

<b>Title of Report</b>	Reduction and Recycling Plan (RRP) update 2023/25
<b>Key Decision No</b>	CHE S161
<b>For Consideration By</b>	Cabinet
<b>Meeting Date</b>	27 March 2023
<b>Cabinet Member</b>	Cllr Mete Coban, Cabinet Member for Environment & Transport
<b>Classification</b>	Open
<b>Ward(s) Affected</b>	All
<b>Key Decision &amp; Reason</b>	Yes Significant in terms of its effects on communities living or working in an area comprising two or more wards
<b>Implementation Date if Not Called In</b>	3 April 2022
<b>Group Director</b>	Rickardo Hyatt, Group Director for Climate, Homes and Economy

## 1. Cabinet Member's introduction

- 1.1. Alongside anthropogenic global warming, resource depletion and waste treatment are amongst the most pressing environmental challenges facing the world's industrialised and rapidly-industrialising economies.
- 1.2. Humans are already consuming more virgin organic material than the planet can replenish, leading to wide-scale deforestation and pollution of the biosphere, including but by no means limited to the world's oceans and water courses, with devastating consequences for aquatic life. Every year UK consumers alone go through an estimated 14 billion plastic drinks bottles and nine billion drinks cans, not all recycled, ending up as litter or condemned to landfill or energy for waste. Further, the United Nations' May 2019 Global Assessment Report on Biodiversity and Ecosystem Services warned that human activity, including runaway consumption, is driving a huge decline in the Earth's natural life-support systems, and posing a very real threat to civilisation.
- 1.3. London, as one of the world's most developed cities and Europe's only megalopolis, has an important role to play in demonstrating that it is possible

to rapidly transition away from a consumption and waste model that is undermining the natural systems upon which all life depends. This will involve net reductions in the consumption of single-use materials, constraining and restricting the production of waste, significantly increasing and improving recycling, and transforming social norms in order to shift towards a model characterised by extensive circularity and re-use.

- 1.4. Both the waste element of the Mayor of London's Environment Strategy and the Reduction and Recycling Plans (RRP) that boroughs are required to produce to demonstrate what steps they intend to take to achieve the Strategy's ambitious goals, are an important step in bringing greater rigour and direction to the creation of a waste model fit for the 21st Century, and an opportunity to demonstrate how Hackney is at the very forefront of this essential mission.
- 1.5. In March 2021 Hackney moved to fortnightly waste collection through the Restricting Residual Waste Project (RRW). The service change has delivered some positive results, including an 11.66% reduction in waste and 6.5% increase in dry recycling compared to the previous 12 months. Our overall street level recycling rate increased by nearly 5% from 40.6% to 45.4%. If we look at our recycling rates for 2021/22, the street level recycling rate was 44% and the estate recycling rate was 19.19%.
- 1.6. This report sets out our RRP and establishes waste and recycling targets for 2024/25, which are based on modelling the impacts of the various initiatives detailed in the plan. Taking these initiatives into account (along with other factors including housing growth and socio-economic challenges), our proposed overall target for household recycling for 2024/25 is 28%. This would be a decrease from the recycling rate achieved in 2021/22 of 29%, and a decrease in the previous RRP forecast recycling rate for 2025/26 of 31.5%. Reductions in recycling rates are forecasted across North London boroughs.
- 1.7. The updated RRP 2023/25 must merge the current living climate with our ambitious and innovative plans, which are predominantly focused on gains in recycling from estates and flats above shops, behaviour change and waste enforcement at street-level, promoting sustainability in our schools and encouraging and facilitating greater textiles recycling by all our residents.
- 1.8. We're not limiting our ambition and ultimately the overall goal should be around waste prevention. We shouldn't be fixated with recycling and our focus should be limiting waste and ensuring reuse is the norm, instead of pursuing first and foremost the last of the three R's (Reduce, Reuse, Recycle), which although is the easiest for residents to understand, is the one that has the least overall impact.
- 1.9. The RRP includes 10 actions to reduce waste and increase material reuse. Hackney has been delivering an award winning zero waste programme since 2005. The Council manages to keep nearly 2,000,000 items of household

items a year in the local circular economy and engage face to face with over 5,000 residents.

- 1.10. Our efforts, and successes, in the area of waste prevention and sustainability should be commended, and our RRP sets the scene for moving to a world with more sustainable consumption habits.

## **2. Group Director's introduction**

- 2.1. The Mayor of London's Environment Strategy requires London authorities to write a RRP. This report seeks approval of the Council's RRP. The RRP sets out how Hackney will contribute to the London-wide objectives, policies and proposals set out in the Environment Strategy and how these will be reflected and translated into action at the local level. The RRP has to be in a manner consistent with the duty to act in 'general conformity' with the Mayor of London's Environment Strategy.
- 2.2. The RRP has therefore been written setting out the direction of travel that Hackney will take to contribute to those Strategy priorities and objectives, taking into account guidance issued by the Greater London Authority (GLA), Hackney's current services and performance and wider benchmarking. Key aspects of the RRP include gains in recycling from estates and flats above shops, behaviour change and waste enforcement at street-level, promoting sustainability in our schools and encouraging and facilitating greater textiles recycling by all our residents. The RRP further covers how Hackney will minimise its environmental impact of waste activities and move towards a more circular economy.

## **3. Recommendations**

- 3.1. **To approve Hackney's Reduction and Recycling Plan (RRP) for the period 2023-2025 as set out in Appendix 1 and Appendix 2, ensuring Hackney is working towards general conformity with the Mayor of London's Environment Strategy.**
- 3.2. **To delegate authority to the Strategic Director, Sustainability and Public Realm, in consultation with the Lead Member, to update the RRP to take into account any potential further feedback from the Greater London Authority.**

## **4. Reason(s) for decision**

- 4.1. All London boroughs are required to submit a Reduction and Recycling Plan (RRP) to the GLA setting out targets and actions for a two year period to demonstrate how they will make a contribution to the London-wide Strategy targets. This is Hackney's second RRP and it continues to build upon actions

outlined in our first RRP from 2018-2022. This RRP is for the period 2023-2025 and it contains two parts.

- 4.2. Part one of the RRP outlines Hackney's existing actions and new planned work to deliver on our locally set targets, as well as how we are contributing to London wide targets as set out in the London Environment Strategy (LES). Hackney's RRP actions include:
- 10 actions to reduce waste and increase materials reuse (LES Objective 7.1);
  - 18 actions to maximise recycling performance (LES Objective 7.2);
  - 3 actions to reduce the environmental impacts (such as greenhouse gas emissions and air pollutants) - of waste activities (LES Objective 7.3);
  - 2 actions to maximise use of local waste sites (LES Objective 7.4).
- 4.3. The second part of the RRP captures plans and activities that boroughs are implementing to prepare for the service changes required under the Resource & Waste Strategy (RWS), including collections for food waste and key dry recyclables, and separate containers for dry recycling streams in both households and commercial properties. It also includes a requirement to understand the implications of the Extended Producer Responsibility (EPR) scheme and Deposit Return Scheme (DRS). It should be noted that none of the above has been confirmed or brought into legislation.
- 4.4. Cabinet's approval of the RRP is sought so that the Council's RRP can formally be submitted to the GLA and signed off by the Mayor of London.

## **5. Details of alternative options considered and rejected**

- 5.1. Hackney is required to put forward an RRP to the GLA for approval, demonstrating general conformity with the Mayor of London's London Environment Strategy and setting out how we will make a contribution to the London-wide Strategy targets.
- 5.2. The draft RRP was provided to GLA Officers for their comments on 13 October 2022. Feedback was provided by GLA Officers on 9 January 2023.
- 5.3. Hackney is already in general conformity with the Mayor of London's minimum requirements for household recycling services: collecting the six main dry recyclables from all properties (card, paper, cans, glass, plastic bottles and rigid plastics including pots, tubs and trays); collecting separate food waste including from flats where practical and cost effective; and focusing on improving performance from flats. The actions in our RRP show how we will make a contribution to the Mayor's London wide targets.

- 5.4. General feedback from GLA officers is that we have drafted a comprehensive and thorough RRP; with clear and detailed actions and clear expected targets/impacts and timeframes of initiatives. The GLA acknowledges the positive continuation of actions and targets from the 2018/22 RRP.
- 5.5. GLA officers asked that Hackney provides a high-level explanation of the justification behind the current 2024/2025 waste and recycling targets, and to consider whether these can be amended to become more ambitious.
- 5.6. With the pandemic (including changed working practices); our major service change; consumer behaviour change; changes to packaging; and the cost of living crisis all influencing waste and recycling in recent years, identifying trends and making performance forecasts for 2024/25 is difficult. The targets set in the RRP are robust and realistic targets based on modelling the impacts of the different initiatives detailed in the plan while taking into account the very real and significant challenges posed by the increasing cost of living, housing growth in Hackney and changing consumer habits (as detailed below in section 6.10, Recycling Performance Summary, and 6.22, RRP Performance Targets. We will continue to be ambitious in our actions and try to move in the direction of travel set by the Mayor of London, but we must remain realistic in setting our environmental targets.
- 5.7. No alternative options for recycling targets are being considered for the RRP.
- 5.8. The GLA asked why there was no reduction targeted for annual household avoidable (edible) food waste, between the 2019/20 baseline and 2024/25 target. We have since updated the RRP to set a reduction target of 9% of avoidable food waste. We have based this figure on the results achieved in the last pan London food waste campaign, Transforming City Food Habits for LIFE (TRiFOCAL), as published in the January 2020 [Summary Report](#) (page 8). Actions that will support us reaching the target are set out in the RRP and include supporting the Love Food Hate Waste campaign and the two year Pan London food waste reduction campaign (reducing avoidable food waste), alongside increasing the awareness of consuming plant-based meals to reduce consumption emissions. We are further supporting One World Living, on behalf of London Councils, to reduce emissions from food which will achieve reduction in food waste across households, schools and businesses across London.
- 5.9. In their feedback, GLA officers requested some further clarification regarding baseline performance and targets in the RRP. Clarification has been provided to GLA Officers in a letter dated 28 February.
- 5.10. In their feedback, GLA officers made some further suggestions for Hackney to join or advertise platforms promoting a Circular Economy (Circular Economy Matchmaker and The Mindful Shopper). In response, we have included use of these platforms in the RRP.

## 6. **Background**

### Policy Context

- 6.1. On 31 May 2018 the London Mayor published his London Environment Strategy (LES). Both Waste Collection Authorities (WCA's) and Waste Disposal Authorities (WDA's) in London are required to develop and deliver their waste and recycling functions in 'general conformity' with the municipal waste provisions of the LES.
- 6.2. WCA's in London are required by the LES to produce Reduction and Recycling Plans (RRP) to set out how they will make a contribution to the Mayor of London's London-wide targets and demonstrate general conformity with the LES. RRP's are intended as a way for the Mayor's London-wide objectives, policies and proposals to be reflected and translated into action at the local level.
- 6.3. The relevant objectives from the LES are:
  - Objective 7.1 - Drive resource efficiency to significantly reduce waste focusing on food waste and single use packaging;
  - Objective 7.2 – Maximise recycling rates;
  - Objective 7.3 - Reduce the environmental impact of waste activities (greenhouse gas emissions and air pollutants);
  - Objective 7.4 - Maximise local waste sites and ensure London has sufficient infrastructure to manage all the waste it produces.
- 6.4. It is accepted within the LES that some boroughs will need to achieve higher levels of recycling to compensate for those who, due to local circumstances, will be unable to achieve these levels; for example, boroughs with high numbers of flats such as Hackney.
- 6.5. The LES introduced an expectation that all Local Authorities in London would carry out a number of the relevant policies/proposals contributing to London-wide targets, including:
  - To cut food waste and associated packaging waste by 50% per person by 2030;
  - To achieve a 65% municipal waste recycling rate by 2030;
  - To get a London-wide 50% Local Authority Collected Waste (LACW) recycling target for 2025;
  - A minimum level of service to households of six main dry recycling materials collected from all properties, separate food waste collections and improving recycling in flats.

- 6.6. Hackney's first RRP, containing targets and actions for 2018-2022 was approved by Cabinet in June 2019 and approved by the Mayor of London in December 2019.
- 6.7. This RRP is the second RRP and contains targets and actions for 2023-2025.

#### Equality impact assessment

- 6.8. The recommendations within this report are not anticipated to directly impact upon persons with protected characteristics. A full Equalities Impact Assessment is not necessary for the RRP as it does not constitute new service policies that will have unintended consequences adversely affecting different groups in Hackney's diverse community. The planned activities as described within the RRP are expected to contribute towards positive environmental outcomes which are anticipated to bring benefits to all citizens, such as providing all households (those in Flats Above Shops) with access to food recycling services.
- 6.9. Similarly, we were not required to and did not conduct an Equality Impact Assessment for the first RRP.

#### Sustainability and climate change

### **6.10. Recycling Performance Summary**

- 6.11. Our RRP establishes waste and recycling targets for 2024/25, which are based on modelling the impacts of the various initiatives detailed in the plan. Taking these initiatives into account (along with other factors including housing growth and socio-economic challenges), our proposed overall target for household recycling for 2024/25 is 28%, which would be a decrease from the recycling rate achieved in 2021/22 of 29%, and a decrease in the previous RRP forecast recycling rate for 2025/26 of 31.5%.
- 6.12. Included in the lifecycle of the previous RRP was the introduction of fortnightly waste collections and restricted bin capacity for street level properties, which began in March 2021. This was forecast to bring our household recycling rate up to 29.5% in 2021/22 and 31% in 2022/23. The service change initially led to a nearly 5% increase in street-level recycling and a Q1 recycling rate of 30.4%. However, this was not sustained through the year, and whilst household waste fell by 2.9%, total recycling fell further still by 6.7%. While the service change initially brought about positive results, it seems that the current climate has had a subsequent impact on overall rates.
- 6.13. Changes in behaviour are believed to be affecting our waste tonnages and recycling rate. Consumer behaviour could be influenced by the cost of living crisis with people ensuring food waste is reduced and possibly consuming less in general. Others in Hackney may be adopting more sustainable behaviours, like reusing and refilling instead of purchasing items in glass or

plastic packaging and using plastic film recycling points in supermarkets. Meanwhile, manufacturers are changing packaging types and switching to lighter weight materials. All these measures target the materials that can be recycled rather than materials in the general waste stream, and we believe this contributed to the final 2021/22 recycling rate of 29%.

- 6.14. The combination of challenges appear to be impacting on waste and recycling even more acutely in 2022/23. Mixed dry recycling fell 13% and food waste fell 10% in Q2. The summer of 2022 was hot and dry which saw Q2 garden waste drop by 27% (nearly 200 tonnes). These trends, and the resulting fall in recycling rate, are being seen across London.
- 6.15. As well as falls in volumes of commingled and organic recycling, we have also seen declines in the volumes of recycled materials allocated to Hackney from our partner Reuse & Recycling Centre (RRC) sites. Total recycling RRC tonnages for Hackney were 62% (368 tonnes) lower for the first 6 months of 2022/23 compared with the first six months of 2021/22. Around half of this fall can be attributed to a loss of wood recycling, and much greater shares of this wood going to biomass rather than being recycled. The change from wood recycling to biomass is down to the quality or grade of the wood (A: untreated and clean wood, B and C: treated but non-hazardous). Mixing wood B or C with A, means the wood can not be recycled and should be sent to biomass instead. Further, there were falls in the volumes of all other material types at the RRCs. There have also been reductions (although these are smaller) in the volumes of materials recovered through our own Waste Transfer Station and processed through our own contracts.
- 6.16. People who live in flats recycle much less than those who live in street level houses. If we look at our recycling rates for actual households, the 2021/22 street level recycling rate was 44% and the estate recycling rate was 19.19%. Housing stock has grown and continues to grow in Hackney. At present, nearly 50% of Hackney's households are flats in estates. Between 2022 and 2025, it is predicted that Hackney will see a 3.6% increase in households. New homes developed will be estates, where recycling rates achieved will be lower than for street level households which will impact our recycling rates.
- 6.17. Ultimately, the overall goal should be around waste prevention, and we shouldn't be fixated with recycling; we should be limiting waste and focusing on reuse, instead of pursuing first and foremost the last of the three R's (Reduce, Reuse, Recycle), which although is the easiest for residents to understand, is the one that has the least overall impact.
- 6.18. Total LACW in 2019/20 was 121,000 tonnes, with a recycling rate of 25.3%. In 2021/22 this fell to 117,500 tonnes, largely down to the lingering impact of Covid on commercial tonnages. The pandemic significantly impacted our commercial waste tonnages, with waste and recycling both falling by 15% between 2019/20 and the 2022/23 outturn. Further, with the cost of living



crisis, waste tonnages are anticipated to fall a further 5% by 2024/25. The current commercial waste recycling rate forecast for 2021/22 is 22%, and despite the challenges we hope the work to promote recycling will rise to 23.9% in 2024/25. Local Authority Collected Waste has decreased by 5.1%.

#### **6.19. Update on fortnightly waste collections**

6.20. In March 2021 Hackney moved to fortnightly waste collection through the Restricting Residual Waste Project (RRW). The service change has delivered some positive results, see below for some key figures for the first year of fortnightly collections:

- 2,500 tonnes less waste was collected than in the previous 12 months (a 11.66% reduction);
- 600 tonnes more dry recycling collected than in the previous 12 months (a 6.5% increase);
- 750 tonnes more food collected than in the previous 12 months (a 27% increase);
- Tuesday collection day is the stand out improver having achieved a 45% increase in food waste and a 22% increase in dry recycling;
- Overall recycling rate increased by nearly 5% (including garden waste) from 40.6% to 45.4%.

6.21. Whilst this has been a good result, some of these gains were achieved at the beginning of the year and performance in some areas in the second half of 2021/22 decreased, which is something the Behaviour Change Team is tackling. The tonnages at the beginning of 2022/23 are also reflecting the London-wide trends of moderately reducing waste yields (down 3.5%) and more significant reductions in recycling, with street-level dry recycling down 17% and food down 13% compared to April-July 2021/22. The street-level recycling rate currently stands at 42.7% (April-July 2022).

#### **6.22. RRP Performance Targets**

6.23. With the pandemic (including changed working practices), our major service change, consumer behaviour change, changes to packaging and the cost of living crisis all influencing waste and recycling over the last few years, identifying trends and making performance forecasts as far forward as 2024/25 is difficult. The updated RRP 2023/25 must merge the current living climate with our ambitious and innovative plans, which are predominantly focused on gains in recycling from estates and flats above shops, behaviour change and waste enforcement at street-level, promoting sustainability in our schools and encouraging and facilitating greater textiles recycling by all our residents.

6.24. With many of the actions described in the RRP, it is very difficult to estimate tonnage gains with any degree of confidence, and in fact NLWA have

declined to do so with their portfolio of actions due to this. Nonetheless, we have modelled the impact of the planned actions in slowing the downward trend in recycling performance that we are experiencing, and expect to be a feature through the period of this RRP lifecycle. The result is a predicted household recycling rate for 2024/25 of 28%. Please note that without the actions that we intend to take this could fall as much as 1% lower, and it could have been even lower without the fortnightly waste collection service change.

- 6.25. The RRP also requires a recycling rate forecast for Local Authority Collected Waste (LACW), so household, non-household (such as fly-tipping) and commercial waste combined. Commercial waste is also complex to predict as it will be impacted by the economic climate, but how soon and how severe is hard to know. The current commercial waste recycling rate forecast for 2021/22 is 22%, and we hope with work to promote recycling this will rise to 23.9% in 2024/25. This figure and achieving any higher will be challenging see section 6.49 for more detail.
- 6.26. Total LACW in 2019/20 was 121,000 tonnes, with a recycling rate of 25.3%. In 2021/22 this fell to 117,500 tonnes, largely down to the lingering impact of Covid on commercial tonnages. This figure is forecast to fall a further 5% to around 112,000 by 2024/25, with the LACW recycling rate remaining at around 25.2%.
- 6.27. The GLA has provided a modelling tool that calculates the carbon intensity of different waste management methods in kilograms of carbon dioxide emitted per tonne of waste managed. The tool is intended to measure the performance of London boroughs' against the Emissions Performance Standard (EPS) and carbon intensity floor (CIF) targets.
- 6.28. The model uses a pre-pandemic baseline of 2019/20 and produces a baseline EPS figure of -0.022 tonnes of carbon dioxide emitted per tonne of waste managed. By 2024/25 this is expected to have fallen to -0.017 tCO<sub>2</sub>eq./tonne managed. With the EPS figures, a lower number indicates a better performance. The drop in performance between our baseline and targets reflects the reduction in recycling rate we are expecting to see. Without our RRP interventions the figure is modelled to have fallen further to -0.009 kilograms of carbon dioxide emitted per tonne of waste managed.

## **6.29. Maximising Recycling**

- 6.30. The RRP contains 16 actions to increase recycling, which will be delivered alongside business as usual services the Council already delivers. The key gains in recycling, and the diversion of materials from the residual waste stream, from the interventions detailed in our RRP are:
- Food waste gains: mainly from extension of food recycling to flats above shops. With food waste recycling to flats above shops expected to be fully in place by the start of 2024/25 (subject to changes in government legislation). Food waste volumes in 2024/25 are also

expected to see gains from a range of general interventions on estates, from our work with schools, the latest phase of our Estate Recycling Programme, and our work to extend our food waste service to the 10% of estate properties currently without one;

- Mixed dry recycling gains: mainly from our work on estates. The largest gains in mixed dry recycling are expected to come from our Estates Recycling Programme and our general estates interventions. An increase is also expected from encouraging greater recycling amongst schools;
- Textiles gains: our textiles communication campaign is expected to deliver Improvements to the accessibility of textile recycling and is expected to divert it from the residual waste stream, into recycling;
- Garden waste: from extension of garden waste services to more estates. Our extension of garden waste services to more estate households with garden spaces, is expected to divert additional materials from the residual waste stream.

6.31. Hackney will continue to seek opportunities to expand the range of recyclable items in the borough from 2022-2025 alongside NLWA, dependent upon funding and service feasibility. WEEE, textiles, low energy lightbulbs and batteries are collected from a network of bring sites, and other materials are recyclable in the local household waste and recycling centres (HWRC), including hard plastic and polystyrene. Future planning for expansion of services will include:

- Plastic films: continue to work with NLWA to seek opportunities for contract variations which may enable flexi-plastics to be collected at kerbside and sorted in the materials recycling facility (MRF). Until this time, Hackney will promote the existing national flexi-plastic recycling schemes such as those available at large supermarkets. NLWA is working with Biffa (MRF) to establish a compliant and sustainable UK partner to recycle all types of grades of plastic films. The aim is to ensure that all NLWA boroughs are able to collect flexible plastics within the timescale set out in the RWS;
- Coffee pod recycling: Hackney will investigate opportunities to utilise the complementary Podback recycling services for coffee pod recycling, by use of under vehicle cages being retrofitted to vehicles or other means;
- Battery recycling: Review, expand and promote the battery recycling scheme offered via a network of drop-off points across the borough. Consideration of a new door-step battery recycling initiative, by use of under vehicle cages being retrofitted to vehicles is being investigated;

- Small WEEE: Review opportunities for expanding the accessibility of small electrical recycling, via kerbside schemes and/or an increased network of public bring sites;
- Textiles: Review opportunities for expanding the accessibility of textile recycling, via kerbside schemes and/or an increased network of public bring sites.

### **6.32. Waste reduction**

- 6.33. The RRP includes 10 actions to reduce waste and increase material reuse. Hackney has been delivering an award winning zero waste programme since 2005. The Council manages to keep nearly 2,000,000 items of household items a year in the local circular economy and engage face to face with over 5,000 residents. This is thanks to our collaboration with 15 local partners. The #ZeroWasteHackney 'Go Beyond Recycling' is Hackney's circular economy campaign to help residents waste less, rethink resources, and save money. It is designed to reach residents with a particular focus on supporting vulnerable residents and households on a low income.
- 6.34. The programme has won a range of awards over the last few years: Zero Waste Awards 2021, National Recycling Awards 2022 and Keep Britain Tidy National Network Awards 2023. The Sustainability Team has also won global recognition as "Planet Protectors" for this programme and the Eco School outreach work.
- 6.35. This circular programme also aims to reduce consumption based emissions and to reduce waste to enable us to reach a higher recycling rate. There are also savings which are passed to the community and residents by reducing consumption:
- Furniture reuse - 1,300 furniture items;
  - Real nappy campaign - 600 new users a year (manifesto commitment 176);
  - Home composting - Over 50 sold a year;
  - Bike and electrical repair - 200 items;
  - Zero Waste hubs - Over 500 attendees a year;
  - Toy Gift Appeal- 1,500 items;
  - Library of Things (manifesto commitment 179);
  - Textile banks - 1,800,000 clothing items via our reuse collection;
  - Clothes swaps - 3,000 clothing items via community clothes swaps;

- Zero waste challenge - Over 70 participants;
- Refill campaign - Over 100 refill business points;
- Community swap networks (manifesto commitment 178);
- Cooking workshops.

6.36. Actions to reduce waste and increase household items reuse is becoming increasingly important with the cost of living crisis. The Council will not only maintain and deliver the zero waste programme, but it will aim to be more ambitious with the addition of the following actions in the RRP (Manifesto commitment 174, 177):

- As part of our plan to step up support and help Hackney reopen and recover, our Green Skills and Circular Economy Commission will help shape this plan, mapping the green skills gaps and the new opportunities in Hackney's economy;
- We will develop a Circular Economy Strategy to transform our attitudes towards the way we create, consume and dispose of rubbish, with the objective of significantly reducing Hackney's borough-wide carbon footprint through reduce, reuse and recycle;
- With local businesses we will identify and designate a Circular Economy Zone in one of Hackney's town centres to promote businesses with circular economy business models in sectors such as fashion, household goods, furniture or electrical repairs, renting items for single-use, refilling of household products, resale of second-hand items.

6.37. The Council will support the Love Food Hate Waste campaign and the two year Pan London food waste reduction campaign (reducing avoidable food waste), alongside increasing the awareness of consuming plant-based meals to reduce consumption emissions. Various work streams are being led by a Hackney Council officer, One World Living, on behalf of London Councils to reduce emissions from food which will achieve reduction in food waste across households, schools and businesses across London. We have set a target to reduce total annual household avoidable (edible) food waste (kgs/head) by 9% by 2024/25. We have based this figure on the results achieved in the last pan London food waste campaign, Transforming City Food Habits for LIFE (TRiFOCAL), as published in the January 2020 [Summary Report](#) (page 8).

**6.38. Maximising local waste sites**

6.39. Maximising local waste sites outlines the services that segregate materials at Millfields Depot, which contribute to the Council's recycling rate. Separation of all materials possible will continue at the Waste Transfer Station, including the segregation of bulky waste delivered to the depot into a range of

recyclable streams not limited to wood, mattresses, metal, paint, small and larger WEEE. Opportunities for new materials will continue to be explored, dependent upon markets and operational resources.

6.40. Hackney has no HWRC in the borough boundary but residents are entitled to use the NLWA run sites in neighbouring boroughs. NLWA have reopened all HWRCs, and they are now operating full time hours.

6.41. Hackney will work with NLWA to continue to increase the types of materials that can be accepted at the HWRC. NLWA has made a commitment to continue to collect and recycle mattresses and expanded polystyrene, while also renewing the textile contract and aiming to increase the scope of textiles and carpets that are accepted, by 2023.

#### **6.42. Environmental impact**

6.43. Reducing the environmental impact is a key objective in the LES and in the RRP, and whilst some actions have been added in the plan, it is worth noting that the draft Climate Action Plan is the programme that captures all of the Council's actions to reduce its impact in the environment with the goal of achieving net zero. Nevertheless, Hackney will continue to deliver improvements in carbon emissions from its fleet:

- Hackney operates one of the largest electric vehicle fleets of the London local authorities with 77 battery electric vehicles (BEVs) operated and a further 10 awaiting delivery;
- Hackney's fleet of 520 assets are either euro VI/6 emissions compliant or fully electric, and we will move towards fully electric where possible;
- Our twin engined road sweepers have been replaced with single engine units;
- We will introduce BEV quadricycles to the fleet and investigate the potential for e-scooters;
- 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;
- The majority of our road fuel is a renewable waste based biofuel Hydrotreated Vegetable Oil (HVO) which is highly CO<sub>2</sub> and NO<sub>x</sub> efficient. (During the year 2021/22 we reduced our fleet CO<sub>2</sub> footprint by 2500 tonnes through the use of HVO);
- We are looking to extend the operational life of the vehicles from 2023 to 2026. This will provide us with more time to fully investigate alternative fuel technology, in particular battery electric vehicles and

its associated charging infrastructure, which compliments the Council's drive for net zero transport.

#### **6.44. Communications and engagement**

6.45. As part of implementation of the fortnightly restricted waste collections, the Behavioural Change Team (BCT) were recruited to achieve our key aims through a proactive education and enforcement programme. These aims were to:

- Support households with the changes, specifically to the Charedi Jewish community;
- Support collection crews and operational services by dealing with complaints and issues relating to repeated non-compliance;
- Maintaining clean streets;
- Support residents to waste less and recycle more (increasing the recycling rate).

6.46. The BCT has proved to be an extremely effective, efficient, flexible, innovative and professional team. Results from the first 18 months include:

- 10,100 non-compliance issues from collection crews;
- 19,401 education visits;
- 45% contact rate;
- 8,430 enforcement actions;
- 3,590 enquiries;
- Street-level recycling rate of ~5% in the first year.

6.47. They have also been recognised on a national scale, winning the 'Team of the Year' at Keep Britain Tidy's National Network Awards, and 'Best Recycling Initiative of the Year' at the industry Awards of Excellence.

6.48. The service change was a significant step in changing behaviours, increasing recycling and reducing waste, and ongoing work is needed to maximise benefits and to deliver further service improvements. The BCT will continue to tackle non-compliance through resident engagement (and the use of enforcement powers where necessary) to reduce overproduction of waste and increase recycling.

#### **6.49. Estates Recycling Programme**

6.50. A dedicated Estates Recycling Programme (ERP) team works with Property Asset Management, 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. The programme continues to:

- Improve existing waste and recycling facilities, up to the standards of the 'Flats Recycling Package';
- Close waste chutes and construct new facilities for co-located waste and recycling bins in priority locations close to the entrances of the blocks, with high specification signage, resident engagement and an aftercare package. Infrastructure works will be completed on eight large estates in Phase 5 of the programme (2022-24), with further estates under consideration for Phase 6 in 2023-25;
- A future plan will be developed which integrates these infrastructural works into routine repair and improvement works delivered by the Property Asset Management team in Housing Services, with ongoing support from the Sustainability & Environment Team, so that all estates are visited and improvements considered over the seven year cyclical programme and on an ongoing basis;
- Deliver recycling welcome packs to new residents.

#### **6.51. Commercial waste and recycling**

6.52. The pandemic significantly impacted our commercial waste tonnages, with waste and recycling both falling by 15% between 2019/20 and the 2022/23 outturn. Further, with the cost of living crisis, waste tonnages are anticipated to fall a further 5% by 2024/25.

6.53. Commercial recycling is complicated by contract costs and business (customer) operations. Our Commercial Waste Service offers waste, dry mixed and dedicated cardboard and glass recycling as standard. The provision of food waste recycling is offered to selected customers on a free trial basis, generally targeted at customers with large amounts of food waste in the hospitality sector such as large pubs & restaurants, hotels or breweries.

6.54. One key requirement from the upcoming legislation is the requirement to offer food waste collections to all commercial properties. If the food waste service is to be expanded to all businesses, it would require ending the current free trial to the hospitality sector. This may reduce food waste capture and reduce commercial recycling rates as those that receive it for free may choose not to pay for it.

6.55. The Council will continue to seek new initiatives, such as the collaboration with The Old Street District Partnership project to promote and provide recycling incentives in this area of the borough, (although this particular initiative is subject to the scheme receiving continued funding from TFL).



**6.56. Implications of the Extended Producer Responsibility scheme (EPR) and Deposit Return Scheme (DRS)**

- 6.57. There are unknowns around legislation changes and their impact; councils across the UK await further information on plans around Extended Producer Responsibility (EPR) and Deposit Return Scheme (DRS). These could both have significant implications.
- 6.58. The EPR will cover the full cost of end of life treatment, to incentivise producers through the fees they pay to ensure the products placed on the market are recyclable and that any unnecessary packaging material is reduced. It will include minimising packaging and using refillable or reusable packaging. The government is also proposing the introduction of a DRS to encourage more people to recycle drink containers, such as bottles and cans. It will be an 'all in' scheme for plastic and metal drinks containers 50ml - 3l in size.
- 6.59. However, the lack of information regarding EPR and DRS means that Hackney is unable to plan or prepare for these industry changes and unable to project impacts. In conjunction with NLWA, Hackney will be undertaking modelling and composition analysis, which will enable us to more accurately define the potential impacts of the introduction of EPR and DRS. When the results of this are available and more detail is available from the government, Hackney will engage in further planning and development for the changes.

**6.60. RRP - Part 2 - Resource & Waste Strategy (RWS)**

- 6.61. Part 2 of the RRP contains a series of questions regarding our plans for the preparations each borough is making for the proposed changes from the RWS consultations, regarding our Strategy, operations, communications and budgets, summarised in six actions, set out below.
- 6.62. Action 1: Separate food waste from all households and commercial properties: Hackney was one of the first councils in the UK to introduce food waste collections in 2007. Subject to changes in government legislation we may be expected to offer the service to 100% of households within the period of this RRP. We also offer free food service to certain businesses, such as the hospitality sector due to the amount of food waste in their waste stream. We will review the schedule of costs and propose a food waste service for all commercial properties.
- 6.63. Action 2: Collection of the key dry recyclables from all household and commercial properties: Hackney is in general conformity with this action already, except for plastic film collections as per information in section 6.31.
- 6.64. Action 3 - Inclusion of the additional dry recyclables from all household and commercial properties: Hackney is in general conformity with this action already, and has been collecting these materials since 2007.

- 6.65. Action 4 - Separate containers for dry recycling streams for all household and commercial properties: As per the likely requirements, Hackney will conduct an assessment to identify whether this is feasible or not. Given an assessment was undertaken with this regard in 2013, which led to the introduction of a commingled collection service across the borough, it is unlikely that this new assessment will result in a different outcome. The assessment will be conducted once more information and guidance is available.
- 6.66. Action 5 - Provision of a free garden waste service. One of the measures the government has consulted on is whether local authorities should provide a free garden waste collection service for households with gardens. From a local authority perspective, the most common concern raised was the financial implications of providing a free service and the potential loss of income this might represent. Some respondents also commented that a free garden waste collection could mean that those without gardens were supporting a subsidised service for those with gardens. We have not officially been told whether providing free garden waste collections will be a requirement of the consistency reforms and as such more information is required from the government. Hackney is in general conformity with providing free garden waste.

#### Consultations

- 6.67. GLA Officers have been consulted on the RRP ahead of Cabinet, as local authorities have to be in general conformity with the London Environment Strategy.
- 6.68. No statutory consultation is required with residents. However, if flats above shop food waste is expanded borough wide, engagement with residents will be carried out before implementation.

#### Risk assessment

- 6.69. Impacts on service delivery and recycling rate targets from factors that are out of the Council's control i.e. cost of living, consumer purchasing habits, changes to packaging.
- 6.70. Legislative changes may have a detrimental impact on recycling rates, for example introducing charges for commercial food customers, or potential impacts on soft furnishings which may mean that they cannot be used for reuse.
- 6.71. Failure to produce the Reduction & Recycling Plan would present a reputational risk to the Council. This could further lead to the Mayor of London using his power of direction to direct the London Borough of Hackney if he considers it necessary for the purposes of implementing the policies and objectives of his Environment Strategy.

- 6.72. There are no budgetary implications arising from this RRP. The services, campaigns and schemes will be delivered with existing budgets, whilst external funding bids will be completed to enhance services. Whilst the full financial implications of the new legislation are not yet known, the Council will continue to use existing budgets where possible. Should the change in legislation require new services to be implemented, then this should fall under new burdens and be funded as such.

## **7. Comments of the Group Director of Finance and Corporate Resources.**

- 7.1. The RRP sets out the Council's plan to deliver the recycling and other targets set under the Mayor of London's Environment Strategy. The RRP provides a mechanism for demonstrating that the Council's waste services will be delivered in general conformity with national and regional policy. Set out within the document are the service improvements, policy changes and response to the challenges faced that will underpin key decisions in relation to service provision.
- 7.2. Whilst there are no significant direct financial implications arising from the recommendations to this report, the adoption of the RRP will need to be considered within the context of the development of the Council's Medium Term Financial Strategy and competing demands for resources.
- 7.3. The current annual cost of waste collection and disposal to the Council is £11 million. The refuse collection and co-mingled recycling service budget for 2022/23 is £7.2 million, and the waste disposal cost, including the waste levy payment to North London Waste Authority (NLWA), is £7 million. As the borough's population and property volume grow over the life of the RRP, the annual costs of these services are likely to rise, as does the amount of waste generated.
- 7.4. As new waste management infrastructure is built over the next seven years, the waste disposal levy is expected to rise significantly in the medium to long term. As a result, it is critical for the Council to reduce this additional cost as much as possible, and diverting waste from landfill, i.e. increasing our recycling rate, will have the greatest impact. The RRP's development and implementation are critical to achieving this goal and mitigating the extent of the waste levy increase.

## **8. VAT implications on land and property transactions**

- 8.1. Not applicable.

## **9. Comments of the Director of Legal, Democratic and Electoral Services**

- 9.1. Under the Greater London Authority Act 2007, local authorities in London must act in general conformity with the Mayor of London's Environment Strategy. A Reduction & Recycling Plan is one way for the Strategy's

London-wide objectives, policies and proposals to be reflected and translated into action at the local level in a manner consistent with this duty.

- 9.2. The approval of all formal service strategies is an executive function which is reserved to the Mayor and Cabinet under the Mayor's Scheme of Delegation.
- 9.3. An executive function can be delegated to an officer as set out in Section 9E of the Local Government Act 2000. Accordingly, paragraph 2.2 i) of the Cabinet Procedure Rules states that "if the Elected Mayor delegates functions to the Cabinet, unless they direct otherwise, then the Cabinet may delegate further to .....an officer.....". Therefore, subject to the approval of Cabinet, the Strategic Director of Sustainability and Public Realm, in consultation with the Lead Member, is permitted to agree the matters to be delegated in paragraph 3.2 of this report regarding updates to the RRP.

### **Appendices**

Appendix 1 - Part 1 RRP LBH v1 LIVE DOC.docx

Appendix 2 - Part 2 RRP LBH v1 LIVE DOC.xlsx

Appendix 3 RRP feedback Pro forma - Hackney.docx

Appendix 4 Hackney's response to GLA feedback - RRP 2023-25

### **Background documents**

None

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