

**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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<b>Directorate:</b> Neighbourhoods & Housing	<b>Department/Division:</b> 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**

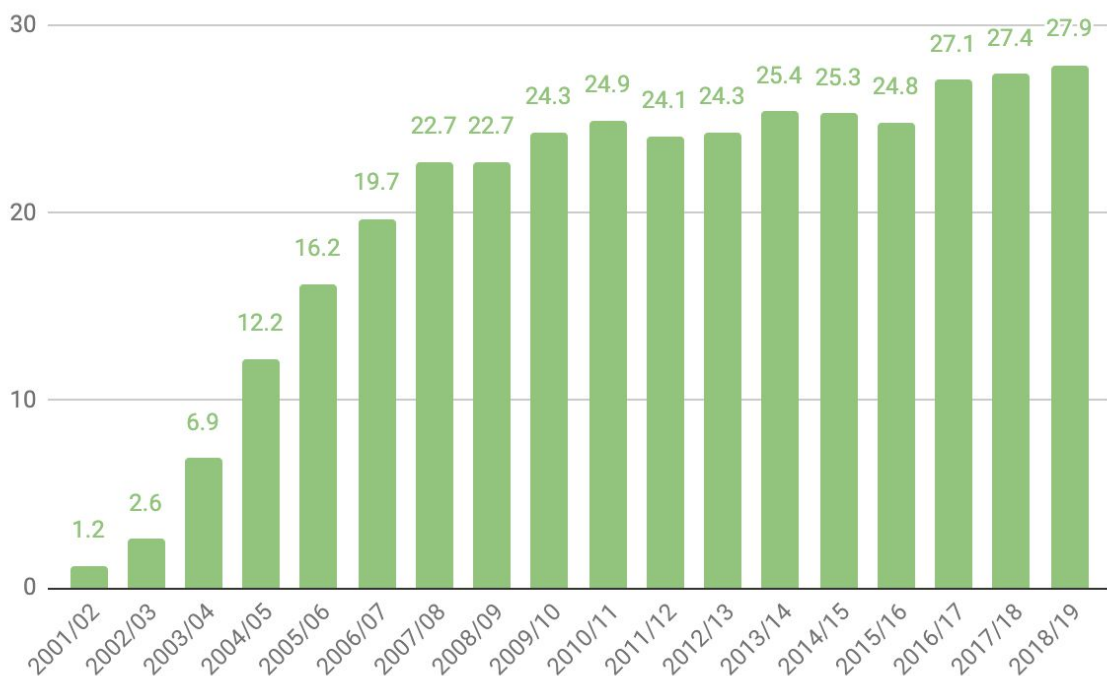
### **STEP 1: DEFINING THE ISSUE**

#### **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 growing<sup>1</sup>. 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.

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<sup>1</sup> 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

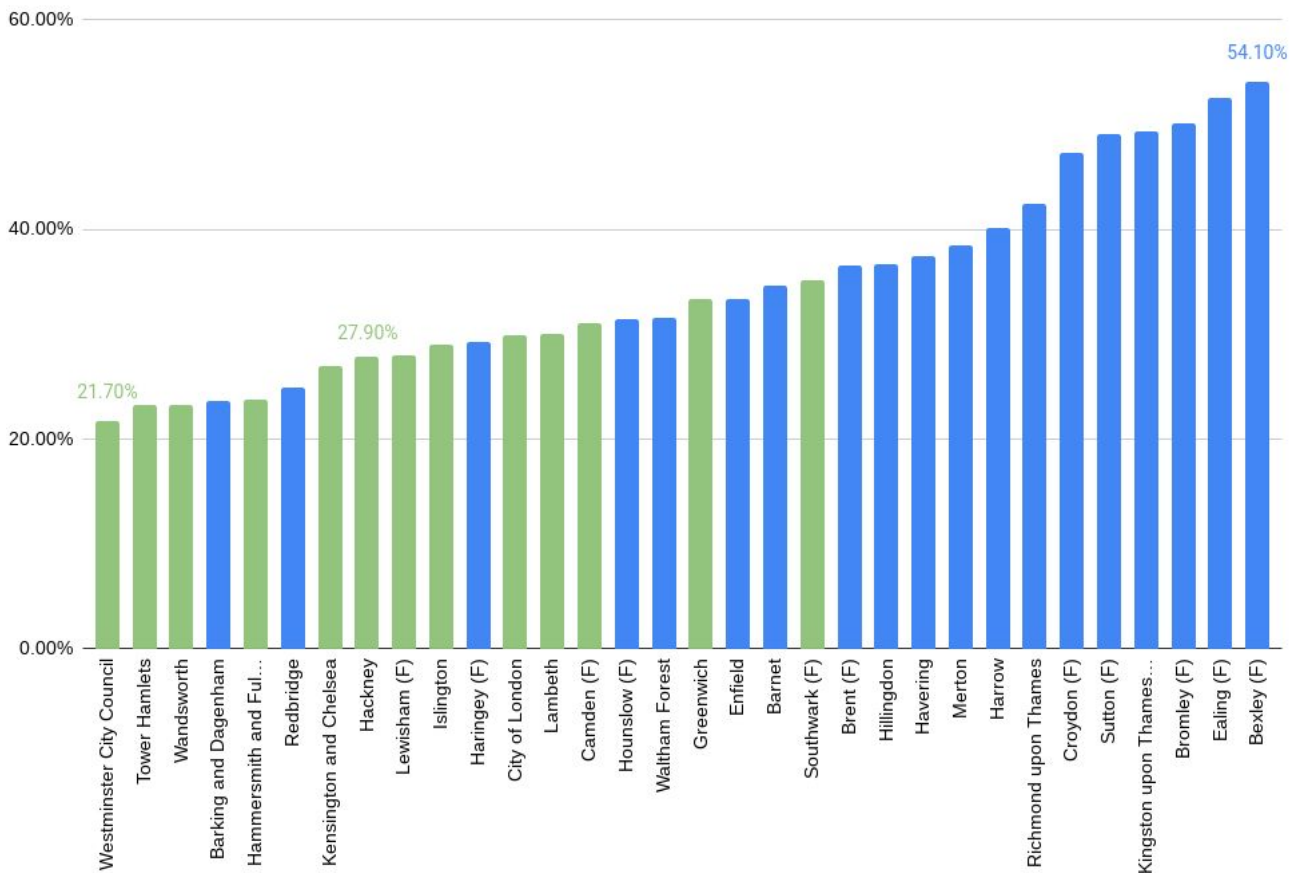


Chart 2: London Authority Recycling Rates 2018-19 (Hackney Council, 2020)

\*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

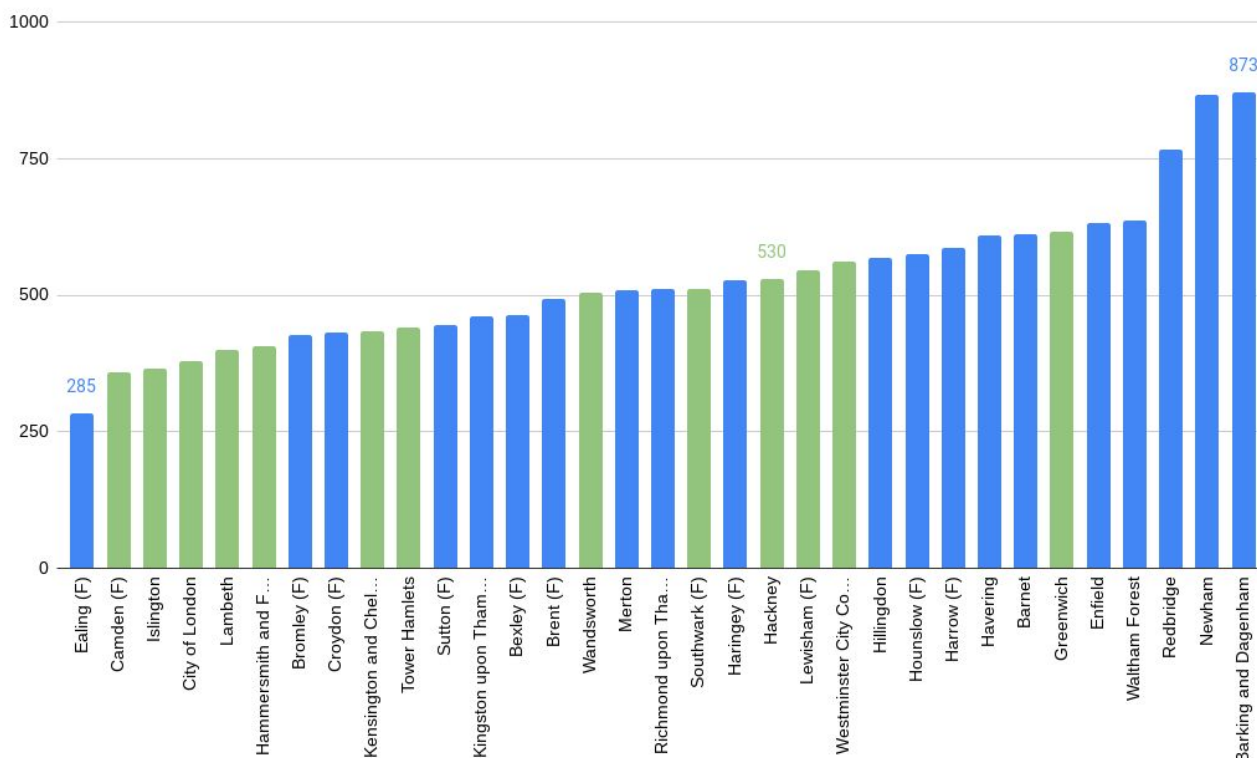


Chart 3: Kg of waste per household per borough in 2018-19 (Hackney Council, 2020)

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.

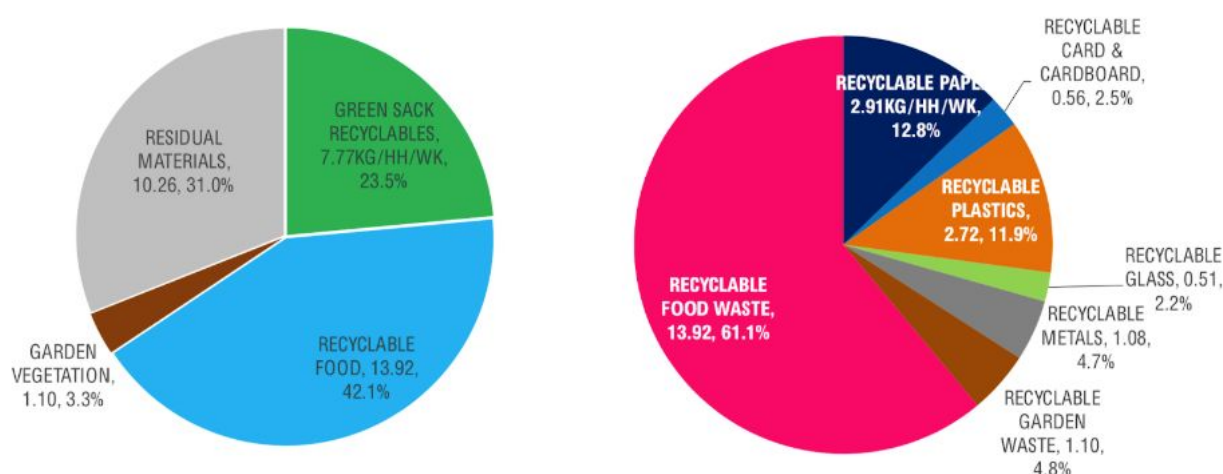


Chart 4: Residual waste potentially recyclable, Kg/hh/wk and % (M-E-L, 2020)

### 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.

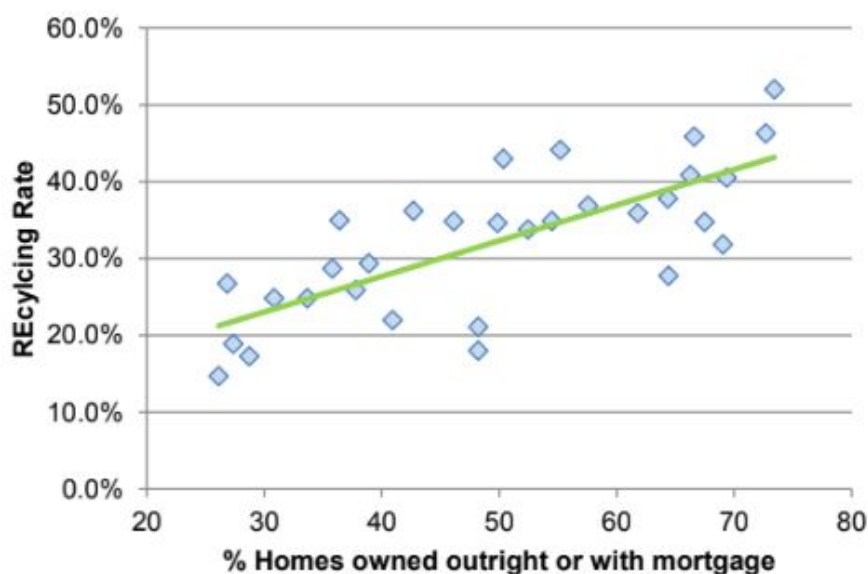
Hackney has double the proportion of residents living in Housing Associations (RSL rented) and council rented flats than in London overall, see Table 3. With regard to the tenure, the table below shows a more detailed breakdown from the 2011 Census. Tenure

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.

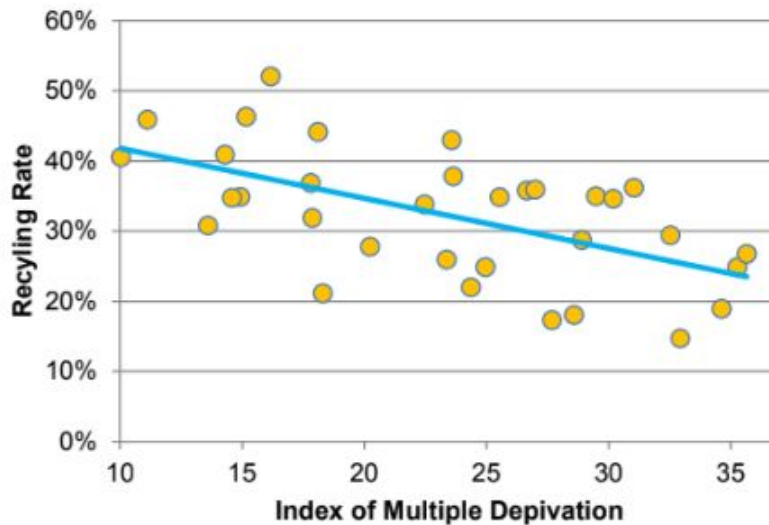


Chart 6: Home ownership and recycling rates (Resource London, 2018)

### 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.

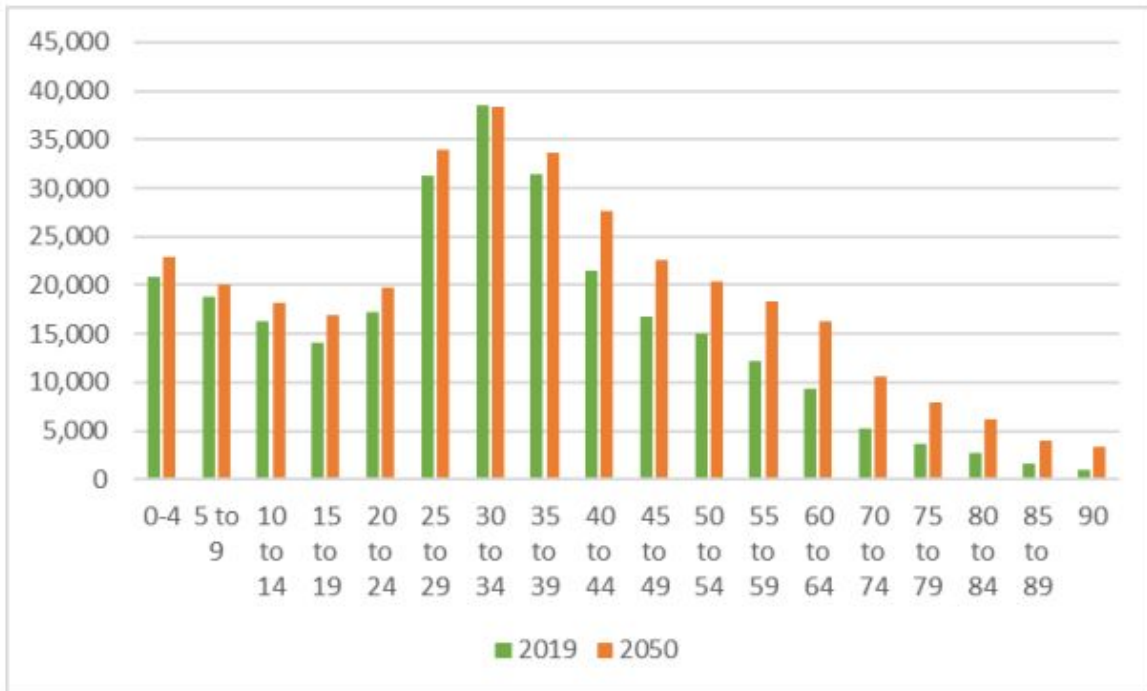
The service would bring a change in behaviour driven by reducing the frequency of waste collections. If residents are on board with the proposed changes and the negative impacts are reduced, there should be positive community cohesion by getting more households to recycle. These predicted changes in 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.

<b>Ethnic group</b>	<b>Hackney %</b>	<b>London %</b>	<b>England %</b>
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.

<b>Religion</b>	<b>Hackney %</b>	<b>London %</b>	<b>England %</b>
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 Interlink<sup>2</sup> 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

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[https://www.hackney.gov.uk/media/10240/Stamford-Hill-evidence-base-charedi-survey/pdf/Stamford\\_Hill\\_Evidence\\_Base\\_Charedi\\_Survey\\_](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.

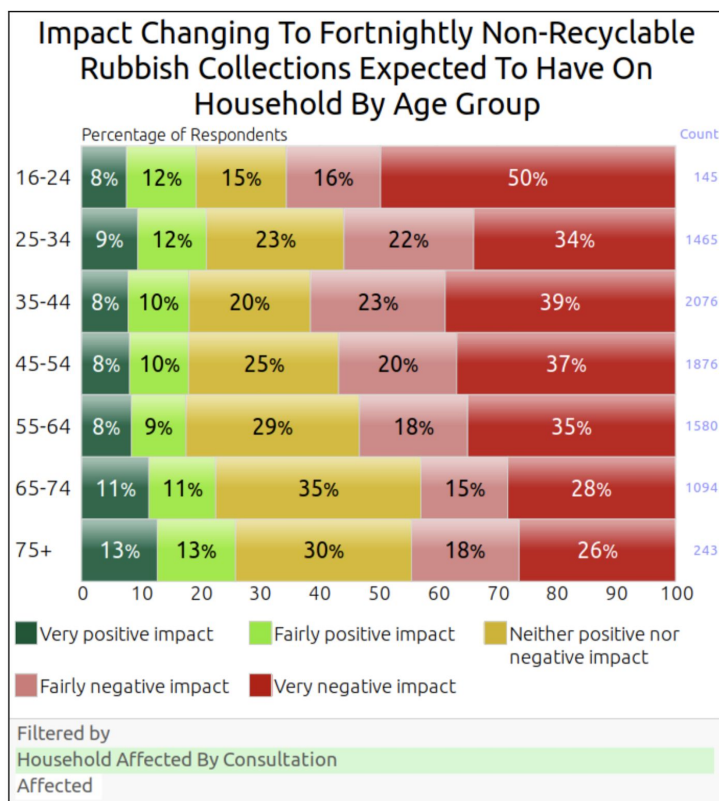
### **2.2.2 What negative impact could there be overall, on different equality groups, and on cohesion and good relations?**

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.

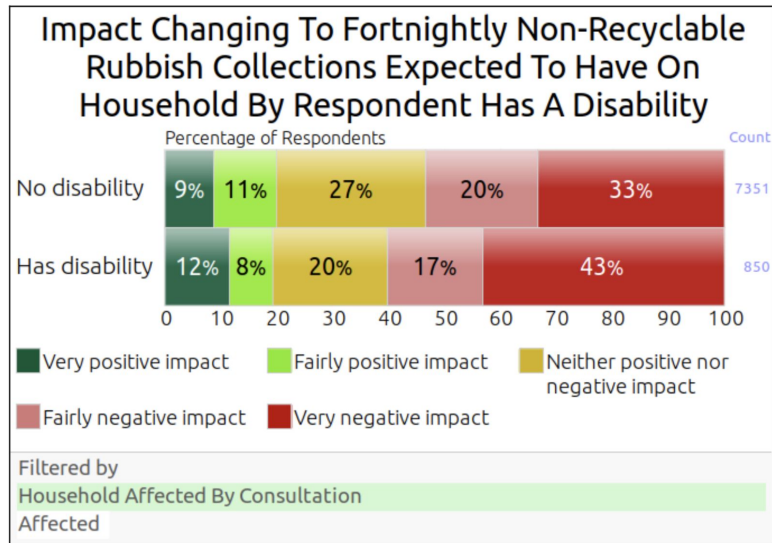
The mitigating actions include:

- 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:

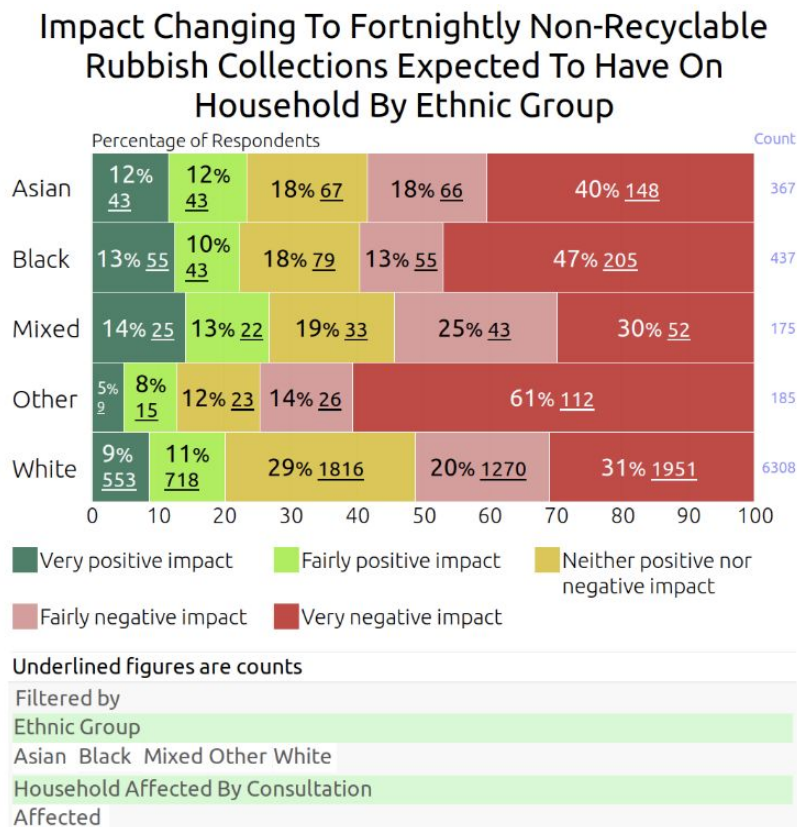
- For those with specific needs, and who may find that there is a lack of bin capacity with the standard allocation, the Council can provide an increase bin capacity where required;
- Offer assisted collections to pregnant women that may not be fully able to use the waste bins.

### **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.

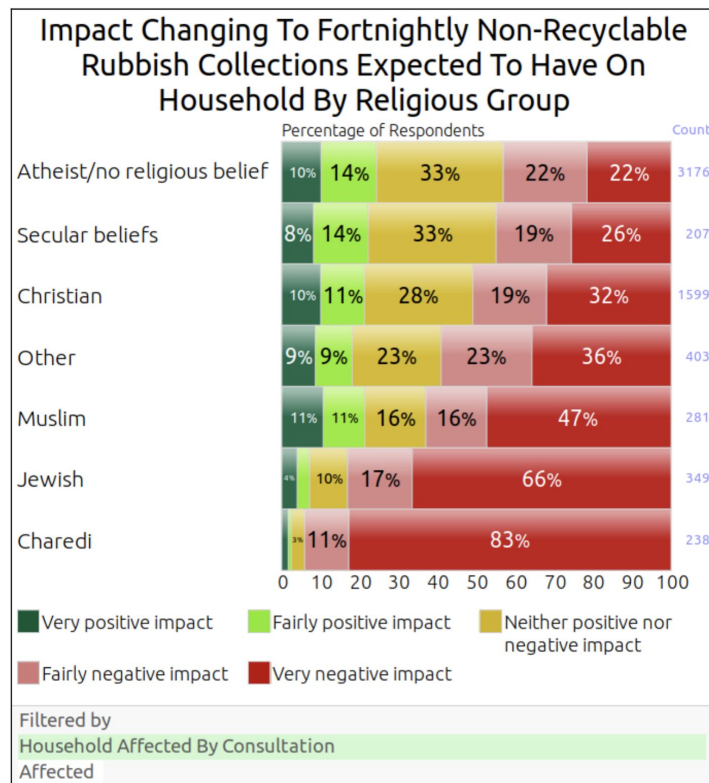
### e) Religion or belief

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](mailto: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