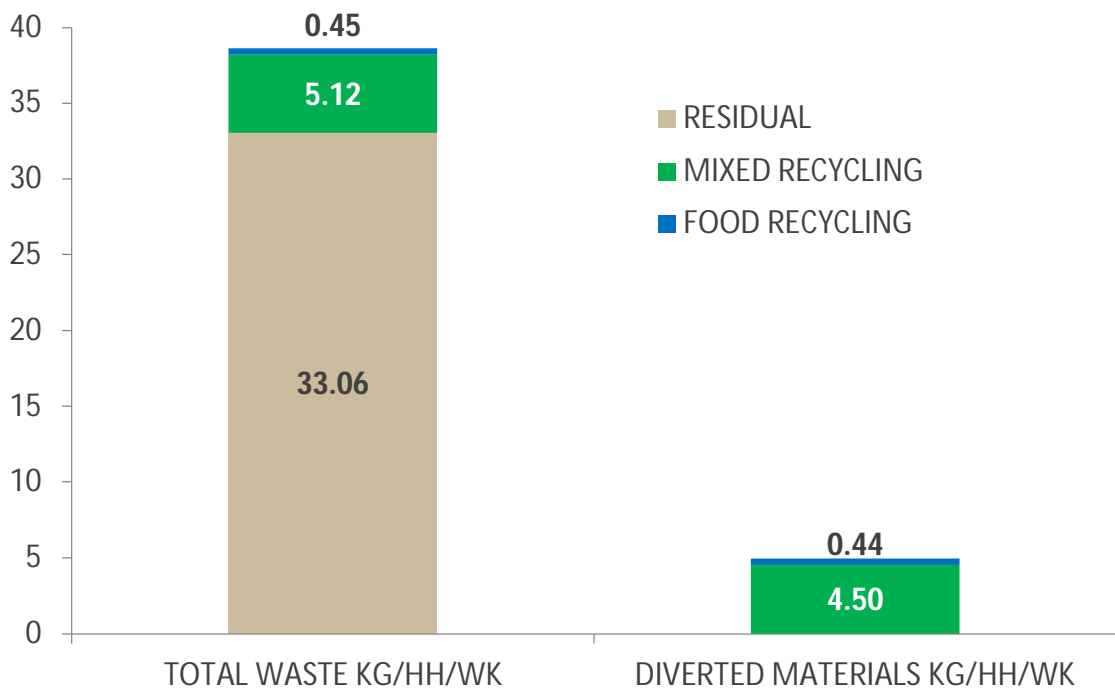
TOTAL WASTE KG/HH/WK	KG/HH/WK	TONNES PER ANNUM
RESIDUAL WASTE	33.06	1.72
MIXED RECYCLING	5.12	0.27
FOOD RECYCLING	0.45	0.02
TOTAL	38.62	2.02

When combining the diversion achieved from all recycling streams it is estimated that households are diverting around 12.8% of their kerbside waste. This represents around 4.95kg/hh/wk of the 38.6kg/hh/wk being generated. Around 11.7% of is diverted via green recycling sacks with just 1.2% via food collections. Were all of the recyclable materials disposed of in the desired recycling container the maximum achievable diversion would be 69.1% and the majority of this would be via food recycling bins.

Table 14: Overall % diversion

DIVERSION RATES	CURRENT % DIVERSION	MAXIMUM ACHIEVABLE
MIXED RECYCLING	11.66%	31.79%
FOOD RECYCLING	1.15%	37.33%
TOTAL	12.81%	69.12%

Figure 13: Total waste generation and diverted proportion (kg/hh/wk)



Draft Waste Enforcement Policy






for Street-Level Properties



1. Introduction and background

- 1.1 We are facing a climate emergency and we all have a responsibility to reduce our impact on the environment and to tackle global heating. One way to do this is to use less, reuse items where possible and recycle more, which reduces carbon emissions from landfill and means we use fewer natural resources and produce fewer emissions to make new products.
- 1.2 Research tells us that over half the waste thrown away in the non-recyclable collection in Hackney is recyclable and we therefore need to encourage people to use less and recycle more.
- 1.3 Hackney Council provides comprehensive weekly recycling services and to encourage our residents to use these services Hackney will no longer be collecting non-recyclables on a weekly basis from street-level properties. By reducing non-recyclable waste collections, other London boroughs have increased recycling by over 4%.
- 1.4 Non-recyclables will now be collected from one 180 litre wheelie bin where space is available at the property, and from Council-issued sacks where space is not available (recycling containment will remain unchanged). To ensure that the new containment is adhered to the Council has produced this Domestic Waste Management: Enforcement Procedures and Guidelines document.
- 1.5 The aim of this document is to provide clarity around the Council's waste management enforcement duties and powers, outline good practice in the delivery of these enforcement duties and to ensure a consistent approach is taken throughout.
- 1.6 Section 2 of this document outlines the new collection service for street-level properties. Sections 3 and 4 introduce the principles of enforcement and the relevant legislation, and Section 5 explains how the Council will use its enforcement powers in relation to residential waste management.

2. Hackney Waste & Recycling Service Policy

2.1 Hackney Council has developed a new Domestic Waste and Recycling Policy for street-level properties which can be found in full on our website and summarised below.

General Waste*	Space in front or to the rear of property for a 180 litre wheelie bin	Space in front of property but obstructions present	No space at all outside of the property
	 A single 180 litre wheelie bin stored on own property collected once per fortnight	 Up to two 90-litre dustbins collected once per fortnight	 A single 180 litre wheelie bin stored on street* collected once per fortnight
Mixed dry recycling	All properties		
Collected every week	 Weekly unlimited green sacks		
Food recycling	Space for 23 litre caddy		No space for 23 litre caddy
	 Weekly food waste collection, additional caddies on request		Contact council for alternative solutions

Garden waste Collected every week	Space for 140 litre bin	No space for 140 litre bin
		

** the bin will need to be kept tight against the property boundary to ensure sufficient space to pass. Where this isn't upheld or where other factors mean pass space is limited, alternative arrangements will need to be made.*

3. Enforcement and the law

3.1 Enforcement is any formal or informal action taken to prevent or rectify infringements of the law. The Enforcement options may differ where different areas of legislation are applicable but the principles of application should remain in line with service standards.

3.2 The Council has adopted two sets of standards to guide its enforcement activities:

- The Regulatory Compliance Code
- The Enforcement Concordat (adopted by the Council in 1998)

3.3 The Council and its employees explicitly authorised to undertake enforcement duties will be guided by these standards to ensure that:

- the right person is identified
- the correct legislation will be used and explained
- officers show fairness, independence and objectiveness
- a balance is struck between the risk and rights of the individual
- actions are consistent
- enough evidence is obtained
- action taken is in the public interest
- individual circumstances are considered
- any written correspondence both advisory and legal will comply with legislative and Council customer care guidelines i.e. clear, jargon free etc.

3.4 Enforcement includes visits, inspections, verbal and written advice or information on legal requirements and good practice, assistance with compliance, written warnings, the servicing of statutory notices, issuing fixed penalty notices, formal cautions, prosecution, seizure and detention, works in default and injunctions.

4. Legislation

- 4.1 The Environmental Protection Act 1990 Section 45(1)(a) states that it is the duty of each Waste Collection Authority (WCA) to arrange for the collection of household waste in its geographical area provided it is absolutely clear that the items are being presented for collection by the waste authority. To ensure that it is clear the Council can require the waste to be presented in the appropriate container (and the Council is permitted to stipulate the size of that container).
- 4.2 As a householder, you have a duty to take all reasonable measures available to you in the circumstances to ensure that you only transfer household waste produced on your property to an authorised person- in the case of regular black bag domestic waste the authorised person is the Council.
- 4.3 Furthermore residents must take all reasonable steps to:
- prevent unauthorised or harmful deposit, treatment or disposal of waste
 - prevent the escape of waste from your control
- 4.4 It is the responsibility of the Council to ensure that residents comply with this duty and the main legislation that can be applicable with regard to resident waste enforcement includes:
- Environment Protection Act 1990 (EPA)
 - Control of Pollution (Amendment) Act 1989
 - Controlled Waste Regulations 1992/ 2012
 - Clean Neighbourhoods and Environment Act 2005
 - Police and Criminal Evidence Act 1984
 - Criminal Procedure and Investigations Act 1996
 - Regulations of Investigatory Powers Act 2000
 - Refuse Disposal (Amenity) Act 1978
 - Town and Country Planning Act 1990
 - Prevention of Damage by Pests Act 1949
 - Anti-social Behaviour, Crime and Policing Act 2014
- 4.5 The central legislation that the Council will employ to ensure domestic waste is managed correctly is Section 46 of the Environmental Protection Act (1990). Under section 46 (1) Where a waste collection authority has a duty by virtue of section 45(1)(a) above to arrange for the collection of household waste from any premises, the authority may, by notice served on him, require the occupier to place the waste for collection in receptacles of a kind and number specified.

4.6 In making these requirements the authority may dictate:

- the size, construction and maintenance of the receptacles;
- the placing of the receptacles for the purpose of facilitating the emptying of them, and access to the receptacles for that purpose;
- the placing of the receptacles for that purpose on highways;
- the substances or articles which may or may not be put into the receptacles or compartments of receptacles of any description and the precautions to be taken where particular substances or articles are put into them;
- the steps to be taken by occupiers of premises to facilitate the collection of waste from the receptacles;
- the removal of the receptacles placed for the purpose of facilitating the emptying of them; and
- the time when the receptacles must be placed for that purpose and removed.

4.7 A waste collection authority is not obliged to collect household waste that is placed for collection in contravention of a requirement under this section; this means that if waste is not presented in line with the policy set by Hackney Council then the Council is not required to collect it. Furthermore, as per section 4.1 above, if the waste is not presented as required then the Council cannot be absolutely sure that the items are being presented for collection by the waste authority.

5. Enforcement

5.1 Hackney Council will apply a measured and balanced approach to enforcement of residential waste issues and will ensure that householders are not penalised for minor breaches of waste bin rules (except where they are intentionally repeated).

5.2 In line with good practice Hackney Council will inform and educate residents in the first instance and only where this approach fails will penalty notices be considered. Our education and enforcement process is described below.



5.3 **Stage 1: Educate & Encourage**

During the transition period from weekly to fortnightly waste collections the emphasis will be on encouraging residents to review their waste production and separation behaviours and to identify any areas that can be improved. Hackney will ensure that information and support is available when required and instructions explained in a simple and straightforward manner.

5.4 **Stage 2: Letter or leaflet to all residents**

Residents will be contacted by letter/leaflet when they are due to transition to fortnightly collections with a final reminder of the instructions for the new service. At this time any new bins and liners will be available to ensure that residents have everything they need to successfully minimise their waste and increase their recycling.

5.5 **Stage 3: Warning letter to offenders**

A written warning may be given where an authorised officer of the Council is satisfied that a person has failed, without reasonable excuse, to comply with a requirement about the presentation for collection of household waste, and satisfied on reasonable grounds that, (a) the conduct of the individual or body is having a detrimental effect, of a persistent or continuing nature, on the quality of life of those in the locality, and (b) the conduct is unreasonable.

Where this situation arises the household will receive a Community Protection Warning letter and, where possible, this letter will be accompanied by a visit from an officer from the Behaviour Change Team. The letter will explain:

- how they have broken the waste collection rules;
- how this has (or is likely to) cause a nuisance or have a negative effect on local amenities;
- what they must do and how long they've got to fix the problem;
- what will happen if they don't comply.

Accompanying this Community Protection Warning letter will be a section 46 (Environmental Protection Act 1990) notice which will detail exactly what should be done with each waste stream, including containment instructions.

It is hoped that the information provided at Stage 3 will address the majority of issues and further formal enforcement will not be necessary.

5.6 **Stage 4: Final formal warning- Community Protection Notice**

Where a Community Protection Warning letter has been given in respect of a failure to comply with the domestic waste and recycling policy and a further failure is recorded by the same household within 12 months*, then an officer from the Behaviour Change Team will visit the household to explain the details of the offence, and attempt to work with the household to put in place measures that will avoid any further incident of non-compliance and to avoid any further enforcement action.

The household will also be served with a final formal warning in the form of a Community Protection Notice served under the Anti-social Behaviour, Crime and Policing Act 2014. The Community Protection Notice may impose (a) a requirement to stop doing specified things; and/or (b) a requirement to do specified things; and/or (c) a requirement to take reasonable steps to achieve specified results. These requirements will be reasonable in order (a) to prevent the detrimental effect from continuing or recurring, and/or (b) to reduce that detrimental effect or to reduce the risk of its continuance or recurrence. The Community Protection Notice will also explain that any breach of the notice will result in financial penalty as well as detail the grounds and process by which the recipient may appeal it.

*If the offence is not within 12 months of the last offence, or there are new occupiers of the property, then a Community Protection Warning will be served as per Stage 3.

5.7 **Stage 5: Fixed penalty notice**

A person issued with a Community Protection Notice that fails to comply commits an offence under section 48 of the Anti-social Behaviour, Crime and Policing Act 2014. A person shall be guilty of an offence under this section is liable on summary conviction to a fine not exceeding level 4 (currently £2,500) on the standard scale (or an unlimited fine in the case of a body rather than an individual).

A person does not commit an offence under this section if (a) the person took all reasonable steps to comply with the notice, or (b) there is some other reasonable excuse for the failure to comply.

Under Section 52 of the same legislation an authorised person may issue a fixed penalty notice (FPN) to anyone who that person has reason to believe has committed an offence under section 48. The fixed penalty notice is a notice offering the person the opportunity of discharging any liability to conviction for the offence by payment of a fixed penalty notice to a local authority specified in the notice. The issuance of this Community Protection FPN will be at the discretion of the Council and will depend on the particulars of each case.

5.8 **Stage 6: Prosecution for Persistent Offenders**

Any households who repeatedly fail to comply with the Community Protection Notice will be subject to prosecution action and will not be offered the opportunity to discharge their liability by payment of a fixed penalty.

6 **Maintaining the Streetscene**

It is important that the service change does not have a negative long-term impact on the streetscene and there is legislation available to the Council to address this.

6.1 *Section 33 Environmental Protection Act - Fly Tipping*

Dumping of waste on the highway will be investigated by enforcement officers and where there is sufficient evidence that waste has been illegally deposited contrary to section 33 of the Environmental Protection Act 1990, then the perpetrator may be prosecuted. Where a section 33 offence has occurred the Council also has the option to serve a Section 33ZA offering the perpetrator the opportunity to discharge any liability to conviction for the above offence by payment of a fixed penalty (which at the time of writing is £400). This also includes the dumping of waste in or around bins other than your own.

6.2 *Prevention of Damage by Pests Act 1949*

If it appears to the local authority that steps should be taken to keep land free from rats, mice and other pests, they may serve on the owner or occupier of the land a notice requiring him to take necessary action within a reasonable period that may be specified in the notice.

6.3 Houses with Multiple Occupancy (HMOs)

Where it is appropriate some HMOs will receive fortnightly collections. It will be the responsibility of both the tenants and the landlord to ensure waste is presented correctly for collection (and as such both will be served with a section 46 notice). If there are more than 4 occupants in a HMO then they can apply for an assessment that works the same way as the 'Large Family' policy. The outcome will be dependent on the assessment but it is likely that for households with more than 8 individuals we would provide shared facilities.

Frequently Asked Questions

As the waste authority aren't you obliged to take my waste?

The Environmental Protection Act (EPA) 1990 Section 45(1)(a) states that it is the duty of each Waste Collection Authority (WCA) to arrange for the collection of household waste in its geographical area provided it is absolutely clear that the items are being presented for collection by the waste authority. To ensure that it is clear we require the waste be presented in the appropriate container (and the Council is permitted to stipulate the size of that container).

How do I know what is appropriate containment?

There will be information sent out during the roll-out of fortnightly collections and all details are available on our website. We will also be sending out Section 46 (of the Environmental Protection Act 1990) notices which is an administrative notice formally explaining how you should present your waste for collection.

What if residents appeal the Section 46 notices?

There is no right of appeal where the local authority provides the receptacles; it can only be challenged by a judicial review in the High Court. However, the notices are primarily there to educate the recipient on how to present their waste for collection; we will not take enforcement action on the back of these notices and so there shouldn't be any reason to appeal them. If there is a mistake on the notice then please let us know and we'll correct it.

What if I don't want to recycle my waste, you can't force me to?

Through section 46 EPA (1990) we are able to state what receptacles we will collect waste and recycling in and at what frequency they will be collected. We are under no obligation to collect any waste that is not contained within these receptacles (nor would we have any way of knowing whether uncontained waste was intended to be collected by us). If you don't recycle then you will overproduce general waste and you will need to find an alternative legal way of disposing of it rather than your standard fortnightly Council collection.

What will you do to ensure my neighbourhood won't become a mess?

We will have a dedicated Behaviour Change Team that will work with residents leading up to and after the introduction of fortnightly collections. Part of the remit of this team will be to ensure that neighbourhoods don't suffer in the long-term. Where possible, the team will investigate any reports of dumping received from residents and our waste crews, as well as making proactive patrols themselves. Perpetrators of dumping will be educated and where this is unsuccessful repeat offenders will be subject to enforcement action.

We will not permit build up of waste on land and have the enforcement powers to require householders/landlords to remove waste within strict timescales.

How will you avoid fining people for genuine mistakes?

Residents will have been educated several times about their waste collections, including at least one face-to-face visit by an officer from the Behaviour Change Team, before they potentially face a penalty notice.

The legal correspondence you have sent is not in a language I understand

When asked we will always provide residents with assistance to understand correspondence where possible, however there is no obligation on the Council to provide letters and notices into any other language than English.

Aren't Community Protection Notices for businesses?

The Litter Strategy for England 2017 section 4.1.4 advocates the use of CPNs as a replacement for litter clearance notices (section 92 and section 93 of the Environmental Protection Act). This therefore makes them appropriate for residents and businesses, and in fact the Litter Strategy further states that they are primarily for residential use.

Can I appeal my Community Protection Notice and/or Fixed Penalty Notice?

A right of appeal against a Community Protection Notice or its terms lies to a Magistrates' Court within 21 days of issue.

A failure to comply with a Community Protection Notice without reasonable excuse is a summary offence carrying a maximum penalty on conviction of a fine of up to level 4 for individuals. Alternatively, an Authorised Person may issue a Fixed Penalty Notice (max £100) conferring immunity from prosecution for that offence if paid within 14 days. If this FPN is served and remains unpaid, any appeal or trial will be referred to the Magistrates Court.

I pay my council tax, you can't charge me to collect my waste.

The Controlled Waste Regulations 2012 Schedule 1 section 4 provides a table of household waste for which collection and disposal charges may be made. One such waste type is 'Any article of waste which does not fit or cannot be fitted into (a) a receptacle for household waste provided in accordance with section 46 of the Act'. Therefore if we supply a household with containment and state in a section 46 notice that that alone must be used, then we can charge for any waste that does not fit into the stated containment.

However, we do not intend to charge residents to collect their waste. If a household overproduces waste then the preferred option is that they transport the waste to a Household Waste and Recycling Centre and dispose of it for free. Nonetheless the Council feel that it is in the best interests of residents to have a special collection service available for one-off collections (which will be administered through the bulky waste collection service). We will only charge for the collection, never for the disposal.

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DRAFT DOMESTIC WASTE AND RECYCLING POLICY




Instructions for Street-Level Properties Only

1. Introduction and background

- 1.1** We are facing a climate emergency and we all have a responsibility to reduce our impact on the environment and to tackle global heating. One way to do this is to use less, reuse items where possible and recycle more, which reduces carbon emissions from landfill and means we use fewer natural resources and produce fewer emissions to make new products.
- 1.2** Research tells us that over half the waste thrown away in the non-recyclable collection in Hackney is recyclable and we therefore need to encourage people to use less and recycle more.
- 1.3** Hackney Council provides comprehensive weekly recycling services and to encourage our residents to use these services Hackney will no longer be collecting non-recyclables on a weekly basis from street-level properties. By reducing non-recyclable waste collections, other London boroughs have increased recycling by over 4%.
- 1.4** Non-recyclables (general waste/rubbish) will now be collected fortnightly (once every 2 weeks) from one 180 litre wheeled bin where space is available at the property, and from Council-issued sacks where space is not available (recycling containment will remain unchanged). Recycling services will remain unchanged.
- 1.5** The aim of this document is to provide clarity around the Council's waste policy to ensure residents are fully informed as to what they can expect from the Council and what the Council expects from residents in relation to waste and recycling collections.
- 1.6** On certain busy streets in the borough there is a time banded collection system in place for waste and recycling. On these streets businesses and residents are only allowed to place waste outside at certain times to ensure high streets and town centres remain as clean and clear as possible. The waste and recycling arrangements in place in these areas **will not change** when street-level properties move to fortnightly waste collections.
- 1.7** It is recommended that this policy is read in conjunction with our Waste Enforcement Policy for Street-Level Properties, which can be found on our website.

2. Waste Containment

2.1 General Waste (non-recyclable rubbish) Containment


	Space in front or to the rear of property for a 180 litre wheelie bin	Space in front of property but obstructions present	No space at all outside of the property
General Waste	 <p>A single 180 litre wheelie bin stored on own property collected once per fortnight</p>	 <p>Up to two 90-litre dustbins collected once per fortnight</p>	 <p>A single 180 litre wheelie bin stored on street* collected once per fortnight</p>

** the bin will need to be kept tight against the property boundary to ensure sufficient space to pass. Where this isn't upheld or where other factors mean pass space is limited, alternative arrangements will need to be made.*

- 2.1.1 If there is sufficient space within the property boundary for your household to store a 180 litre wheelie bin then the Council will supply this bin for you and you will be required to use it (subject to 2.1.9 below). Your bin will be emptied once every 2 weeks. The Council will not collect waste that is not contained within your bin (please see section 4 for further explanation).
- 2.1.2 Our waste operatives cannot pull wheelie bins up and down more than 2 steps, so if there is space outside your property but there are steps preventing collection then the Council will supply 2 x 90 litre dustbins for you to store outside your property. Our operatives will collect the bags from inside the dustbins on collection day. Your two dustbins will be emptied once every 2 weeks.
- 2.1.3 If there is no space outside of your property, for example if your door opens directly onto the street or all available space within the property is taken up by your neighbours' bin(s), then the Council will supply you with a 180 litre wheelie bin which should be stored on the public highway (pavement) immediately outside your property and tight against your property boundary. Your bin will be emptied once every 2 weeks.

- 2.1.4 **Please note that storing a bin on the highway is a last resort and will only be permitted in unique and exceptional circumstances.**
- 2.1.5 All reasonable efforts should be made to keep the bin(s) within the boundary of your property. Reasonable efforts include making changes to bin housing to accommodate wheelie bins (i.e. if you have housing built for dustbins), storing your bin(s) in your back garden and moving it to the front of the property on collection day (you may use 2 x 90 litre dustbins for this if preferred), storing the bin on steps or entranceway where there is sufficient space to pass, and making minor landscape changes in front gardens to accommodate bins.
- 2.1.6 If you think you have no option to store a bin on your property then please contact the Council and we will arrange a visit. If we agree then we will give permission for the wheelie bins to be stored on the highway. Please be aware, however, that failure to keep your bin tight against your property boundary may result in the bin being removed and you being placed on a fortnightly sack service.
- 2.1.7 If there is no space outside of your property (as described above) and the highway is too narrow for a wheelie bin to be stored there (either because the pavement is less than approximately 2 metres wide or there is a tree/ street furniture present), then alternative arrangements will need to be made. If you think your property fits into this category then please contact the Council and we will arrange a visit.
- 2.1.8 Waste in your wheelie bin should be contained within sacks to keep your bin clean and to ensure litter is not created during collection. Repeated instances of loose waste in your bin may result in the bin not being collected.
- 2.1.9 Whilst the policy points above around general waste are provided for clarity and will apply respectively to the vast majority of street-level properties in the borough, the Council reserves the right to adjust the collection arrangements for the sake of efficiency and/or to mitigate against any issues. This may in some instances include properties remaining on a weekly collection.

2.2 Mixed Dry Recycling


Mixed dry recycling	All properties	
		Weekly unlimited green sacks

2.2.1 There will be no change to the mixed dry recycling policy so it will continue to be collected **weekly** from green sacks supplied by the Council.

2.2.2 Sacks will be delivered approximately every 3 months, although more can be requested.

2.2.3 The items that we accept in green sacks are detailed on our website.

2.3 Food Waste

Food recycling	Space outside property for a 23 litre caddy	No space for 23 litre caddy
		Contact council for alternative solutions
	Weekly food waste collection	

2.3.1 There will be no change to the food waste recycling policy so it will continue to be collected **weekly** from 23 litre caddies that are supplied by the Council.

2.3.2 Liners will be delivered approximately every 3 months, although more liners and caddies can be requested.

2.3.3 Accepted items in food waste caddies.



You can recycle all *raw and cooked* food waste:

- vegetables and peelings
- fish and fish bones
- fruit cores and skins
- bones
- bread, rice, pasta

- meat (raw or cooked)
- teabags, coffee granules
- egg shells
- plate scrapings
- cheese

2.3.4 If you do not have space for a caddy outside your property then please contact the Council and we will attempt to find an alternative option such as a nearby communal food waste bin.

2.4 Garden Waste

Garden waste (if required)	Either a 140 litre bin or a reusable sack	
		

2.4.1 There will be no change to the garden waste recycling policy so it will continue to be collected fortnightly from brown 140 litre wheelie bins or a reusable sack supplied by the Council.

3 Waste & Recycling Presentation on Collection Day

- 3.1 Wheelie bins should be placed unobstructed at your property boundary with the pavement (or as close as is possible) no later than 7am on collection day. **Bins should at no point be placed on the public highway** to avoid creating an obstruction and risking enforcement action (unless we have given you prior permission, see 2.1.3). Any unauthorised bins or bags on the highway will be subject to enforcement action and bins may not be emptied.
- 3.2 The service will be a "point of storage collection", so where bins are stored within the boundary of a property, they will be collected from that point, emptied and returned to the same point. Bins stored on the street will be emptied and returned to their original storage location.
- 3.3 Dustbins should be left as conveniently as possible and waste operatives will collect sacks directly from the dustbins.
- 3.4 Recycling sacks should be placed unobstructed at your property boundary with the pavement (or as close as is possible) no later than 7am on collection day. **Bags should at no point be placed on the public highway** (i.e. the pavement) to avoid obstruction except where there is no space outside of your property (if there is no space outside your property then bags are only permitted on the highway on collection day).
- 3.5 **Only recyclable materials should be placed in the recycling sacks (please see the Council's website for a list of all recyclable materials) and repeated contamination of recycling sacks by a household may result in that service being removed for that household.**
- 3.6 Twenty-three (23) litre food waste caddies should be placed unobstructed at the boundary with the pavement (or as close as is possible) no later than 7am on collection day. **Food bins should at no point be placed on the public highway** (i.e. the pavement) to avoid obstruction except where there is no space outside of your property (if there is no space outside your property then the caddies are only permitted on the highway on collection day). Any bins on the highway will not be emptied and will be subject to enforcement action and/or removed.

4 Overproduction of Waste

- 4.1 The Council's Waste and Recycling Policy has been designed to provide enough waste capacity for any household as long as they are recycling all recyclable materials, including food, and employing reasonable steps to reduce their waste output overall. **If there is still waste being produced that does not fit into the bins provided by the Council then the household is deemed to be overproducing waste and the Council will not collect this extra waste.**
- 4.2 All lids on bins must be closed. If they are not because there are too many bags in the bin then the offending bag will be classed as overproduced waste and will not be collected. Bags should not be excessively compressed within a bin as this can cause problems when emptying the bins.
- 4.3 If any overproduced waste is dumped on the public highway (i.e. the pavement) then the waste will be investigated and those responsible for the dumping will be subject to enforcement action, including the potential for fines and prosecution.

5 Hygiene and Medical Type Waste

5.1 Non-Clinical waste/ offensive waste

This describes healthcare and similar municipal waste, apart from clinical and hazardous waste. Examples include nappies, feminine hygiene products and incontinence waste. This is non-infectious waste and does not require specialist treatment or disposal.

5.2 Non-Clinical waste / offensive waste

The Council will collect non-clinical / offensive waste from residential properties where we have received a referral from either a GP or a hospital and the amount of offensive waste totals more than 7kgs per week. The Council will collect offensive waste from 'tiger bags' and can provide an extra bin to contain this waste prior to collection if preferred; please ask Hygiene Services when making arrangements for the offensive waste collections.

- 5.3 If the total amount of offensive waste is less than 7kgs per week then the waste can be placed in the normal residential waste stream.

- 5.4 If you have more than 7kgs of offensive waste to dispose of but it will not be routinely produced, then the Council will likely collect it as a 'one-off' collection. Please contact Hygiene Services to enquire about a 'one-off' collection.

5.5 Clinical waste

Clinical waste is defined as any waste which may cause infection to any person coming into contact with it. This may consist wholly or partly of: human or animal

tissue; blood or other body fluids; excretions; drugs or pharmaceutical products; swabs or dressings; syringes; needles or other sharp instruments. It is waste which unless rendered safe may prove hazardous to any person coming into contact with it.

5.6 Clinical waste collections

The Council will collect small sharps boxes on request; please contact Hygiene Services if you have a small sharps box for collection. For other clinical waste please contact your GP or chemist for advice on disposal.

Please do not dispose of drugs or pharmaceuticals in the regular waste or offensive waste collections; drugs or pharmaceuticals need to be returned to the GP or chemist where they came from.

5.7 To organise a collection or for any advice relating to offensive and/or clinical waste, please contact us by emailing: hygieneservicesupport@hackney.gov.uk or by calling on 020 8356 6688.

6 Large Family Policy

6.1 Large families are able to apply for extra bin capacity. For the purpose of the Large Family Policy a family must comprise:

- more than four people living in a single dwelling
and/or
- 4 people including one baby in nappies living in a single dwelling

6.2 Those who qualify as a Large Family under the above definition will need to apply for the extra capacity. They will then be contacted by an officer from the Behaviour Change Team to assess their needs, which may include an Assessment and Education Visit. Depending on the number of permanent residents they will receive the following capacity:

Number of permanent residents	Litres of containment for general waste*
4 including a baby in a nappy**	240 litre bin or extra 90 litre bin or special sack***
5-6	240 litre bin or extra 90 litre bin or special sack***
7+	2 x 180 litre bins per fortnight

* the exact literage will depend on the best containment method for the household

** this extra provision would only be available for 2 years.

*** Special sacks will be a coloured, logo-printed sacks provided by the Council.

- 6.3 A register will be kept of those households provided with extra capacity to account for nappy waste. After 2 years the extra capacity will be removed and the household will return to having a 180 litre limit on their waste to ensure consistency with regular households.
- 6.4 During the Assessment and Education Visit families will be educated about recycling and will be required to sign a Recycling Commitment, committing the household to recycling mixed dry recycling, food waste and garden waste, if applicable. Failure to meet the requirements of this commitment could mean that the extra capacity is reduced.
- 6.5 Large Families receiving extra capacity will also be served with a section 46 Notice to ensure that they only use the containment that has been supplied based on the assessment.

7 Houses of Multiple Occupancy

- 7.1 Houses of Multiple Occupancy are able to apply for extra bin capacity. It works in the same way as the Large Family Policy in that it only applies where more than four people are living in a single dwelling. Where this is the case they will then be contacted by an officer from the Behaviour Change Team to assess their needs, which may include an Assessment and Education Visit. Depending on the number of permanent residents they will receive the following capacity:

Number of permanent residents	Litres of containment for general waste*
4 including a baby in a nappy**	240 litre bin or extra 90 litre bin or special sack***
5-6	240 litre bin or extra 90 litre bin or special sack***
7+	2 x 180 litre bins per fortnight

* the exact literage will depend on the best containment method for the household

** this extra provision would only be available for 2 years.

*** Special sacks will be a coloured, logo-printed sacks provided by the Council.

- 7.2 A register will be kept of those households provided with extra capacity to account for nappy waste. After 2 years the extra capacity will be removed and the household will return to having a 180 litre limit on their waste to ensure consistency with regular households.
- 7.3 Both tenants and landlords of the HMOs receiving extra capacity will be served with a section 46 Notice to ensure that they only use the containment that has been supplied based on the assessment.

- 7.4 The outcome will be dependent on the assessment but it is likely that for households with more than 8 individuals we would provide shared facilities (such as a eurobin).

8 Assisted Collections

- 8.1 If any resident is unable to move their bin to the edge of their property on collection day then they should notify the Council to arrange an Assisted Collection. The collection crew will collect the waste from where it is stored providing it is safe for them to do so. If you require an Assisted Collection then please contact the Council by calling on 020 8356 6688. You will be required to complete a short form to assess eligibility.

9 Special Collections

- 9.1 Where a household has overproduced waste, or otherwise failed to present their waste as per the instructions above and this has led to a build-up of waste on the property, the Council may collect the extra waste for a charge. The charge will be set as a part of the Council's annual Fees and Charges process (exemptions apply) and the Council will collect up to 10 black sacks per request.

- 9.2 **A household is only able to request 1 special collection per year.**

- 9.3 A special collection will only apply where the resident has contacted the Council and procured the service. If waste is removed by the Council as a result of enforcement action then this charge may be substantially higher through fines and / or prosecution.

- 9.4 A household may not have repeated special collections; each household will be provided with enough capacity for their waste if they manage it correctly. As such the Council reserves the right to refuse the request of a special collection.

10 Managing the Impacts of Fortnightly Collections

10.1 Streetscene

It is important that the service change does not have a negative long-term impact on the streetscene and we will have a dedicated Behaviour Change Team that will work with residents leading up to and after the introduction of fortnightly collections. The team will investigate any reports of dumping from resident's and our waste crews as well as making proactive patrols themselves. Perpetrators of dumping will be educated and where this is unsuccessful repeat offenders will be subject to enforcement action, including fines and prosecution.

10.2 **Dry recycling contamination**

Our waste crews will check recycling sacks to make sure they only contain recyclable material that we accept. If they contain non-recyclable material your recycling sack will be left and you will be notified that we couldn't collect your recycling because it contained incorrect items. You will need to remove the item(s) so it can be taken away on your next collection day.

10.3 **Misuse of estate bins and public street bins**

Our Behaviour Change Team will work alongside our collection crews to monitor use of the street-level collection service as well as neighbouring estate bins and public waste and recycling bins. Perpetrators found to be misusing these bins will be educated and where this is unsuccessful repeat offenders will be subject to enforcement action, including fines and prosecution.

10.4 **Missed Collections**

For any genuine missed collections we will aim to return to collect the bins/sacks within 48 hours of being made aware that they've been missed. Residents must report missed collections to the Council within 48 hours of the collection being missed.

11 **Replacement bin**

11.1 If your bin needs replacing because it was damaged during collection then it will be provided and delivered free of charge. This will be reported to us by our collection crews.

11.2 If your bin needs replacing for another reason then the first replacement will be free of charge, however there will be a subsidised delivery charge which will be detailed on our website.

11.3 If your bin needs replacing more than once (and this is not due to damage incurred during collection) then the replacement will be free of charge, however there will be a non-subsidised delivery charge which will be detailed on our website.

Frequently Asked Questions

Who would be affected by these changes?

Properties affected will be those living in street level properties. This will generally be houses, or houses that have been converted into flats, that have green sack recycling services in Hackney.

This would not affect flats above shops or properties with communal bins, typically including estates and new build blocks.

As the waste authority aren't you obliged to take my waste?

The Environmental Protection Act 1990 Section 45(1)(a) states that it is the duty of each Waste Collection Authority (WCA) to arrange for the collection of household waste in its geographical area provided it is absolutely clear that the items are being presented for collection by the waste authority. To ensure that it is clear we require the waste be presented in the appropriate container (and the Council is permitted to stipulate the size of that container).

How do I know what waste goes into what containment?

There will be information sent out during the roll-out of fortnightly collections and all details are available on our website. Where further clarity is needed we will also issue section 46 (of the Environmental Protection Act 1990) notices which is an administrative notice formally explaining how you should present your waste for collection.

But what if my waste won't fit in the container(s) you have provided?

Studies have found that more than 70% of the typical household's waste is recyclable. The average amount of total waste produced per street-level household in Hackney is approximately 32kgs per fortnight. So the non-recyclable content of this is just under 10kgs per fortnight (30% of 32kgs). This is equivalent to 2 or 3 black sacks of waste which will easily fit into a 180 litre wheelie bin or two dustbins.

The main recyclable content of your waste, that is dry mixed recycling and food waste, will continue to be collected weekly and in unlimited volume. Garden waste will continue to be collected for free fortnightly.

In short, if you recycle the recyclable content of your waste then it will easily fit in the containers provided.

We are a large household so can we have more bins or coloured sacks?

Yes. Where there are more than 4 people living in a household they will be able to apply to the Council for more capacity. Where this is the case they will then be contacted by an officer from the Behaviour Change Team to assess their needs, which may include an Assessment and Education Visit. Households with 5 or 6 inhabitants will be provided with upto 270 litres and above 6 will be provided with 360 litres.

Won't my rubbish get smelly after two weeks?

It is generally only food waste that rots or smells. By using your blue lockable, fox-proof caddy to recycle food waste, which would continue to be collected every week, you can prevent your rubbish from smelling.

Won't fortnightly collections attract vermin?

By using the weekly food waste service and your lockable, fox-proof caddy to recycle food waste, you can prevent rubbish from attracting vermin. You can also keep vermin away by making sure that you keep all of your non-recyclable waste in your rubbish bin and keep the lid shut.

Some households have more waste than others, especially with nappies, sanitary waste, general medical waste or people with pets. How would these proposals work for these households?

These items would continue to be collected in your rubbish and should be emptied and wrapped tightly in a bag to reduce space and smells.

If your household does produce a lot of nappies or incontinence pads or has a large number of people living in it, we may be able to provide you with more capacity once we have carried out an assessment.

I don't produce much waste, can I elect to have less capacity?

Yes. We will probably have to deliver 180 litre bins or two dustbins in the first instance to make the roll-out more streamlined. However if you'd like to return one of your bins then please let the Council know and we'll contact you to arrange collecting it.

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**London Borough of Hackney
Equality Impact Assessment Form**

The Equality Impact Assessment Form is a public document which the Council uses to demonstrate that it has complied with Equality Duty when making and implementing decisions which affect the way the Council works.

The form collates and summarises information which has been used to inform the planning and decision making process.

All the information needed in this form should have already been considered and should be included in the documentation supporting the decision or initiative, e.g. the delegate powers report, saving template, business case etc.

Equality Impact Assessments are public documents: remember to use at least 12 point Arial font and plain English.

The form must be reviewed and agreed by the relevant Assistant Director, who is responsible for ensuring it is made publicly available and is in line with guidance. Guidance on completing this form is available on the intranet.

<http://staffroom.hackney.gov.uk/equalities-based-planning-and-decision-making>

Title of this Equality Impact Assessment:

Fortnightly waste collection proposal

Purpose of this Equality Impact Assessment:

To assess whether the decision to change street level weekly waste collections to fortnightly waste collections at street level properties would have an impact on any protected groups in Hackney.

Officer Responsible: (to be completed by the report author)

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Directorate: Neighbourhoods & Housing	Department/Division: Environment Services

Assistant Director: Aled Richards

Date: 31st March 2020



Comment: I approve this EIA. The consultation on the proposed service changes took place from the end of September to December 2019. The consultation responses have been analysed, and the EIA has been updated and amended accordingly.

Section 149 of the 2010 Equality Act set outs the three equality needs. The equality need that is most relevant to the proposal to introduce fortnightly waste collections is the

need to eliminate discrimination. This proposal does not amount to direct discrimination, as no individual is being treated less favourably by a reason of a protected characteristic.

However, this assessment has acknowledged that there could be a risk of indirect discrimination by applying the proposal to all street level properties on certain protected groups; a particular impact on pregnancy/maternity (increased waste through use of nappies), disabled people (increased waste through use of medical/sanitary products and waste bin access issues), younger age groups (low levels of waste and recycling segregation) and religious groups in particular Charedi Jewish community (high levels of waste generated by larger households).

The Council provides evidence that the proposal is proportionate and is so for the following reasons:

- It achieves a legitimate aim; to increase recycling levels and to reduce our impact on the planet, currently facing a climate emergency;
- A series of mitigation measures for the potential indirect discrimination risks on the identified protected groups have been proposed, including: larger bins for large households and for those with medical or nappy waste, assisted collections for those having difficulties accessing the bins and an education and engagement programme to encourage all groups to recycle more and to understand the service change requirements.

PLEASE ANSWER THE FOLLOWING QUESTIONS:

In completing this impact assessment you should, where possible, refer to the main documentation related to this decision rather than trying to draft this assessment in isolation. Please also refer to the attached guidance.

ASSESSMENT OVERVIEW

STEP 1: DEFINING THE ISSUE

1.1. Summarise why you are having to make a new decision

Recycling performance has followed an improving trend since the glass communal recycling bin sites were introduced in 1998 (1% recycling rate), to the comprehensive kerbside collections of food and dry recycling for all street level and estate properties that we have today.

The last major waste and recycling service change to all street level properties took place in 2013. The recycling service changed from a source segregated box service to a fully commingled (mixed recycling) sack service; transferring all operations from an external contractor to in-house delivery. This allowed the Council to introduce same day waste and recycling collections for all street level properties. This change delivered financial savings and a recycling rate increase of 1.1% from 24.3% in 2012/13 to 25.4% in 2013/14.

Currently, all kerbside properties services use the green single-use sacks for mixed recyclables, blue bin for their food waste and receive a fortnightly collection for garden waste. Performance, although at an all-time high of 27.9%, is now plateauing, and to move to the next step change in recycling rates requires significant service change, see Chart 1.

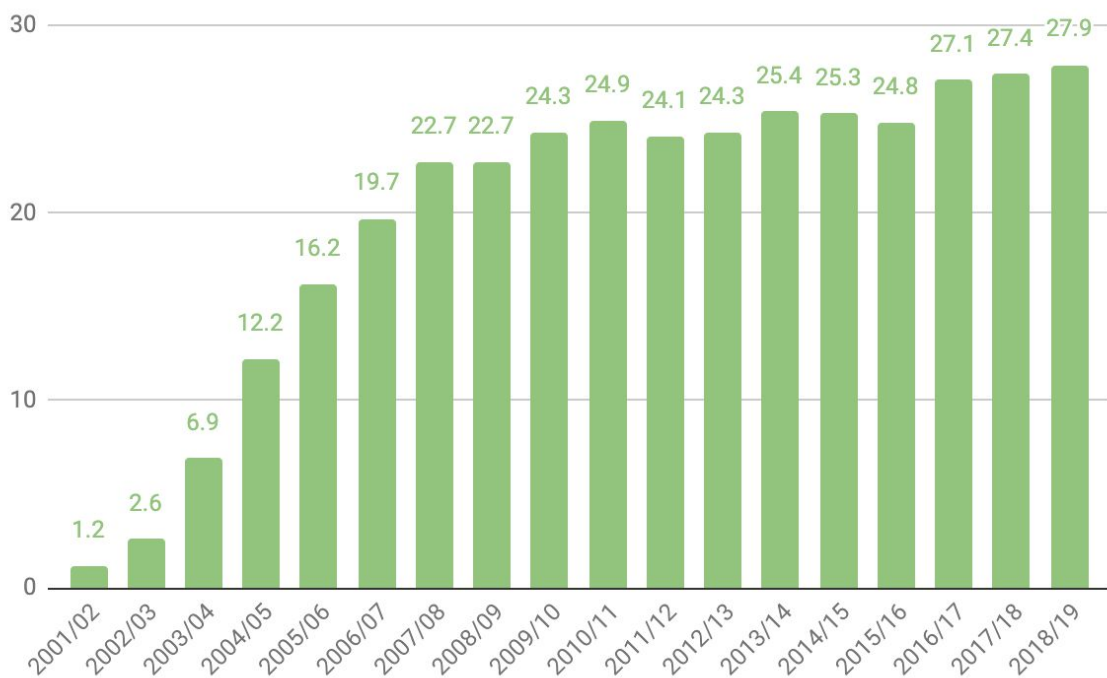


Chart 1: Recycling rate performance between 2001 and 2019 (Hackney Council, 2020)

The Mayor of London published the London Environment Strategy in 2018. This strategy requires all London boroughs to develop and deliver their waste and recycling functions in ‘general conformity’ with the municipal waste provisions of the Strategy. Boroughs are required by the Strategy to produce Reduction and Recycling Plans (RRP) to set out how they will make a contribution to the London-wide Strategy targets and demonstrate general conformity with the Strategy. Objective 7.2 in the strategy requires all boroughs to maximise their recycling rates to achieve a London wide recycling rate of 45% by 2025.

Following approval at Cabinet in June 2019, Hackney’s RRP was submitted to the Greater London Authority specifying how Hackney will increase the borough’s recycling rate from its current 27.4%. For London to get to a 45% target, the GLA carried out service modelling on a number of service scenarios for Hackney. For the borough to contribute to this collective target, the GLA modelling, which included restricting residual waste, resulted in Hackney’s contribution as 33%.

For this reason, Hackney’s RRP considers a range of waste reduction and recycling interventions, including the introduction of fortnightly waste collections to street level properties by 2021. The performance changes are delivered through an anticipated reduction in waste arisings, growth in dry recycling and significant increase in food waste capture. These changes in behaviour are driven by reducing the frequency of waste collections and the enforced limit on the capacity of waste collected, and are modelled based on evidence from measured change in other authorities when similar services have been introduced.

The cost of waste disposal is also expected to rise significantly over the medium to long term as new waste management infrastructure is constructed over the next six years. North London Waste Authority’s existing Energy from Waste plant at Edmonton is

reaching the end of its operating life and options for a replacement facility are being developed.

Ultimately, the world is facing a climate emergency and the Council needs to take action to reduce our impact on the planet. For this reason, the Council passed a motion in June 2019 that commits the borough to some of the ambitious actions of any council in the country to tackle global heating. Restricting the waste available for collection would help conserve valuable resources, reduce deforestation, and address some of the plastic entering and polluting our rivers and oceans, for our benefit and that of the broader environment.

1.2. Who are the main people that will be affected?

Hackney's population is estimated at 275,929 people. The main people affected by the move from weekly to fortnightly waste collections would be around 43,000 street level properties in the borough. There are subgroups of residents that may be specially affected:

- Households with **large families**, producing larger amounts of waste than the average Hackney household.
 - A large **Charedi Jewish community** is concentrated in the North East of the borough and is growing¹. The Charedi Jewish community, although not exclusively, typically have large households. Hackney has the largest group of Charedi Jewish people in Europe who predominantly live in the North East of the borough (Cazenove, Lordship, Woodberry Down, Stamford Hill West and Springfield) and represent an estimated 7.4% of the borough's overall population.
- **Disabled people:** 14.5% of Hackney residents are classed as people with disabilities or have a long-term limiting illness. It is unknown what proportion live in street level properties. Residents in this group may be making greater use of items like disposable medical or sanitary products.
- **Pregnancy and maternity:** Parents using disposable nappies and maternity pads.
- **Older people:** 7% of the population are aged over 65.
- **Council waste collection operatives** may be impacted in relation to the methodology on how the waste would be stored and collected. A change in working practices could have a different impact on the health and safety of those operatives in terms of manual handling of waste.
- **Ethnicity:** Just over a third (36%) of respondents to the 2011 Census in Hackney described themselves as White British. The remainder is made up of black and minority ethnic groups. There may be potential language barriers and cultural differences, which may mean that participation in new services is low. This could be positive as well as negative as certain cultures may have different purchasing or dietary habits. There may also be potential barriers in accessing information e.g. lack of understanding of information around service changes if English isn't the first language.
- **Religion / belief:** Some religious and / or other beliefs may mean participation in services could be low.

¹ Source: <https://www.hackney.gov.uk/media/2665/Hackney-profile/pdf/Hackney-Profile>

STEP 2: ANALYSING THE ISSUES

2.1. What information and consultation have you used to inform your decision making?

Throughout recent years a wide range of work, including data collation, waste composition analysis, waste proposal consultation, project delivery and service changes, have been carried out to gather intelligence on which to build positive change.

2.1.1. Recycling tonnage performance

Hackney has a recycling rate of 27.9%, which puts Hackney in 6th position from the 13th of the inner London boroughs, and 25th when compared to all 33 boroughs see Chart 2. Recycling performance is measured as a percentage of all household waste recycled, rather than a direct measure of the quantity of recyclate collected from households. Due to this, the level of waste arising has a significant impact upon the overall rate reported, and elevations in recycling tonnage can be overshadowed by greater increases in waste tonnage. Hackney has around 43,000 street level properties and each one on average produces 7.9 kilograms of waste per household each week (kg/hh/wk) and 3.5 kg/hh/wk of recycling.

Recycling Rate by Borough

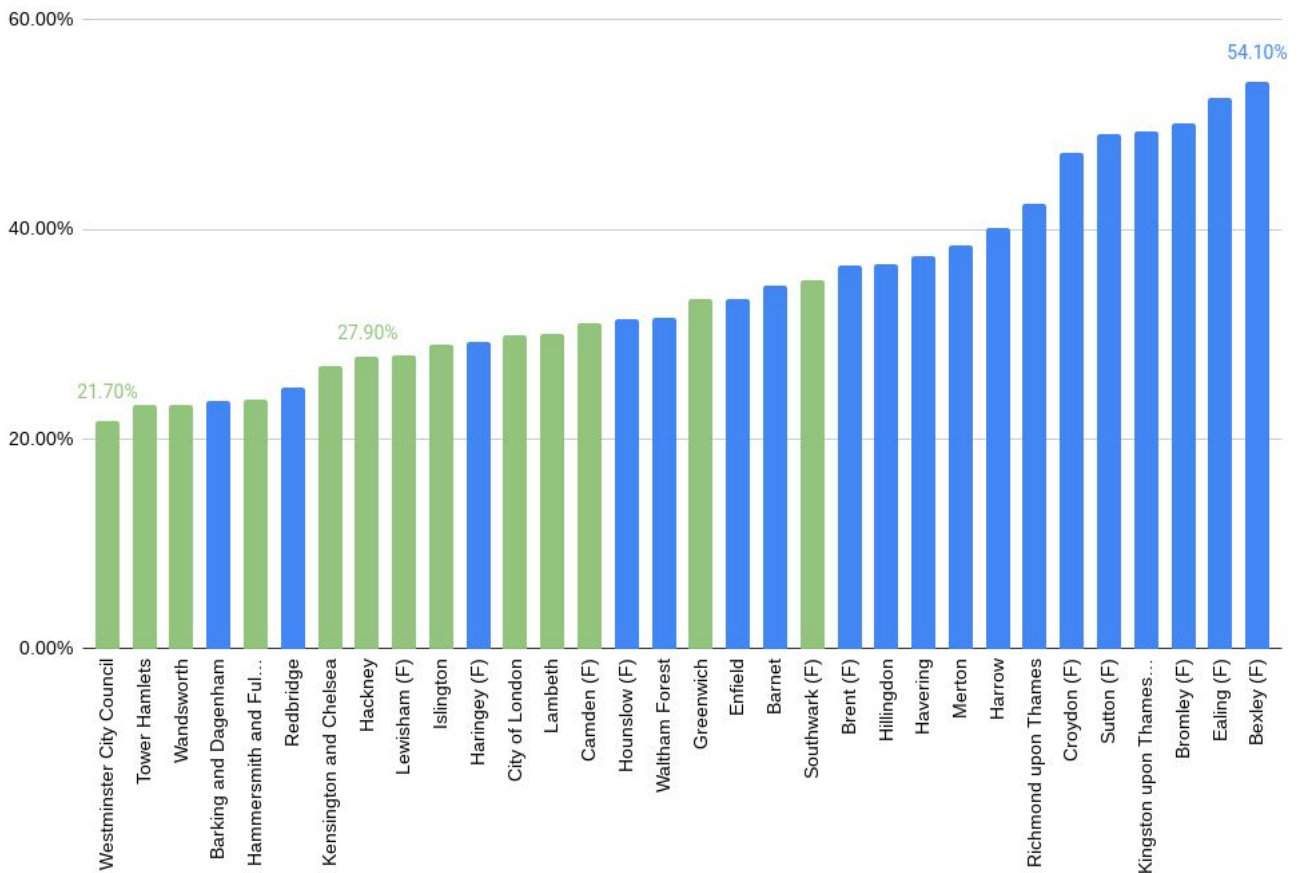


Chart 2: London Authority Recycling Rates 2018-19 (Hackney Council, 2020)

*Green bars represent inner London boroughs. (F) fortnightly collections.

In total Hackney generates over 120,000 tonnes of waste and recycling each year. This is split by household waste (55,000), household door-to-door recycling (17,500), other

household recycling (6,000), bulky waste and street cleansing (6,500), fly-tipping and illegal business waste (11,000), and commercial waste and recycling (24,500). Every day 18 residential refuse collection vehicles leave the depot along with another 8 vehicles for mixed dry recycling, 5 for food waste and 2 for garden waste.

Hackney currently collects residual waste from street level properties in sacks, with no limit on the amount of waste that can be presented. Hackney generates one of the highest amounts of waste per household for an inner London authority. In terms of the 33 London boroughs, Hackney is 20th for most waste produced per household (see Chart 3) and 23rd for most recycling produced per household.

Kg of Residual Household Waste per Household per year 2018/19

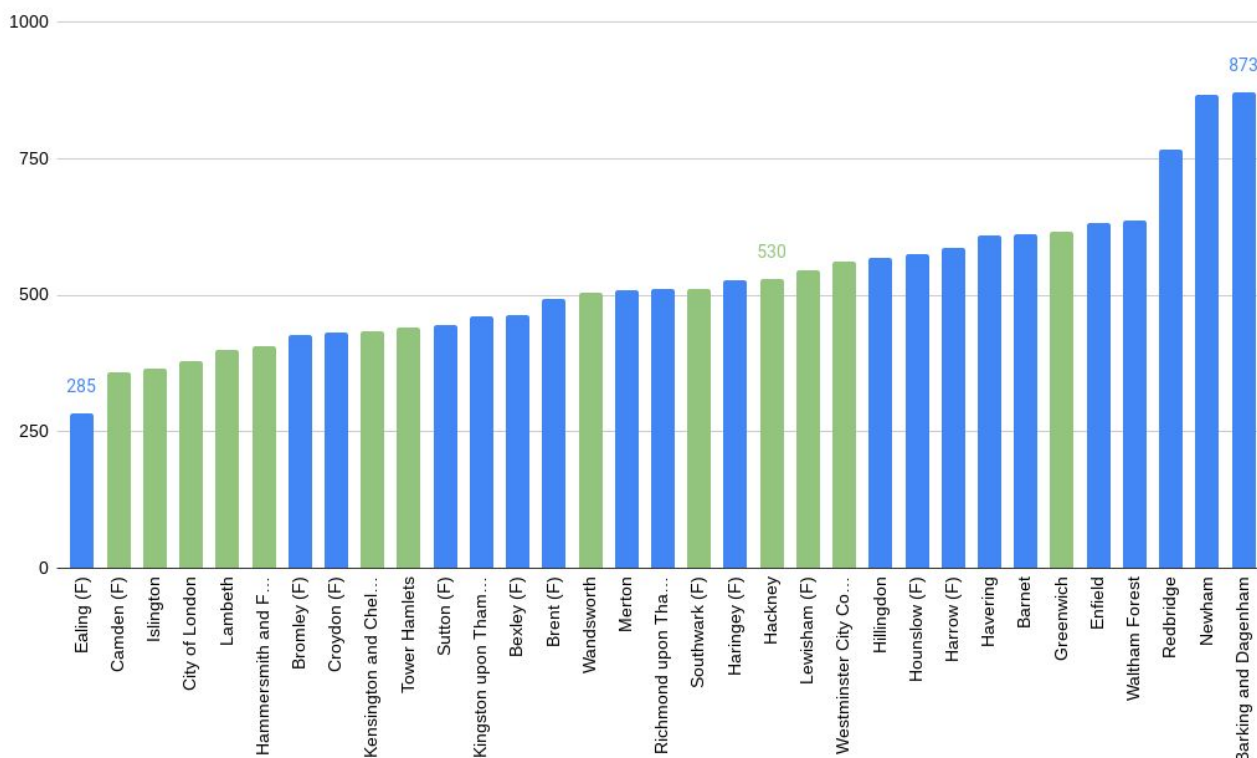


Chart 3: Kg of waste per household per borough in 2018-19 (Hackney Council, 2020)

Detailed tonnage analysis highlights elevated waste levels in the north of the borough, most notably in Cazenove, Stamford Hill West, King’s Park and Springfield wards, where waste levels are in excess of double that of the borough average, see Table 1. Furthermore, these wards demonstrate food waste recycling tonnages of less than half that of other areas in the borough, and low dry recycling levels in relation to the total waste produced. The elevated waste and low recycling in this small area has a substantial impact on the borough recycling performance, negating some of the excellent performance evidenced across other areas of the borough. Significant behaviour change is required to deliver change and the required improvements.

Ward	Approximate waste per Property in 2018/19 (kg per household per year)
Borough average	429
Cazenove	1089
Springfield	724

Stamford Hill West	639
King's Park	492

Table 1: Waste per household in Hackney 2018/19 (Hackney Council, 2020)

2.1.2. Property survey

Current services operate based upon sack collections for waste, with the majority of street level properties provided with no containment, with the exception of approximately 8,000 properties (15%) where wheeled bin collections operate from a historic trial and where households have purchased their own wheeled bin. With regards to provision of containers, a number of bin sizes were considered, as was the consideration to leave as a current sack collection service.

A property survey was carried out in spring 2019 funded by Resource London. The survey looked at the capacity of street-level properties to accommodate containment, identifying that on average 65% of properties could accommodate some kind of containment. There are 770 streets (82%) where at least half of the properties on the street could accommodate the required bins and 56 streets (6%) where none of the properties could fit the required bins (this includes residential streets which open directly on to the pavement with no storage facilities). Properties on high streets and in town centres (including flats above shops), typically with daily collections, are not within scope.

Since the completion of the property survey and the consultation engagement process, Environmental Services have recommended the provision of 180 litre wheeled bin per household where space is available. A bin size of 180 litres carries a lower level of risk around 'over-restriction' compared with using smaller 140 litre wheeled bins for fortnightly collections. This addresses the concerns in the consultation raised around vermin and rummaging in bins, foxes being cited as the main concern, and concerns of overflowing bins.

A number of criteria based on a range of qualitative and quantitative factors were applied to containment scenarios, each with their own advantages and disadvantages. These included impact on recycling rates, health & safety implications, productivity levels, collection and disposal costs, industry common practice, ease of behaviour change, aesthetics and issues with vermin.

2.1.3. Waste composition analysis

a) Borough wide waste composition

A composition study of household residual, recycling, food waste and garden waste was conducted, to gain robust data and intelligence about waste and recycling behavioural patterns. The findings identified the variation in the composition and quantity of waste and recycling arising within the six main social demographic groups in the borough.

The study found that 54.4% (5.45kg/hh/wk) of waste in the residual bin is target recyclable materials accepted at the kerbside. Food made up half (50.1%) of the target materials equivalent to 2.76kg/hh/wk. This highlights a significant proportion of recyclable materials are not currently captured by the recycling services.

b) High waste arising composition

A recent analysis took place in January 2020 in the north of the borough, where the highest waste arisings in the borough are found. The study presented the following findings, refer to Chart 4:

- Surveyed households are generating 33.1 kg/hh/wk of residual waste. This is the equivalent of 1.72 tonnes per annum, and over three times the borough average.
- Households are diverting 12.8% of kerbside waste to recycling and food waste.
- 69.0% of residual waste collected could have been recycled alternatively at the kerbside – 22.8kg/hh/wk - and the majority of this would be via food recycling bins. This is 1.2 tonnes per annum of recyclable material placed into residual bins per household.
 - Food waste was seen to be the major component forming 42.1% of the total, equating to 13.9kg/hh/wk. This could have been placed into the food waste bins. Of this food waste 62% is deemed to be avoidable (e.g. leftover cooked food).
 - 23.5% of collected residual waste could have been placed into the green recycling sacks available – the equivalent of 7.8kg/hh/wk.
- An average of 85% of households presented recycling sacks out for collection.
- Main materials that were recycled were:
 - 60% of glass bottles and jars, and
 - 76% card and cardboard.
- Over 70% of recyclable paper and 80% of recyclable plastic is not being recycled.
- 12% of recycling waste collected was classified as contamination.
- An average of 12% of households presented food bins for collection.
 - Food waste placed in the food bin equates to 0.44kg/hh/wk.
 - Households diverted around 1.1% of their total waste through food recycling collections.

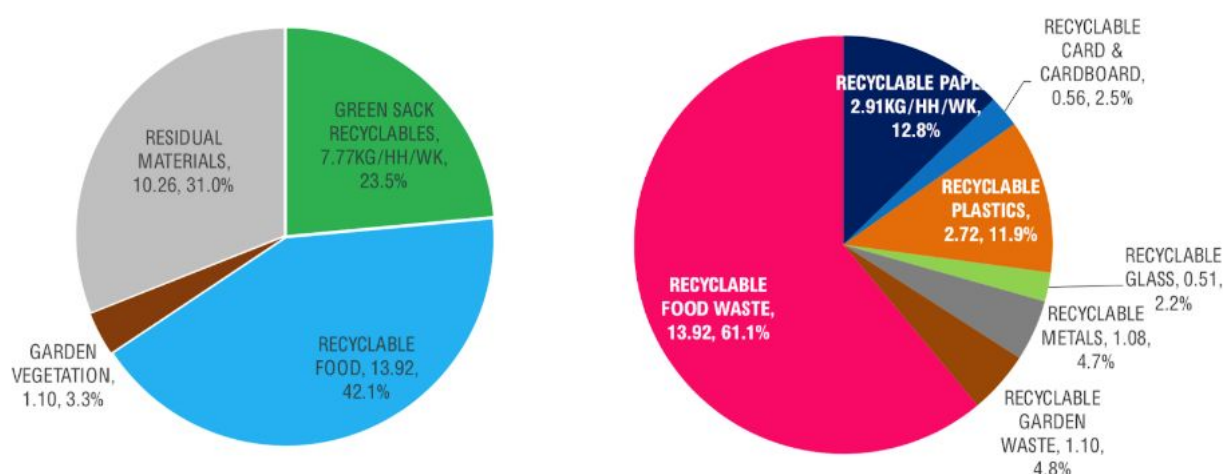


Chart 4: Residual waste potentially recyclable, Kg/hh/wk and % (M-E-L, 2020)

2.1.4. Participation monitoring

Recycling participation was monitored in 2015 to obtain street level participation data by service and round area. Overall participation across the borough in the street level dry recycling service stood at 84%. This participation is high, however from the waste

composition analysis we have evidence to show that even those households that are recycling, are not fully capturing all of their recycling in their recycling services.

Food waste service participation was at 31%, with the poorest performing area being Cazenove. This highlighted scope for increasing food waste participation not only in Cazenove, but across the borough. Following this study an award winning communication campaign was delivered in 2015 to improve food waste recycling, which showed a 25% increase in food waste recycling tonnages across the borough. Since then food waste tonnage increases have been growing at a low level of 1% per year. This highlights the need for significant changes to the way we collect waste. The introduction of restricting waste would encourage a behaviour change amongst those not participating in both dry and food waste recycling services.

2.1.5. Housing Type & Tenure

There are approximately 119,500 households in Hackney (Council Tax) made up of approximately 43,000 kerbside properties, 76,000 estate properties and 5,500 flats above shops.

Table 2 provides a breakdown of the housing stock in Hackney (as per the 2011 census). As can be seen from the table, compared to the London average Hackney has a very low proportion of residents living in both detached and semi-detached properties, whilst terraced properties and converted flats & maisonettes are slightly higher than the London average. As is to be expected for an inner London borough, the proportion of residents living in flats, either purpose-built, converted or within a commercial building (78.6%) is significantly higher than the average for England (19.3%).

	Hackney %	London %	England %
House or Bungalow: Detached	1.8	6.0	22.5
House or Bungalow: Semi-detached	4.2	19.1	31.6
House or Bungalow: Terraced (including end-terrace)	15.3	25.9	25.8
Flat, Maisonette or Apartment: In a Purpose-Built Block of Flats	58	33.0	14.0
Flat, Maisonette or Apartment: Part of a Converted or Shared House	18.1	13.0	4.2
Flat, Maisonette or Apartment: In a Commercial Building	2.5	1.8	1.1
Caravan or Other Mobile or Temporary Structure	0	0.1	0.4

Table 2: Housing stock in Hackney compared to London and England

This provides its own challenges in terms of service provision both from an ease of use for the householder and operational deliverability for the service. Recycling services provided to flats, whether in a shared or converted house or properties that are purpose built where communal bins operate, have lower participation rates and higher contamination rates than those in street level properties.

Hackney has double the proportion of residents living in Housing Associations (RSL rented) and council rented flats than in London overall, see Table 3. With regard to the tenure, the table below shows a more detailed breakdown from the 2011 Census. Tenure

can also provide issues with regard to participation. Households in the private rented sector or private landlords can have a transient population. This makes the provision of information on services difficult to communicate and therefore participation, and the correct participation, of services more difficult. There is also a correlation between the number of homes owned by households and the recycling rate of the local authority, see Chart 5. Currently, Hackney has a lower percentage of homes owned by residents at 32% compared to 50% in London.

	Hackney 2011	Hackney 2001	London 2011	London 2001
Owner occupied	26%	32%	50%	57%
Private rented	29%	16%	24%	15%
RSL rented	20%	20%	11%	9%
Council rented	24%	31%	14%	17%
Living rent free	1%	2%	1%	2%

Source: Census 2011 & Census 2001. Note: Percentages may not sum due to rounding.

Table 3: Housing tenure Hackney compared to London (Census, 2011)

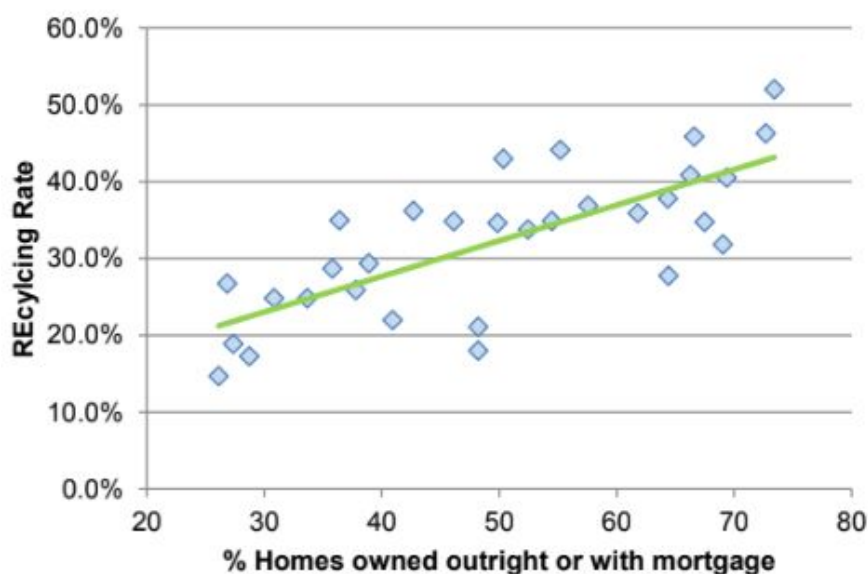


Chart 5: Home ownership and recycling rates (Resource London, 2018)

2.1.6. Deprivation

Hackney is an area of growing economic opportunity as a result of the increased focus on East London as an area of growth and development for London and the UK. This growth sits alongside significant deprivation. Some local people continue to face persistent inequalities and are disproportionately affected by child poverty, worklessness and welfare dependency.

Higher levels of deprivation are associated with lower recycling rates. Authorities with higher levels of deprivation tend to show lower recycling rates; lower organic yields and lower dry recycling yields.

Hackney was the eleventh most deprived local authority overall in England in the 2015 Index of Multiple Deprivation, whilst in 2010 it was ranked second. In 2015, 17% of its Lower Super Output Areas were in the top ten percent most deprived, compared with 42% in 2010.

Sita UK have also analysed levels of deprivation against recycling performance, shown in the chart below, which demonstrate that areas with high levels of deprivation are often the poor performing authorities in terms of recycling rates.

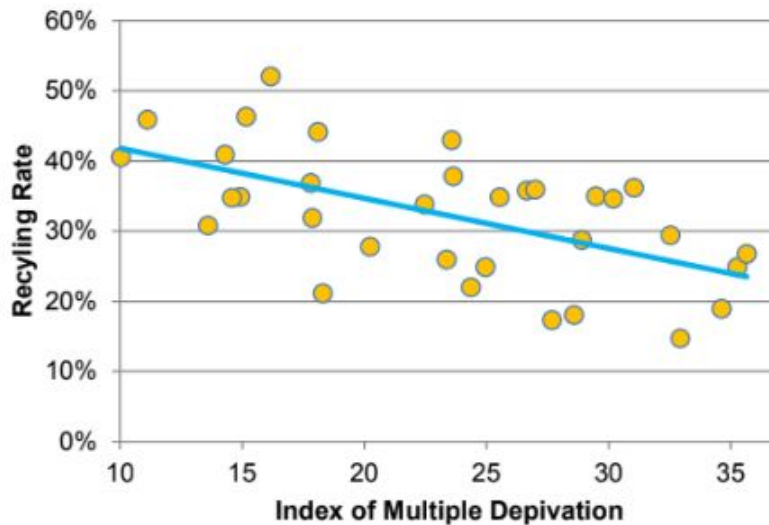


Chart 6: Home ownership and recycling rates (Resource London, 2018)

2.1.7. Restriction modelling

In 2015 Environmental Strategy Services employed environmental consultants, Eunomia, to undertake waste and recycling modelling to inform on the impacts of introducing waste restriction for street-level properties in Hackney. The modelled outcomes were based on a thorough benchmarking exercise which used evidence gained from other local authorities that have implemented similar services with the relevant characteristics of Hackney combined with considered assumptions.

This modelling has been updated in 2019 by the Environmental Strategy Services Team incorporating Eunomia’s findings along with current performance figures, local knowledge and service insight and long-term expectations.

The largest improvements in recycling rate would be achieved by implementing a fortnightly collection from 180 litre wheeled bin, delivering an anticipated recycling rate gain of 3% on current levels through a reduction in waste, and increase in both dry and food waste.

2.1.8. Performance in the north of the borough

An area in the north of the borough has been highlighted as having large waste arisings; over three times the borough average as per the recent analysis (see 2.1.3). Independent analysis by a waste consultant firm has confirmed this area has five times the average waste than in other London boroughs, and 10 times higher than for one recycling national local authority leader.

This area also has low dry recycling performance and low food waste recycling behaviour. The wards affected are Cazenove, Lordship, Woodberry Down, Stamford Hill West and Springfield. This has been evidenced through multiple work streams, including participation monitoring, waste composition analysis, tonnage analysis and waste restriction modelling. The area is densely populated by the Charedi Jewish community. Above average family sizes are thought to be key contributing factors to the notable differences in waste arisings in this area. Many of these properties form one of the historic wheeled bin trial rounds, and wheeled bin numbers have increased, therefore providing a larger than average capacity for the containment of waste in this area.

2.1.9. Consultation

Street-level properties were consulted on the proposal to introduce fortnightly waste collections between September and December 2019. Questions were set out in four sections: 'Your household and property'; 'Your rubbish & recycling collections service'; 'Rubbish & recycling proposal'; and, 'About you'.

The main method of consultation was by posting the consultation pack to 43,000 street level properties. The pack included the consultation narrative, the questionnaire and a street level recycling services leaflet. The consultation was also available online and officers organised four drop-in sessions across the borough. It was widely promoted through the local newspapers, Hackney Life, and more targeted advertising included adverts in Hamodia and the Jewish Tribune. Further, briefings were produced for a number of internal audiences, as well as promoting the consultation at various internal and external events.

The response from this consultation was the largest the Council has received since the online platform was launched in 2014, with over 10,700 responses; a 25% response rate. An external company, Kwest Research, analysed the results. There were a number of free text comments that were further analysed, providing useful insight into concerns residents may have with the proposals. This data will enable the service to be developed in a way that should overcome the issues raised, should approval to the proposals be granted.

The following paragraphs outline key findings from the consultation. The numbers in brackets are the number of respondents to that question. It should be remembered that this is a self-selecting survey and responses received are likely to be initial thoughts rather than responses being informed through awareness of the issues.

Respondent demographic

Of those that responded to the survey, and provided the relevant information (full details can be found in Appendix 2):

- 70% (7,139) were White; 47.91% (5,139) were White British;
- 6.21% (666) of respondents were from Charedi Jewish and Jewish religions;
- Nearly six out of 10 were Female (6,065);
- 48% (4,088) were aged between 25-44 years, and 49% (5,234) between 45-74 years;
- 10% (1,093) considered themselves to have a disability.

Charedi Jewish and Jewish religious groups represent an estimated 6.3% of the borough's overall population, which aligns (6.21%) with those that responded to the consultation. Similar correlation can be found between those without a religion in the borough (28%) and those without a religion that completed the consultation (33%). The borough demographic for Muslim and Christian groups is 14% and 39% respectively. However, both these groups were underrepresented in the consultation responses at 3% and 18% respectively. In terms of ethnicity, Asian and Black groups represent 10.5% and 23.1% of the borough's overall population, but of those that responded to the question, both groups were underrepresented at 5.97% and 7.43% respectively.

Hackney is a young borough with a quarter (25%) of the population aged under 20 years, but less than 2% from this age group completed the survey. In contrast 15% of those 65 and over participated in this consultation, but currently only represent 7% of the population. Men, who represent about half (49.7%) of Hackney's population, are underrepresented with a 32% response rate. 10% of respondents declared a disability, a little below the borough demographic of 14%.

Proposal on introducing fortnightly collections

Respondents were asked a series of questions about: the importance of recycling; the proposal to introduce fortnightly collections of waste; the provision of containers; and, the impact that the proposal may have on their household. The key results were:

- 80.6% of respondents (7,285) think it is very important and 12.8% (1,155) think it is important people in Hackney recycle more; a combined total of 93% of respondents (8,440). Less than 2% (184) didn't think it was important;
- 88% of all respondents (8,111) think the Council should encourage residents to recycle more. This figure rises to 93% of those who believe it is important residents should recycle more (7,798);
- 39% of respondents (3,571) agree or strongly agree that the Council should collect non-recyclable waste fortnightly; 21% strongly agree (1,891) and 18% agree (1,680);
- 52% of respondents (4,766) disagree or strongly disagree with the proposal; 37% strongly disagree (3,429) and 15% disagree (1,337);
- 55% (5,019) believed it would have a negative impact on their household and 19% (1,781) a positive one;
- The top reasons as to why people thought the proposal would have a negative impact were: smell and health concerns 30% (1,530), followed by concerns about vermin 27% (1,362), people rummaging through the bins 27% (1,362) and overflowing bins 21% (1,033). A small number of respondents 7% (361) cite nappies as a concern;
- Similar patterns in the findings can be seen across all sub-groups, with respondents in all groups tending to select the same top three or four reasons as to why they feel the proposals will have a negative impact on their household;
- 59% of respondents (5,372) agree that the Council should provide bins for non-recyclable rubbish if fortnightly collections are introduced, whilst 23% (2,066) disagree;
- 49% of respondents (4,445) agree with the proposal to only collect rubbish, contained within the provided bins, whilst 35% (3,194) disagree.

Current service and satisfaction levels

Respondents were asked a series of questions around households usage of the current services and their satisfaction or otherwise with them. The key results are:

- 88% of respondents (8,314) are satisfied with the recycling service;
- 9% (13) of respondents aged 16-24 are less satisfied with the current recycling services than their older counterparts; 3% (34);
- 91% of respondents (8,350) are satisfied with the waste collection service and satisfaction broadly increases with age. Those that are satisfied with the current service are more likely to support the proposed change to fortnightly collections at 51% (4,210), compared to the overall finding of 39%;
- Respondents in smaller households are less likely to put recyclable materials in their non-recyclable rubbish than those in larger households;
- 70% of Jewish and Charedi Jewish respondents in households of 5+ people (225) report putting food into their non-recyclable rubbish, compared to 38% of those in comparable non-Jewish households (450);
- 95% of respondents (9,094) recycle paper and card, 93% (8,912) recycle tins and cans, whilst 89% (8,497) include plastic pots, tubs and trays in their green sacks;
- 31% (2,957) are adding plastic film in their green sacks, and 27% (2,596) polystyrene; these materials are non-recyclable;
- Respondents aged 16-24 are also more likely than their older counterparts to put recyclable items in their non-recyclable rubbish. The proportion of respondents putting food in their non-recyclable waste collections decreases with age;
- Those respondents who are less likely to recycle food are those identified as being least in favour of the proposed changes, and include: those in larger households; the N16 postcode area; Jewish and Charedi Jewish respondents; respondents with disabilities; and, those aged 16-24;
- 38% of those who recycle no food or some food (1,420) did not provide any feedback on why this is the case. Of those that did, the most common reasons given are the smell (10%, 368).

Household size and food waste

Further analysis of the results was undertaken cross referencing responses against **household size**, and also **household size** and **how much food was recycled** or not. The key results were:

- 42% (3,208 respondents) who lived in a household size of 4 or less agreed with the proposals, and 20% (287) who lived in a household size of 5 or more agreed;
- 48% (3,667 respondents) who lived in a household size of 4 or less disagreed with the proposals, and 74% (1,060) who lived in a household size of 5 or more disagreed;
- 92% (265 respondents) who lived in a household size of 9 or more disagreed with the proposal;
- Of those that lived in a household size of 5 or more, and that recycle all or most of their food waste, 32% (199 respondents) agree with the proposal, and 60% (373) disagree;
- Of those that lived in a household size of 5 or more, and that recycle some or none of their food waste, 9% (69 respondents) agree with the proposal, and 86% (655) disagree;
- The top three reasons as to why people living in large households (5+) thought the proposal would have a negative impact were: smell / health concerns 39% (444);

increase in vermin 28% (319) and; increase in people / animals rummaging in bins 25% (284).

Equalities impacts

Further analysis of the results was undertaken in respect of the protected characteristics that would be most impacted by the proposals, which are Religion, Age and Disability.

The key results for **Religious Groups** were:

- The religious group most in support of the proposal was Atheist / No religious belief, where 52% (1,660 respondents) agreed with the proposal;
- The religious group least in support of the proposal was the Charedi Jewish group, where 94% (224 respondents) disagreed with the proposal, (83% (198) strongly disagreed and 11% (26) disagreed);
- 15% (51) of the Jewish group agreed with the proposals and 80% (278) were against the proposals (67% (232) strongly disagreed);
- 28% (78) of the Muslim group agreed with the proposals and 62% (174) disagreed with the proposals;
- The Charedi Jewish and the Jewish groups believed the proposals would have a negative impact in their household at 94% (224 respondents) and 83% (290) respectively;
- 43% (1,369) with no religion and 45% (93) with secular beliefs are least likely to envisage a negative impact;
- 96% of Jewish and Charedi Jewish respondents in households of 7+ people (216) disagree with the proposals compared to 84% of comparable non-Jewish households (315);
- The top three reasons as to why the Charedi Jewish and Jewish group thought the proposal would have a negative impact were: smell / health concerns 44% (134); increase in vermin 30% (92), and; household produces too much waste for fortnightly collections 29% (88).

The key results for **Age** were:

- The age group most in support of the proposal was the 25-34 age group, whereby 43% (631 respondents) were in favour of the proposal, (25% (367) strongly agreed and 18% (264) agreed);
- The age group least in support of the proposal was the 16-24 age group, whereby 61% (89 respondents) were against the proposal, (51% (74) strongly disagreed and 10% (15) disagreed);
- The 16-24 age group also had the highest proportion who believed the proposals would have a negative impact on their household at 66% (96 respondents);
- The 65-74 and 75+ age groups were the groups most likely to believe the proposals would have a positive impact at 22% of respondents (241) and 26% (284) respectively;
- 47% of respondents aged 16-24 (67) disagree with the Council only collecting rubbish contained within bins, compared to 27% of those aged 65-74 (298) and 28% of those aged 75+ (71);
- The top three reasons as to why the 16-24 age group thought the proposal would have a negative impact were: 41% (39) smell or health concerns; 26% (25) bins will overflow; and, 23% (22) increase in vermin and people rummaging through rubbish.

The key results for **Disability** were:

- 29% (251) of respondents with a disability were in favour of the proposal, (15% (130) strongly agreed and 14% (121) agreed);
- 61% (527) of respondents with a disability disagreed with the proposal, (44% (380) strongly disagreed and 17% (147) disagreed);
- 60% (510 respondents) believed it would have a negative impact in their household and 20% (170) a positive one;
- The top three reasons as to why respondents with disabilities thought the proposal would have a negative impact were: increase in vermin 33% (169); smell / health concerns 31% (159), and; increase in people / animals rummaging in bins 27% (138).

Summary

To summarise, the proposal is supported by 39% (3,571) of residents, whereas 52% (4,766) do not support the proposal. Those that are satisfied with the current service are more likely to support the proposed change to fortnightly collections at 51%, compared to the overall finding of 39%. The number of people living in the property and whether the household recycles food are key factors influencing opinions. Agreement with the proposals increases with the amount of food recycled and decreases as household size increases. Respondents who recycle food are more likely to agree with the proposal than those in comparably sized households who do not recycle food.

Respondents least in favour of the proposals are most likely to anticipate a negative impact. These include the following groups: large families who do not recycle food; Jewish and Charedi Jewish respondents; disabled respondents; those aged 16-24; and, those in N16. However, respondents in all areas consider that the proposals will have a negative impact on their households. The top three negative reasons being smells, increase in vermin and animals (foxes were cited the most) rummaging through bins, and overflowing bins.

The provision of bins is the single biggest theme in the qualitative feedback provided in the consultation questionnaire, being mentioned in 26% (1,303) of all comments made. Overall, the majority of respondents, 59% (5,372), agree that the Council should provide bins for non-recyclable rubbish if the service is introduced. There are low levels of support for bin provision amongst those that disagree with the proposals. This trend is seen among Jewish and Charedi Jewish respondents, and those in large households who do not recycle food.

The consultation results have informed the development of this EIA, and the approach to communications and community engagement thus ensuring that tailored support is provided for those community groups most likely to require it. The consultation demonstrated that the disability, religion and age protected characteristics are less likely to support the fortnightly collection of residual waste proposals. This highlights the importance of tailored, targeted communications and work with the groups most affected. Further engagement will be undertaken in order to develop and produce appropriate communications, and to enable the Council to adapt its operations, as appropriate, to enable participation in the services.

It should be noted that the consultation, completed by nearly 11,000 respondents, was self selecting and not representative of the demographic of Hackney. The respondent profile, as detailed in the previous section, has a higher proportion of women, white residents and older residents. This provides useful disaggregated data across different groups, and demonstrates that there is still a need to engage with communities and develop communications work with residents, in particular those from minority groups and younger residents.

2.2. Equality Impacts - Identifying the impacts

The equality groups that are included in this evidence base are the 'protected characteristics' as set out under the Equality Act:

- Age
- Disability
- Gender reassignment
- Pregnancy and maternity
- Marriage and Civil Partnership
- Race (this evidence base refers to ethnicity)
- Religion or belief
- Gender
- Sexual orientation

2.2.1 What positive impact could there be overall, on different equality groups, and on cohesion and good relations?

The proposed service change would introduce a 180 litre wheeled bin for all street level properties that have space for them. Where 180 litre wheeled bins can't be accommodated, alternative approaches to restrict residual waste, e.g. restriction by number of sacks, will be implemented. Therefore, the introduction of a fortnightly waste collection would provide bin containment to most of the 28,000 properties currently without a containment.

There would be a positive impact to the local environmental quality by reducing access to waste for vermin, foxes and domestic animals, as they would no longer be able to get to the bagged waste. Loose sacks can also be prone to being split or wind blown, and the proposed new service would contain the waste in a bin, which would result in less spillages, better containment and cleaner streets, a positive environmental impact for all residents.

The service would bring a change in behaviour driven by reducing the frequency of waste collections. If residents are on board with the proposed changes and the negative impacts are reduced, there should be positive community cohesion by getting more households to recycle. These predicted changes in increased recycling rates are based on evidence from other authorities when similar services have been introduced.

By reducing the amount of waste generated, and the recycling that is captured, residents would be directly contributing towards a more sustainable future for the borough and the planet. The less waste that is generated the more residents would conserve natural resources and reduce resource depletion and the associated environmental impacts such as deforestation, air quality, soil erosion, ocean warming, water and land pollution.

a) Age

Age is defined by reference to a person's age group. An age group can mean people of the same age or people of a range of ages. The Council is committed to promoting equality among people of all ages and valuing the contribution made by all citizens.

Hackney is a young borough with a quarter (25%) of the population aged under 20 years old and a third (33%) of the population aged between 20 and 34 years old. Only 7% of the population are aged 65 and over compared to a national average of 17.8%.

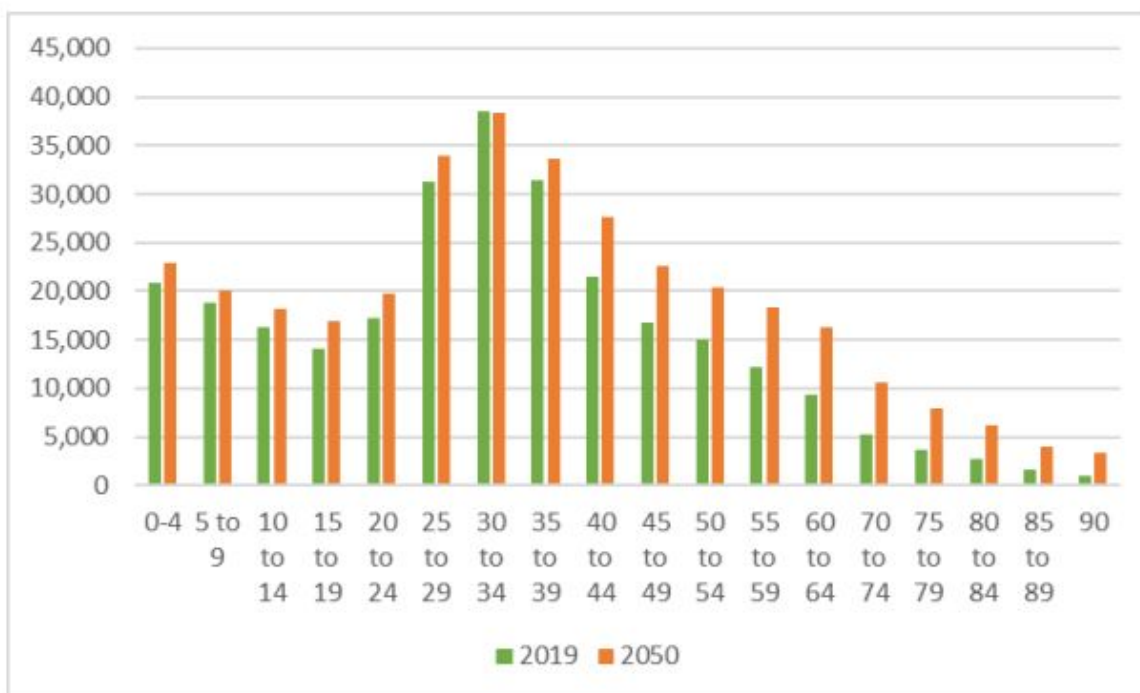


Chart 7: Current and projected age structure of Hackney's population 2019-2050 (Hackney, 2019)

As per the consultation analysis, younger respondents (aged under 35) are more in favour of having bins provided than older respondents. One possible reason for this, is over half of younger respondents live in 'flats in converted houses' and that they may want to ensure they get their own bin without having to share it with their neighbours. Respondents aged 16-24 are also more likely than their older counterparts to put recyclable items, including food, in their non-recyclable rubbish. Not having a blue bin was the most frequent reason given for not recycling food by those in 'flats in converted houses' (11%, 149) and those aged 16-24 (20%, 17).

Approximately 28,000 properties don't have a bin for containment, and as per the analysis younger respondents are less likely to recycle food waste.

The introduction of a bin for containment of waste will reduce litter in residents' front gardens and public realm areas.

b) Disability

In the 2011 Census a total of 14.5% of Hackney respondents said that they had a long-term condition or disability that limited their life in some way compared with 13.6% for London and 17.9% for England and Wales. In Hackney 7.3% of respondents said they had a long-term illness that limited their daily activities a lot, and 7.1% said they had a long-term condition or disability that limited their life in some way.

Approximately 28,000 properties don't have a bin for containment, and as per the analysis disabled residents are less likely to recycle food waste.

The introduction of a bin for containment of waste for most households will reduce litter in residents' front gardens and public realm areas.

There could also be a positive impact for the safer and cleaner disposal of medical and/or sanitary products.

c) Gender reassignment

Data on gender re-assignment is not available at a local level, but a Home Office funded study estimated there were 300,000 – 500,000 transgender people in the UK. This equates to around 60 residents in Hackney.

There are no key positive impacts that have been specifically attributed to gender reassignment as a protected characteristic.

d) Pregnancy and maternity

There were 4,336 live births to women in Hackney in 2017. The fertility rate for Hackney is slightly lower than the London and national average at 1.6 live births per woman compared to 1.7 in London and 1.76 in England. However, in some parts of Hackney fertility rates are amongst the highest in London, particularly in the northeast of the borough.

There could be a positive impact for the safer and cleaner disposal of nappy waste with the provision on new bin containment.

e) Marriage and Civil Partnership

Marriage is defined as a 'union between two people'. Same-sex couples can also have their relationships legally recognised as a 'civil partnership'. Civil partners must be treated the same as married couples on a wide range of legal matters including protection under the Equality Act. Hackney has fewer pensioner households, couples who are married or in a same sex civil partnership and cohabiting couples with children than London and England and Wales.

Waste contained in waste receptacles would reduce the amount of litter, food waste and other waste that ends up in the public realm. There is a positive impact of a cleaner environment and less exposure to litter, food waste and other waste to children.

f) Race (this evidence base refers to ethnicity)

Race refers to the equality group of race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.

Just over a third (36%) of respondents to the 2011 Census in Hackney described themselves as White British (Table 4). The remainder is made up of black and minority ethnic groups, with the largest group Other White, 16.3%, followed by Black African, 11.4%. The number of Black Caribbean people fell slightly between 2001 and 2011. They made up 7.8% of Hackney’s population in 2011 compared with 10.3% in 2001.

Ethnic group	Hackney %	London %	England %
White: English/Welsh/Scottish/Northern Irish/British	36.2	44.9	79.8
White: Irish	2.1	2.2	1.0
White: Gypsy or Irish Traveller	0.2	0.1	0.1
White: Other White	16.2	12.6	4.6
Mixed/multiple ethnic group: White and Black Caribbean	2.0	1.5	0.8
Mixed/multiple ethnic group: White and Black African	1.2	0.8	0.3
Mixed/multiple ethnic group: White and Asian	1.2	1.2	0.6
Mixed/multiple ethnic group: Other Mixed	2.0	1.5	0.5
Asian/Asian British: Indian	3.1	6.6	2.6
Asian/Asian British: Pakistani	0.8	2.7	2.1
Asian/Asian British: Bangladeshi	2.5	2.7	0.8
Asian/Asian British: Chinese	1.4	1.5	0.7
Asian/Asian British: Other Asian	2.7	4.9	1.5
Black/African/Caribbean/Black British: African	11.4	7.0	1.8
Black/African/Caribbean/Black British: Caribbean	7.8	4.2	1.1
Black/African/Caribbean/Black British: Other Black	3.9	2.1	0.5
Other ethnic group: Arab	0.7	1.3	0.4
Other ethnic group: Any other ethnic group	4.6	2.1	0.6

Table 4: Religion and belief (ONS Census, 2011)

Hackney also has a well established Turkish and Kurdish community; at least 5.6% of the Hackney population describe themselves as Turkish, Turkish Cypriot or Kurdish (2011 Census). These populations are often captured in the White British/Other White, Other Ethnic Group or, for Turkish people, Arab. Other significant communities in Hackney include Chinese, Vietnamese and Eastern Europeans especially Polish, Western Europeans particularly Spanish and French people, Australasians and residents from North, and Latin America.

Approximately 28,000 properties don't have a bin for containment; the introduction of a bin for containment of waste for most households will reduce litter in residents’ front gardens and public realm areas.

g) Religion or belief

Hackney has significantly more people of the Jewish and Muslim faiths than England (Table 5). The borough is home to a number of smaller national and cultural communities. Hackney has the largest group of Charedi Jewish people in Europe representing an estimated 6.3% of the borough's overall population.

Religion	Hackney %	London %	England %
Christian	38.6	48.4	59.4
Buddhist	1.2	1.0	0.5
Hindu	0.6	5.0	1.5
Jewish	6.3	1.8	0.5
Muslim	14.1	12.4	5.0
Sikh	0.8	1.5	0.8
Other religion	0.5	0.6	0.4
No religion	28.2	20.7	24.7
Religion not stated	9.6	8.5	7.2

Table 5: Religion and belief (ONS Census, 2011)

It remains within a tight geographic area centred on five of Hackney's northern wards: Cazenove, Lordship, Woodberry Down, Stamford Hill West, and Springfield. Yiddish and English are the first languages of the community, with a minority speaking modern Hebrew and other languages.

There are around 3,200 Charedi Jewish households (including street level and estates) and 28,000 Charedi Jewish living in Stamford Hill, which represent about half the Charedi Jewish population in the UK. However, according to Interlink² the total number of Charedi Jewish households is higher than reported and the number of people living in each house is also higher than reported in the 2011 Census.

The community is young and rapidly growing - with around half its members under the age of 19. It is diverse, with a mix of backgrounds, countries of origin and congregations, but linked by a shared adherence to the tenets of the Torah, lifelong religious study and to marriage, family life, and support to others.

Food waste participation rates for street level properties currently average approximately 36% in Hackney. Very low participation rates of 12% are found in the wards where the Charedi Jewish community live. Focus group research with Charedi Jewish women delivered by Environmental Services in 2017 identified the most common reason for not recycling food waste in this group was that residents were unaware of the service. The focus group concluded there were no religious reasons for the very low recycling levels, but that there was a perceived amount of time to recycle due to the size of the families. One of the issues raised for generating large amounts of waste was that larger

2

https://www.hackney.gov.uk/media/10240/Stamford-Hill-evidence-base-charedi-survey/pdf/Stamford_Hill_Evidence_Base_Charedi_Survey_

households use disposable tableware on a daily basis to reduce the amount of time required to wash up.

In reaching an understanding as to whether there may be a religious reason for Jewish & Charedi Jewish households not to recycle, research with the community has been undertaken. This research has not found any religious reason as to why the community wouldn't separate out their waste for recycling.

This service change would bring further engagement with this community and the possibility of increased participation to both the food and dry recycling services. It must be noted that a dedicated engagement and doorknocking service delivered by Charedi Jewish residents on behalf of the Council in 2018 did not increase overall participation rates to the service.

h) Gender

There are slightly more females than males currently living in the borough. Some 138,736 residents are female, 50.3% of the population, and 137,193 residents are male, 49.7%.

There could be a positive impact for the safer and cleaner disposal of sanitary products.

i) Sexual orientation

Sexual orientation is defined as whether a person's sexual attraction is towards the opposite sex, their own sex or to both sexes. The August 2018 GP patient survey indicated that, in Hackney there were comparatively high numbers of people who identify as gay or lesbian (5%), bisexual (2%), other (2%), and a further 10% preferred not to say. The remaining 81% identify as heterosexual or straight. These figures may under-represent the size of the nonheterosexual population, given the problems involved in disclosure of sexual orientation.

There are no key positive impacts that have been specifically attributed to sexual orientation as a protected characteristic.

2.2.2 What negative impact could there be overall, on different equality groups, and on cohesion and good relations?

Based on the above data, the following are the potential negative impacts on the different equality groups and actions to mitigate them;

a) Age

The age group most in support of the proposal was the 25-34 age group (1,465), with nearly half of them supporting the change in collections. The group least in support were the younger groups between 16-24 years (146), whereby 61% (89) were against it (see Chart 8). The same group also had the highest proportion who believed the proposals would have a negative impact in their households; 66% (96). Also, almost half of the younger respondents disagree with the Council only collecting rubbish contained within bins. The reasons as to why they disagree or believe it will have a negative impact are

comparatively the same as the overall responses received for that question: smell or health concerns; bins overflowing; and, increase in vermin, mainly foxes.

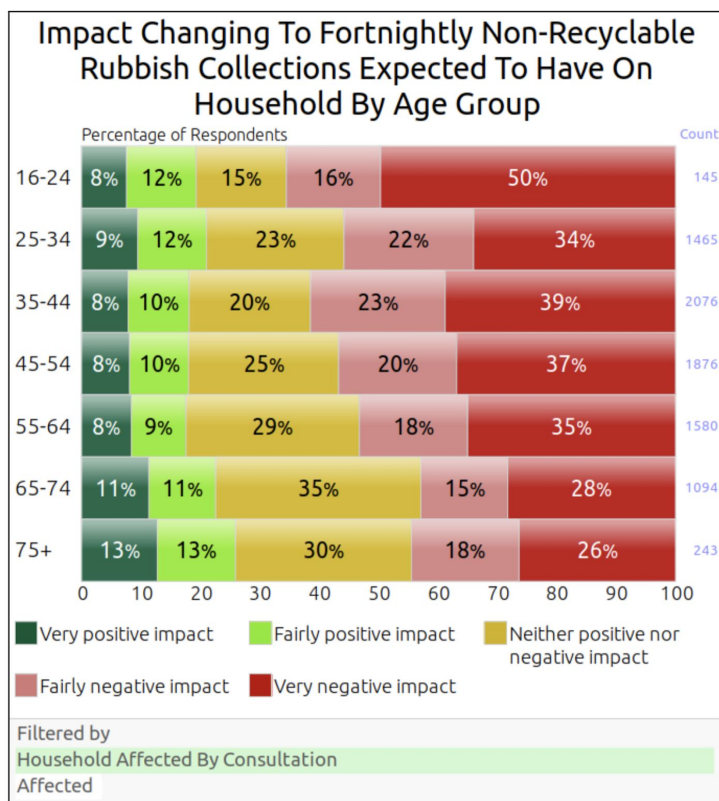


Chart 8: Impact levels per age group (Kwest, 2020)

Prior to the consultation, the Council assumed older residents (65 and above, 7% of Hackney’s population) to be most negatively impacted by the service change due to difficulties manoeuvring the bin or difficulties lifting rubbish into the bin. However, analysis from the consultation confirms the negative impact decreases as the respondents age increases. The rationale behind this is unknown as the reasons provided by all age groups are the same.

However, to mitigate against difficulties manoeuvring the bin or lifting rubbish into the bin, the Council can provide assisted collections. For those with specific medical needs, and who may find that there is a lack of bin capacity with the standard allocation, the Council can provide an increased bin capacity where required.

There could also be potential difficulties in accessing information e.g. people with visual impairments or lack of understanding of information around service changes. To mitigate against this, engagement with amenity groups and organisations who can communicate service changes with these communities would be undertaken. Printed material would be pictorial to reduce the reliance on the printed word. As part of the communications plans, the Council would deliver a face to face engagement campaign to explain the service changes.

Respondents aged 16-24 are also more likely than their older counterparts to put recyclable items, including food, in their non-recyclable rubbish. Not having a blue bin was the most frequent reason given for not recycling food by those in ‘flats in converted houses’ (11%, 149) and those aged 16-24 (20%, 17). To mitigate this the Council needs to encourage all age groups, but specifically the younger generation, to recycle all of

their dry recyclables and food waste in the green sack and blue bin services. This will reduce the negative impacts (smells, vermin, overflowing bins) considerably.

The mitigating actions include:

- Develop and deliver a communications strategy to target under 24s, including social media and digital advertising;
- Encourage the uptake to the new fox-proof food waste bins which have proven to be successful;
- Focus groups to research barriers to recycling and benchmark campaigns targeting transient and younger residents;
- Encourage younger residents to recycle and to understand the implications to them and the borough if they don't;
- Education as to the appropriate storage of bins would be given to householders and alternatives can be considered for elderly residents with access issues, particularly wheelchair users;
- Engagement with amenity groups and organisations who can communicate service changes to elderly residents;
- For those with specific medical needs, and who may find that there is a lack of bin capacity with the standard allocation, the Council can provide an increase bin capacity where required;
- Deliver a face to face engagement campaign to explain the service change;
- Add assisted collections and increase bin capacity to the restriction policy service development, to encourage those unable to use the service to register with the Council.

b) Disability

There was a fair representation of this protected group in the consultation responses (10%), against a borough demographic of 14%, who identify themselves as disabled or having a disability. 61% (527) of respondents with a disability disagreed with the proposal in comparison to 50% (3,687) for those without a disability (see Chart 9). About the same proportion of disabled respondents believed it would have a negative impact on their household. As per the previous group and the overall findings, the reasons are the same: increase in vermin; smell or health concerns; and, an increase in people or animals rummaging in bins. This group is also less likely to recycle their food; having very little food waste (11%, 42) as the reason given by this group.

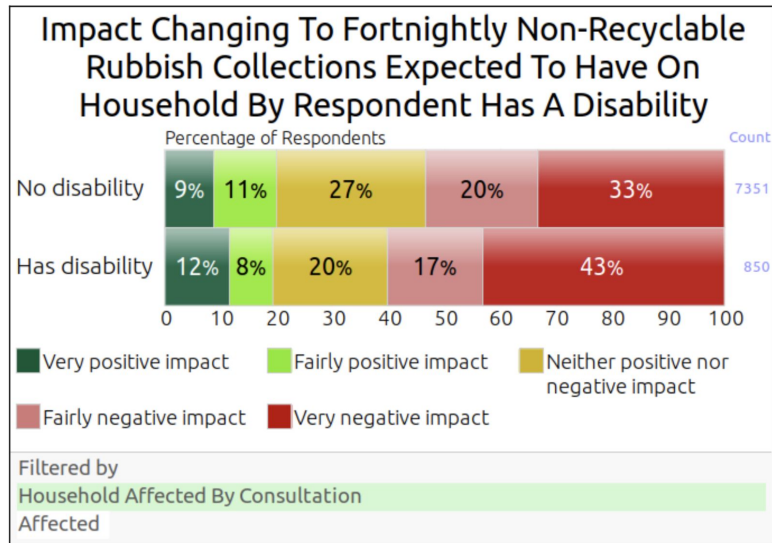


Chart 9: Impact levels by non/disabled groups (Kwest, 2020)

Whilst the following points weren't raised in the consultation responses, it is worth noting that they have been assessed and mitigated against for the purposes of this EIA. There is the potential negative impact of those with reduced ability to participate wholly or in part in services e.g. if there are mobility difficulties in using / moving additional containers. To mitigate against this, an assisted collection would be available if required.

There are potential negative impacts for people using incontinence pads or who have specific medical needs, and who may find that there is a lack of bin capacity with the standard allocation. To mitigate against this, a policy would be in place to increase bin capacity where required.

There could also be potential difficulties in accessing information e.g. people with visual impairments or lack of understanding of information around service changes. To mitigate against this, engagement with amenity groups and organisations who can communicate service changes with these communities would be undertaken. Printed material would be pictorial to reduce the reliance on the printed word.

There could be negative impacts with regards to space needed to store the bin, particularly for wheelchair users who require adequate space for turning wheelchairs in their homes and general moving around. To mitigate against this, education as to the appropriate storage of bins would be given to householders and alternatives can be considered.

For those people who have a learning disability and mental health issues, the proposed service changes may affect an individual's ability to understand the system and remember the new collection regime. As part of the communications plans, the Council would deliver a face to face engagement campaign to explain the service changes and also work with amenity groups and organisations that work with this community to expand the reach of the campaign.

The mitigating actions include:

- Identify and engage with disable amenity groups to identify appropriate solutions for service changes;
- Develop and implement a communication actions plan;

- Target this group to attend focus groups to understand their needs and to support them with the service change;
- Encourage the uptake to the new fox-proof food waste bins which have proven to be successful;
- Printed material will be pictorial to reduce the reliance on the printed word;
- Add assisted collections and increase bin capacity to the restriction policy service development, to encourage those unable to use the service to register with the Council;
- For those with specific medical needs, and who may find that there is a lack of bin capacity with the standard allocation, the Council can provide an increase bin capacity where required.

c) Pregnancy and maternity

In some parts of Hackney fertility rates are amongst the highest in London, particularly in the northeast of the borough. 7% of respondents (361 out of 10,700) who anticipate the proposals will have a negative impact on their household, specifically cite nappies as an area of concern. Over half of respondents mentioning nappies as a concern also specifically mention smell. Some respondents suggest the Council could provide a designated bin for nappies, collected weekly, to alleviate the issue. Another suggestion is that the Council could consider promoting Real Nappies for London vouchers and bring and buy sales, to encourage greater uptake of reusable nappies. The Council has already the highest uptake to the real nappy scheme in London, due to the extensive outreach work delivered by Hackney Real Nappy Network on behalf of the Council and funded by the Council. The Council will maintain this level of communication to encourage further uptake.

There is the potential that the standard capacity waste restriction may not be adequate for households with young children e.g. potential impact of nappy waste. To mitigate against this, a policy would be in place to increase bin capacity where required for the period of time the child is using nappies. The use of real nappies would be encouraged and the real nappy voucher scheme promoted.

There may be the potential for a period of time, that pregnant women may not be fully able to participate in services. To mitigate against this and assisted collection would be available if required for a period of time.

The mitigating actions include:

- For those with specific needs, and who may find that there is a lack of bin capacity with the standard allocation, the Council can provide an increase bin capacity where required;
- Offer assisted collections to pregnant women that may not be fully able to use the waste bins.

d) Race (this evidence base refers to ethnicity)

In terms of ethnicity, the Asian and the Black groups represent 10.5% and 23.1% of the borough's overall population, but both groups were underrepresented at 5.97% and 7.43% respectively. The least negatively impacted by the service change was seen in the

White (51%, 3,217) group, followed by Mixed (55%, 96) group, Asian group (58%, 213) and Black (60%, 262) group (See Chart 10). The most negatively impacted group was the Other category (75%, 139), a breakdown analysis has shown that 76% in this category are Charedi Jewish and Jewish ethnic groups. Further examination of these ethnic groups is explored in the Religion or Belief equality strand.

As per the overall findings, the reasons are the same: increase in vermin; smell or health concerns; and, an increase in people or animals rummaging in bins. There are potential difficulties in accessing information to minority groups where English is not the first language e.g. lack of understanding of information around service changes. To mitigate against this, communications would be in plain English and the use of alternative formats such as showing information pictorially, would be applied.

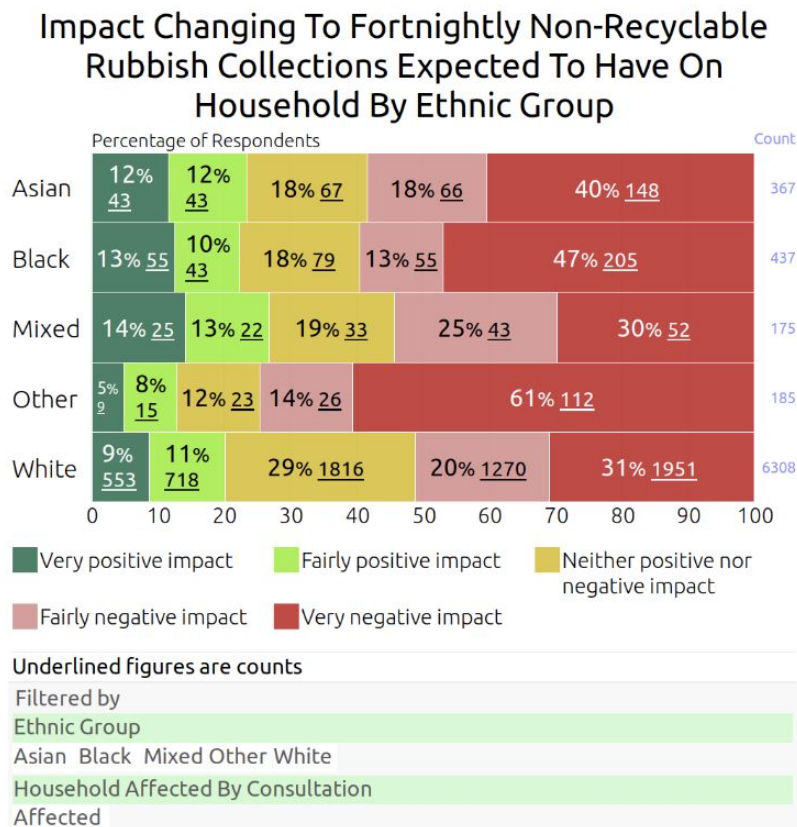


Chart 10: Impact levels by non/disabled groups (Kwest, 2020)

The mitigation actions include:

- Communications would be in plain English and the use of alternative formats such as showing information pictorially would be applied;
- The Council would deliver a face to face engagement campaign to explain the service changes.

e) Religion or belief

The religious group most in support of the proposal was the atheist / no religious belief, whereby 52% (1,660) agreed with the proposal. The religious group least in support of the proposal was the Charedi Jewish group, whereby 94% (224) disagreed with the proposal, followed by the Muslim group, with 62% (174) disagreeing with the proposals. The vast majority of the Charedi Jewish and the Jewish groups believed the proposals

will have a negative impact in their household; 94% (224) and 83% (198) respectively (See Chart 11).

Analysis of waste data by area in the borough highlights that those areas where there are a large number of Charedi Jewish households generate three times the amount of waste per year compared to the average borough household. Large houses and above average family sizes are thought to be key contributing factors to the notable differences in waste arisings in this area. The proportion of respondents anticipating that the proposals will have a negative impact increases with household size: 47% (2,053) of respondents in 1-2 person households expect a negative impact compared to 95% (274) of those in households of 9+ people. The top three reasons are; smell or health concern; increase in vermin; and, household produces too much waste for fortnightly collections.

Respondents less likely to consider recycling important are also more likely to disagree with proposed waste collection changes, such as those in large families, especially those who do not recycle food, and Jewish and Charedi Jewish residents. Charedi Jewish and Jewish households will be disproportionately impacted by the service change if they do not fully utilise their (dry and food) recycling services in order to have sufficient capacity for their waste to be stored in the bins provided for fortnightly collections. There will be significant negative impacts to the environment and community relations if Charedi Jewish and Jewish households are not able to store their waste in the waste bins provided. All households not fully participating in the new services would risk enforcement action if waste is left in the public realm.

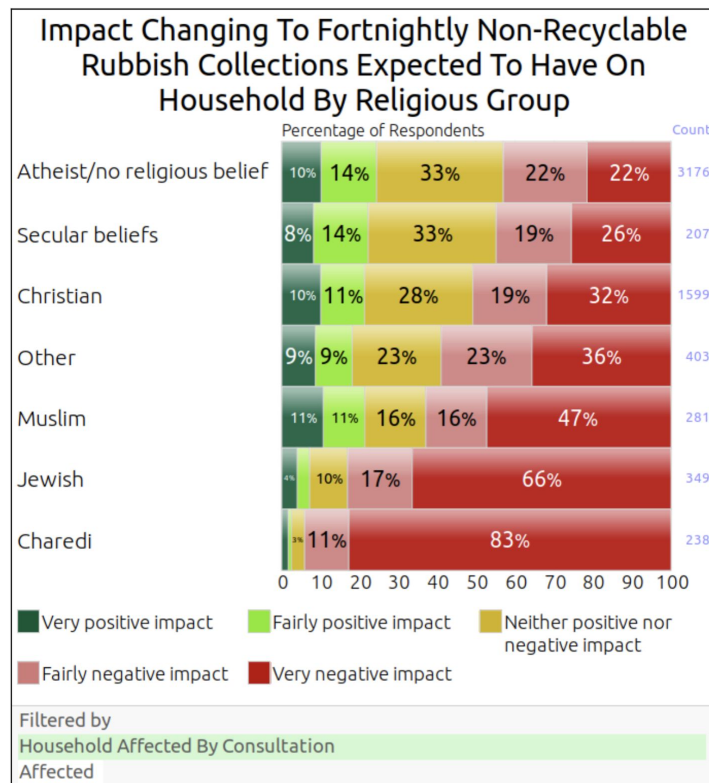


Chart 11: Impact levels by religious group (Kwest, 2020)

Previous engagement work with these households have not resulted in significant behaviour change. The Council has completed extensive research detailing the barriers to food waste recycling participation and delivered doorknocking campaigns to overcome these, by recruiting local Charedi Jewish residents to engage directly with households in

these communities and providing larger food waste bins and liners. The Council uses local Jewish newspapers (Jewish Tribune, Newsheet and Hamodia) to advertise and promote services, as well as send direct mail on an annual basis to increase participation in recycling services during Passover. Even with this engagement work there has been a lack of a step change from Charedi Jewish households to increase recycling participation.

The waste compositional analysis, detailed in section 2.1.3, was undertaken on the highest residual waste collection day; Tuesday in the Stamford Hill area. This area correlates with a high proportion of Charedi Jewish households. The results of the analysis demonstrated that households in this area produce three times (1.72 tonnes per household per year) as much waste as the borough average (544.48kg/hh/yr). 69.0% of residual waste collected could have been recycled (23.5%) via the green sack service and the majority (42.1%) of this via the food recycling bins (the remainder was made up of garden waste). This is 1.2 tonnes per annum of recyclable material placed into residual bins per household. An average of 12% of households presented food bins for collection.

To mitigate against the potential of continued high waste production, the delivery of targeted engagement with the community, and face to face with residents, would be undertaken to help remove barriers to recycling participation. As this community is not a homogenous one, a diversity of communication engagement routes would need to be used. Members and Council officers would engage directly with residents, drawing on the advice of stakeholders, representatives and umbrella organisations to design appropriate engagement. In addition to this there would be a policy that provides additional bin capacity for larger households. Ultimately, to reduce the negative impacts (smell or health concern; increase in vermin; and overflowing bins) the Charedi Jewish households are required to fully utilise the waste and recycling services provided.

The mitigating actions include:

- To help remove barriers to recycling participation, the delivery of targeted engagement with the community, and face to face with residents, will be undertaken;
- Encourage the uptake to the new fox-proof food waste bins, which have proven to be successful;
- A diversity of communication and engagement routes to be used. This will include members and officers engaging directly with residents, drawing on the advice of stakeholders, representatives and umbrella organisations, to design appropriate engagement;
- Ensure a policy that provides additional bin capacity for larger households is included, for non-recyclable waste only.

f) Gender reassignment, Marriage and Civil Partnership, Gender, Sexual orientation

The ability to access and use the proposed new services should not adversely affect these protected characteristics.

g) Other groups

Hackney has a large transient population from private renters as well as from official and illegal Houses in Multiple Occupancies. Population increased by 20% from 2001 to 2011 as per the Census data. The working age population has also grown by 27% in the past

decade, with the 25-29 age group demonstrating the largest increase, 13,000. All of these new arrivals may not be engaged with the waste and recycling provisions available in the borough, and confusion may negatively impact the public realm with household waste not presented on time for collection days.

Hackney is a densely populated borough and the reasons respondents expect the proposals to have a negative impact often relate to actions of their neighbours, for example, other people putting food waste in with the non-recyclable rubbish.

As part of the communications plan, the Council would deliver a face to face engagement campaign to explain the service changes. The Council would engage with new arrivals via dedicated targeted campaigns online and traditional outdoor advertising.

STEP 3: REACHING YOUR DECISION

3.1. Describe the recommended decision

Having due regard to the need to advance equality of opportunity involves considering the need to:

- Remove or minimise disadvantages suffered by people due to their protected characteristics;
- Meet the needs of people with protected characteristics; and
- Encourage people with protected characteristics to participate in public life or in other activities where their participation is low.

The adoption and implementation of the proposed waste service changes should pay due regard to the equality considerations highlighted in this assessment, to ensure that the Council is compliant with its statutory obligations under the Equality Act 2010.

The Council will continue to consider the impact on all protected characteristics during the ongoing development and implementation of its waste & recycling services should approval for change be granted by Cabinet in 2020. Where appropriate it will undertake additional engagement with the community or more detailed equality analysis where the negative impacts on specific protected characteristics have been identified.

STEP 4 DELIVERY – MAXIMISING BENEFITS AND MANAGING RISKS

-Separate document for editable document-

4.1. Equality and Cohesion Action Planning

Please list specific actions which set out how you will address equality and cohesion issues identified by this assessment. For example,

- Steps/ actions you will take to enhance positive impacts identified in section 4 (a)
- Steps/ actions you will take to mitigate against the negative impacts identified in section 4 (b)
- Steps/ actions you will take to improve information and evidence about a specific client group, e.g. at a service level and/or at a Council level by informing the policy team (equality.diversity@hackney.gov.uk)

All actions should have been identified already and should be included in any action plan connected to the supporting documentation, such as the delegate powers report, saving template or business case.

No	Objective	Actions	Outcomes highlighting how these will be monitored	Timescales / Milestones	Lead Officer
1	Restriction Policy Service Development Review	Add assisted collections policy where required (elderly, disabled or pregnant & maternity) in the review.	The service policy paper to include an action point to provide assisted collections to those unable to use the service and a process for this registration. Engage with Safeguarding Adults and Adult Social Care teams.	December 2019: Policy March 2020 to March 2021: Engagement	Environmental Services Strategy Manager
2	Restriction Policy Service Development Review	Add exemptions to bin restrictions where required (large families, elderly, disabled or pregnant & maternity, religious groups) in the review.	The service policy paper to include exemptions to households requiring larger bin capacity and the process for the assessment and registration registration.	December 2019: Policy March 2020 to March 2021: Engagement	Environmental Services Strategy Manager
3	Communicate service changes to disabled groups	Identify and engage with disabled amenity groups.	Working with individuals / amenity groups to identify appropriate solutions for service changes and develop and implement a comms action plan.	March to September 2020: Planning October 2020 to March 2021: Delivery	Environmental Services Strategy Manager
4	Engage with Charedi groups to adapt service change	Engage directly with residents and representative	Plan and deliver a communications strategy with the community (leader and face to face resident engagement, members,	January to April 2020: Planning January 2020 to March 2021: Delivery	Environmental Services Strategy Manager & Strategic
	communications	umbrella organisations.	workshops, letters and local press).		Communications Advisor
5	Communicate service change across the borough	Deliver borough wide campaign.	Comprehensive digital and traditional media campaign aimed at street level properties predominantly, but also boroughwide, to communicate service change, including roadshows and website information updates. Use plain English.	March to April 2020: Planning April 2020 to March 2021: Delivery	Environmental Services Strategy Manager & Strategic Communications Advisor
6	Engage with young age groups (under 18 to 25 years)	Deliver a digital campaign targeted at this subgroup	Plan and deliver a social media communications strategy to target this age group. Encourage participation to the food waste service. Research barriers to non recycling behaviours. Use plain English.	March to September 2020: Planning October 2020 to March 2021: Delivery	Environmental Services Strategy Manager & Strategic Communications Advisor

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Decisions listed below that are Key Decisions will come into force and may then be implemented on the expiry of 5 clear working days after unless called-in by at least 5 non-executive members in writing and submitted to the Monitoring Officer.

Agenda Item No	Topic	Decision
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Part A – Items considered in public

1	Apologies for Absence	<p>There were no apologies for absence.</p> <p>NOTED</p>
2	Urgent Business	<p>There were no items of urgent business.</p> <p>The Mayor advised that there was a TO FOLLOW report at Item 8 and reasons for lateness would be given when the meeting reached that item.</p> <p>NOTED</p>
3	Declarations of interest - Members to declare as appropriate	<p>Mayor Glanville and Councillor Selman declared a personal non prejudicial interest in item 8 as board member and involvement in the Shoreditch Trust.</p> <p>NOTED</p>
4	Notice of intention to conduct business in private, any representations received and the response to any such representations	<p>There were no representations received.</p> <p>NOTED</p>
5	Questions/Deputations/Petitions	<p>There were no questions, deputations or petitions.</p>

London Borough of Hackney – Decisions taken by the Cabinet on Monday, 18 May 2020

Agenda Item No	Topic	Decision
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		NOTED
6	Unrestricted minutes of the previous meeting of Cabinet held on 16 March , and special Cabinet held on 22 April 2020.	<p>RESOLVED</p> <p>That the minutes of the meetings of Cabinet held on 16 March 2020, and 22 April 2020 (special) be confirmed as an accurate record of the proceedings.</p>
7	Capital Update report - Key Decision No. FCR Q9	<p>RESOLVED</p> <p>i. That the schemes for Children, Adults and Community Health as set out in section 9.2 of the be approved as follows:</p> <p>Lifecycle Works Programme 2020/21: Virement and spend approval of £1,492k in 2020/21 is requested to fund the lifecycle maintenance work at 10 schools (secondary and specialist schools).</p> <p>ii. that the schemes for Finance Corporate and Resources as set out in section 9.3 of the report be approved as follows:</p> <p>40-43 St Andrews Road: Resource and spend approval of £450k in 2020/21 to reconfigure this former car pound site into a site for the Council’s SEND Travel Assistance Service (SEND TAS).</p> <p>iii. that the schemes for Neighbourhood and Housing (Non) as set out in section 9.3 of the report be approved as follows:</p> <p>The Old Baths 80-80a Eastway: Resource and spend approval of £116k in 2020/21 to</p>

London Borough of Hackney – Decisions taken by the Cabinet on Monday, 18 May 2020

Agenda Item No	Topic	Decision
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		<p>increase the existing budget to fund the Council’s project to transform The Old Baths at 80-80a Eastway into affordable work and community space, which will provide low cost workspace, new sports opportunities, culture and training opportunities for local people.</p> <p>Street Winter Gritter Vehicles and A Gully Cleansing Vehicle: Virement and spend approval of £580k in 2020/21 to purchase two winter gritters, a gully cleansing vehicle and a crash cushion attachment.</p> <p>Street Cleansing 7.5 Tonne Tipper Vehicles: Virement and spend approval of £694k in 2020/21 and resource and spend approval of £72k in 2020/21 is required to purchase eleven 7.5 tonne cage bodied vehicles for the provision of an integrated Estates and Street Cleansing service.</p> <p>Abney Park Restoration Project: Resource and spend approval of £4,411k (£1,020k in 2020/21, £2,385k in 2021/22 and £1,006k in 2022/23) is requested to increase the existing fund for the restoration project at Abney Park.</p> <p>REASONS FOR DECISION</p> <p>The decisions required are necessary in order that the schemes within the Council’s approved Capital programme can be delivered as set out in this report.</p> <p>In most cases, resources have already been allocated to the schemes as part of the budget setting exercise but spending approval is required in order for the scheme to proceed. Where however resources have not previously been allocated, resource approval is requested in this report.</p>
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London Borough of Hackney – Decisions taken by the Cabinet on Monday, 18 May 2020

Agenda Item No	Topic	Decision
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		DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED None.
8	2019/20 Overall financial position, property disposals and acquisitions report - Key Decision No. FCR Q10 - TO FOLLOW	<p>Reasons for lateness of the report stated.</p> <p>RESOLVED</p> <ul style="list-style-type: none"> i. That the updated potential financial implications of Covid-19 as set out in this report be noted ; and ii. That recommendation 3.1 approved at the meeting of 22nd April 2020 be reconfirmed, namely that “that authority be delegated to the Chief Executive and the Group Director of Finance and Corporate Resources to allocate COVID-19 Grant Funding to the Council service areas as required in consultation with the Mayor and Deputy Mayor (Finance)”, and will again be reviewed at the next cabinet meeting. <p>REASONS FOR DECISION</p> <p>To facilitate efficient financial management and control of the Council's finances with special regard to the impact of the Covid-19 Pandemic.</p> <p>DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</p>

London Borough of Hackney – Decisions taken by the Cabinet on Monday, 18 May 2020

Agenda Item No	Topic	Decision
		This report is primarily an update on the Council’s financial position and the implications of the Covid-19 crisis. No alternative options are available.
9	Restricting Residual Waste - Key Decision No. NH Q47	<p>RESOLVED</p> <ul style="list-style-type: none"> i. That approval be given to the Waste Enforcement Strategy and Waste & Recycling Collection Policy as detailed in appendices 4 & 5 of the report; and . ii. that approval be given to the proposals to introduce fortnightly collections for residual waste to street level properties, using black 180l wheeled bins. <p>REASONS FOR DECISION</p> <p>The recommendation to introduce fortnightly collections for residual waste is predicated on a number of factors. The body of the report updates on the status of the RRP, and then focuses on the results of the consultation exercise. It further proceeds to outline the progress of the different work streams in developing the proposal to restrict residual waste to street level properties.</p> <p>Reduction & Recycling Plan</p> <p>The Mayor of London’s Environment Strategy requires London authorities to write a Reduction & Recycling Plan. The RRP was submitted to the Greater London Authority (GLA) in June 2019, and set out actions on restricting residual waste and to consult on such.</p> <p>Following amendments based on more up to date analysis of data, notably a slight reduction in</p>

London Borough of Hackney – Decisions taken by the Cabinet on Monday, 18 May 2020

Agenda Item No	Topic	Decision
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		<p>the recycling rate, the RRP was ‘signed-off’ in December by the Mayor of London, and has been approved as being in general conformity with the London Environment Strategy. The confirmation letter noted that the GLA were particularly pleased to see food waste remaining weekly and that we had committed to meeting a stretching recycling target of 31%. The updated RRP is attached in Appendix 1 of the report.</p> <p>DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</p> <p>London boroughs are required to produce a Reduction and Recycling Plan (RRP) to set out how they each will make a contribution to the Mayor of London’s Environment Strategy targets and demonstrate general conformity with his Strategy.</p> <p>Failure to produce a RRP may lead to the Mayor using his powers to direct a Waste Authority in London where he considers that it is necessary for the purposes of the implementation of the municipal waste elements of the Environment Strategy.</p> <p>The RRP has now been approved by the Mayor of London, which included the consideration to introduce fortnightly collections to restrict residual waste. This action has the largest impact on increasing the recycling rate, thereby contributing to the London wide targets; it is unlikely that the RRP would have been approved without commitments to restrict residual waste.</p>			
10	Schedule of Local Authority School Governor appointments	<p>RESOLVED</p> <p>That approval be given to the following new school governing body nomination as follows:</p> <table border="1" data-bbox="840 1348 2072 1428"> <thead> <tr> <th data-bbox="840 1348 1288 1380">Governing Body</th> <th data-bbox="1288 1348 1680 1380">Name</th> <th data-bbox="1680 1348 2072 1380">Date Effective</th> </tr> </thead> </table>	Governing Body	Name	Date Effective
Governing Body	Name	Date Effective			

London Borough of Hackney – Decisions taken by the Cabinet on Monday, 18 May 2020

Agenda Item No	Topic	Decision
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		<p align="center">Cardinal Pole Catholic School Mr Simeon Marriott-Dixon - new nomination 18 May 2020</p>
11	Appointments to Outside Bodies	<p>There were no appointments to outside bodies.</p> <p>NOTED</p>
12	New items of unrestricted urgent business	<p>There were no other unrestricted items of urgent business to consider.</p> <p>NOTED</p>
13	Exclusion of the press and public	<p>There were no exempt items of either an ordinary urgent nature to consider therefore the resolution to exclude the public and press was not required to be moved.</p> <p>NOTED</p>
14	New items of exempt urgent business	<p>NIL ITEMS</p>

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UNRESTRICTED MINUTES OF A MEETING OF THE REMOTE CABINET

HELD ON MONDAY, 18TH MAY, 2020 AT 18:00HRS

Present: Mayor Philip Glanville in the Chair

- Councillors**
- Deputy Mayor Anntoinette Bramble (Vice-Chair)**
- Cllr Jon Burke**
- Cllr Christopher Kennedy**
- Cllr Clayeon McKenzie**
- Cllr Guy Nicholson**
- Cllr Rebecca Rennison**
- Cllr Caroline Selman**
- Cllr Carole Williams**
- Cllr Caroline Woodley**
- Cllr Sem Moema**
- Cllr Yvonne Maxwell**

Also in Attendance:

- Officers:**
- Tim Shields, Chief Executive**
 - Ian Williams, Group Director of Finance & Corporate Resources**
 - Ajman Ali - Interim Group Director of Neighbourhoods & Housing**
 - Anne Canning, Group Director of Children and Adults and Community Health**
 - Dawn Carter-McDonald – Interim Director of Legal & Governance**
 - Clifford Hart, Senior Governance Services**

Apologies: Nil.

1.	Apologies for Absence
	There were no apologies for absence. NOTED At this point in the proceedings the Mayor thanked all present for joining the meeting. The Mayor reminded the meeting of his pledge at the Special Cabinet meeting of 22 April that his administration would continue to be open and transparent despite these difficult times. He referred to meeting such as this one along with those of Scrutiny, Planning, Licensing and Audit Committee which would continue, so that the administration could make decisions transparently and with opportunity for scrutiny. The

Mayor thanked legal and governance officers for making this happen.

The Mayor reported that since the last meeting of Cabinet on 22 April the Council had completely transformed the way in which it delivered services, and created entirely new ones. It had made sure its vital frontline services could continue to operate while making sure Council staff were kept safe with good supplies of PPE. The Council had set-up a food delivery and emergency support service for people who were unable to leave their homes or were not able to access vital supplies.

The Mayor reported that from a standing start, the Council was now delivering food packages to more than 1,500 households – most of them not on the Government's shielding list. It had also stepped in to top up the Government's initial food packages for NHS shielding residents, which simply were not good enough and did not cater at all for dietary, allergy or religious requirements. The Council had paid-out £50 million to over 3,300 businesses in business rate grants to help Hackney businesses survive during lockdown. It had worked in cooperation with its local communities and mutual aid groups, setting up a pool of volunteers that were helping it's services and local charities respond. The Mayor advised that it was impossible to name every Council Officer that had made all of this possible, so he stated he thanks to every Hackney Council staff member for their hard work over the past couple of months.

The Mayor stressed that on top of these new services, his administration wanted the Government to work hand-in-hand with councils with the next testing strategy. As local authorities knew its communities best and it also already had local, experienced public health teams. The Council believed that testing, tracking and tracing would be most effective at a local level, and the Council was ready to step-up to that role.

The Mayor stated that the administration had done all that it had because it was the right thing to do. The Mayor commented that from the outset he had pledged that Hackney Council would do everything it could to help residents through this pandemic. But this had all come at great cost to the Council – costs that the Government told Councils would be covered – as the papers at this meeting reported. This crisis had revealed the jobs and services most important to the country, and that nurses, doctors, as well as Hackney Council's care and social workers, waste and recycling teams, and many more, would see the Borough through this crisis. But in order to make sure that the teams had the resources they needed to keep Hackney's communities safe and respond to their needs had created gaps in budgets.

The Mayor advised that as Deputy Mayor Rennison would no doubt go into greater detail later, the Cabinet report revealed that responding to this crisis would leave Hackney with a £19 million funding gap from the first three months alone. Throughout the year, the budget gap could be as high as £71 million, yet so far Hackney Council had only received £17.7 million from the Government. This gap was one-half of the £140m in government grant cuts Hackney had faced since 2010 – in just one-year. The Mayor commented that after a decade of austerity, the Government needed to step-in and support frontline services, or Hackney risked having to cut those very services that were getting the Council through the crisis. The Council would continue to keep standing up for its key workers to see this continue, so its key workers could keep looking after the residents of Hackney.

The Mayor then referred to the Prime Minister update of the Government's advice of 10 May which had caused much confusion. The Mayor stressed that he wanted it to be made absolutely clear to anyone watching the meeting that lockdown had not been lifted. The Mayor asked that residents stay at home as much as possible, be considerate of others and keep a social distance from other people at all times.

The Mayor stated that at the last Cabinet meeting in April he had read out the names of just 12 local people out of, what was then, a total of 94 residents that had died as a result

	<p>of the coronavirus. The Mayor reported that since then, the total deaths of Hackney residents as a result of the virus had gone up to 153 people. Each death was its own tragedy, and every person that had died had their own stories, connections and contributions to the borough. In particular The Mayor referred to Jermain Wright – London FA Club Council Member, Secretary of the North East Division, Referee and Secretary of the Hackney & Leyton Sunday Football League. All 153 people left behind grieving friends and family, and they were in the thoughts of everyone at this difficult time.</p> <p>The Mayor further stated that although he could not go through every story at this meeting, he advised that there would now be a one minute’s silence to remember those lost as a result of coronavirus.</p> <p>The meeting then observed a one minute silence.</p> <p>The Mayor thanked everyone for their observance.</p> <p>NOTED</p> <p>(N.B Governance Officer’s note – the remote meeting of Cabinet was live streamed and the recorded contributions of Cabinet Members in respect of the items under consideration can be found on the Council’s webpage for the meeting and will therefore not be recorded in the minutes).</p>
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<p>2.</p>	<p>Urgent Business</p>
	<p>There were no items of urgent business.</p> <p>The Mayor advised that there was a TO FOLLOW report and reasons for lateness would be given when the meeting reached that item.</p> <p>NOTED</p>

<p>3.</p>	<p>Declarations of interest - Members to declare as appropriate</p>
	<p>There were no declarations of interests.</p> <p>NOTED</p>

<p>4.</p>	<p>Notice of intention to conduct business in private, any representations received and the response to any such representations</p>
	<p>There were no representations received.</p> <p>NOTED</p>

<p>5.</p>	<p>Questions/Deputations/Petitions</p>
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	<p>There were no questions, deputations or petitions.</p> <p>NOTED</p>
6.	<p>Unrestricted minutes of the previous meeting of Cabinet held on 16 March , and special Cabinet held on 22 April 2020.</p>
	<p>RESOLVED</p> <p>That the minutes of the meetings of Cabinet held on 16 March 2020, and 22 April 2020 (special) be confirmed as an accurate record of the proceedings.</p>
7.	<p>Capital Update report - Key Decision No. FCR Q9</p>
	<p>The Mayor introduced the report.</p> <p>There being no points of clarification on a MOTION by the Mayor it was:</p> <p>RESOLVED</p> <p>i. That the schemes for Children, Adults and Community Health as set out in section 9.2 of the be approved as follows:</p> <p>Lifecycle Works Programme 2020/21: Virement and spend approval of £1,492k in 2020/21 is requested to fund the lifecycle maintenance work at 10 schools (secondary and specialist schools).</p> <p>ii. that the schemes for Finance Corporate and Resources as set out in section 9.3 of the report be approved as follows:</p> <p>40-43 St Andrews Road: Resource and spend approval of £450k in 2020/21 to reconfigure this former car pound site into a site for the Council's SEND Travel Assistance Service (SEND TAS).</p> <p>iii. that the schemes for Neighbourhood and Housing (Non) as set out in section 9.3 of the report be approved as follows:</p> <p>The Old Baths 80-80a Eastway: Resource and spend approval of £116k in 2020/21 to increase the existing budget to fund the Council's project to transform The Old Baths at 80-80a Eastway into affordable work and community space, which will provide low cost workspace, new sports opportunities, culture and training opportunities for local people.</p> <p>Street Winter Gritter Vehicles and A Gully Cleansing Vehicle: Virement and spend approval of £580k in 2020/21 to purchase two winter gritters, a gully cleansing vehicle and a crash cushion attachment.</p> <p>Street Cleansing 7.5 Tonne Tipper Vehicles: Virement and spend approval of £694k in 2020/21 and resource and spend approval of £72k in 2020/21 is required to purchase eleven 7.5 tonne cage bodied vehicles for the provision of an integrated Estates and Street Cleansing service.</p>

	<p>Abney Park Restoration Project: Resource and spend approval of £4,411k (£1,020k in 2020/21, £2,385k in 2021/22 and £1,006k in 2022/23) is requested to increase the existing fund for the restoration project at Abney Park.</p> <p>REASONS FOR DECISION</p> <p>The decisions required are necessary in order that the schemes within the Council's approved Capital programme can be delivered as set out in this report.</p> <p>In most cases, resources have already been allocated to the schemes as part of the budget setting exercise but spending approval is required in order for the scheme to proceed. Where however resources have not previously been allocated, resource approval is requested in this report.</p> <p>DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</p> <p>None.</p>
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<p>8.</p>	<p>2019/20 Overall financial position, property disposals and acquisitions report - Key Decision No. FCR Q10 - TO FOLLOW</p>
	<p>Deputy Mayor Rennison, in advising of the report's contents as detailed her stated introduction therein, advised that the reason for the lateness of the report was because in order to give the most accurate assessment of the council's financial position, it needed to include the financial data included in a financial survey data returned to the Ministry for Housing, Communities and Local Government (MHCLG), which had not been completed until 15th May 2020.</p> <p>There being no points of clarification or questions, on a MOTION by the Chair it was:</p> <p>RESOLVED</p> <ul style="list-style-type: none"> i. That the updated potential financial implications of Covid-19 as set out in this report be noted ; and ii. That recommendation 3.1 approved at the meeting of 22nd April 2020 be reconfirmed, namely that "that authority be delegated to the Chief Executive and the Group Director of Finance and Corporate Resources to allocate COVID-19 Grant Funding to the Council service areas as required in consultation with the Mayor and Deputy Mayor (Finance)", and will again be reviewed at the next cabinet meeting. <p>REASONS FOR DECISION</p> <p>To facilitate efficient financial management and control of the Council's finances with special regard to the impact of the Covid-19 Pandemic.</p> <p>DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</p>

	This report is primarily an update on the Council's financial position and the implications of the Covid-19 crisis. No alternative options are available.
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9. Restricting Residual Waste - Key Decision No. NH Q47

Councillor Burke introduced the report.

There being no points of clarification or questions, on a **MOTION** by the Mayor it was:

RESOLVED

- i. That approval be given to the Waste Enforcement Strategy and Waste & Recycling Collection Policy as detailed in appendices 4 & 5 of the report; and .
- ii. that approval be given to the proposals to introduce fortnightly collections for residual waste to street level properties, using black 180l wheeled bins.

REASONS FOR DECISION

The recommendation to introduce fortnightly collections for residual waste is predicated on a number of factors. The body of the report updates on the status of the RRP, and then focuses on the results of the consultation exercise. It further proceeds to outline the progress of the different work streams in developing the proposal to restrict residual waste to street level properties.

Reduction & Recycling Plan

The Mayor of London's Environment Strategy requires London authorities to write a Reduction & Recycling Plan. The RRP was submitted to the Greater London Authority (GLA) in June 2019, and set out actions on restricting residual waste and to consult on such.

Following amendments based on more up to date analysis of data, notably a slight reduction in the recycling rate, the RRP was 'signed-off' in December by the Mayor of London, and has been approved as being in general conformity with the London Environment Strategy. The confirmation letter noted that the GLA were particularly pleased to see food waste remaining weekly and that we had committed to meeting a stretching recycling target of 31%. The updated RRP is attached in Appendix 1 of the report.

DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

London boroughs are required to produce a Reduction and Recycling Plan (RRP) to set out how they each will make a contribution to the Mayor of London's Environment Strategy targets and demonstrate general conformity with his Strategy.

Failure to produce a RRP may lead to the Mayor using his powers to direct a Waste Authority in London where he considers that it is necessary for the purposes of the implementation of the municipal waste elements of the Environment Strategy.

The RRP has now been approved by the Mayor of London, which included the consideration to introduce fortnightly collections to restrict residual waste. This action has the largest impact on increasing the recycling rate, thereby contributing to the London wide targets; it is unlikely that the RRP would have been approved without commitments to restrict residual waste.

10.	Schedule of Local Authority School Governor appointments						
	<p>RESOLVED</p> <p>That approval be given to the following new school governing body nomination as follows:</p> <table border="1" data-bbox="244 465 1420 640"> <thead> <tr> <th data-bbox="244 465 715 517">Governing Body</th> <th data-bbox="715 465 1110 517">Name</th> <th data-bbox="1110 465 1420 517">Date Effective</th> </tr> </thead> <tbody> <tr> <td data-bbox="244 517 715 640">Cardinal Pole Catholic School</td> <td data-bbox="715 517 1110 640">Mr Simeon Marriott-Dixon - new nomination</td> <td data-bbox="1110 517 1420 640">18 May 2020</td> </tr> </tbody> </table>	Governing Body	Name	Date Effective	Cardinal Pole Catholic School	Mr Simeon Marriott-Dixon - new nomination	18 May 2020
Governing Body	Name	Date Effective					
Cardinal Pole Catholic School	Mr Simeon Marriott-Dixon - new nomination	18 May 2020					
11.	Appointments to Outside Bodies						
	<p>There were no appointments to outside bodies.</p> <p>NOTED</p>						
12.	New items of unrestricted urgent business						
	<p>There were no other unrestricted items of urgent business to consider.</p> <p>NOTED</p>						
13.	Exclusion of the press and public						
	<p>There were no exempt items of either an ordinary urgent nature to consider therefore the resolution to exclude the public and press was not required to be moved.</p> <p>NOTED</p>						

Duration of the meeting: 18:00 -18:30hrs

Mayor Philip Glanville
Chair at the meeting on
Monday, 18 May 2020

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