

**Report for:** Cabinet, September 2023

**Title:** Reduction and Recycling Plan (RRP) 2023-2025

**Report authorised by:** Barry Francis, Director of Environment and Resident Experience

**Lead Officer:** Beth Waltzer, Head of Waste

**Ward(s) affected:** All

**Report for Key/  
Non-Key Decision: Key Decision**

## **1. Describe the issue under consideration**

- 1.1 All London boroughs are required by the Greater London Authority (GLA) to implement a Reduction and Recycling Plan (RRP), setting out targets to improve recycling, reduce waste production and the key actions that will be taken to achieve these targets. The RRP is produced alongside the GLA to meet the Mayor's London Environment Strategy and are typically set for a two-year period.
- 1.2 The RRP now includes a Part 2, which requires boroughs to set out how they are preparing for the changes that are coming out of the Governments Environment Bill. Whilst Defra has announced delays to some of this impending legislation until 2025, the council has undertaken modelling (where feasible) as part of its service review to understand environmental, economic and social impacts of changes to services to meet forthcoming requirements accordingly.
- 1.3 The current RRP was approved by Cabinet in December 2019, this report presents the updated RRP Part 1 which set Haringey's targets and actions for the period 2023 –2025, and the RRP Part 2 which sets out how Haringey is preparing for any changes that are expected as a result of the Environment Bill.
- 1.4 The RRP will be submitted to the GLA and Mayor of London and is expected to be a public document.

## **2. Cabinet Member Introduction**

- 2.1 Haringey is committed through our 'Destination 50%' to recycle 50% of household waste by 2030. Whilst we are currently achieving 30.4%, our proposed update to the Reduction and Recycling Plan sets out our plan to meet the challenges faced to continue to reach 32.5% by 2025.
- 2.2 Whilst the Government continues to delay on the Collections and Packaging Reform (CPR), brought about through the Environment Bill, the council is unable to fully plan for the future of collection services. The changes set out in the CPR could significantly change they type of material which the Council collects, require us to collect material in specific ways and will provide funding for new services. Until we understand this more, it limits our ability to make changes now to meet our ambitious targets.

- 2.3 Part 2 of the RRP ensures that the Council is prepared when the Government does provide more information.
- 3. Recommendations**
- 3.1 It is recommended that Cabinet approve the updated RRP Part 1 and the RRP Part 2 for submission to the GLA and Mayor of London.
- 4. Reasons for decision**
- 4.1 London boroughs have a statutory duty to act in general conformity with the London Environment Strategy, developed by the Mayor of London. The London Environment Strategy requires London boroughs provide an updated RRP for 2023 – 2025, which sets out how they each will contribute to the London Environment Strategy targets and comply with minimum service standards.
- 4.2 The updated RRP builds upon the work that has been delivered since 2019, providing updated targets, updates to actions and new actions where relevant. The document has been drafted with consideration to comments from the GLA and has agreement from the GLA that it meets their requirements.
- 4.3 The RRP has been updated with consideration also to the Corporate Delivery Plan 2023/24 and the Climate Change Action Plan 2021 and available North London Waste Authority (NLWA) waste strategies.
- 4.4 Haringey does not currently have an independent Waste Strategy. One is under development and due for adoption in about April 2024 following appropriate consultation. This will align with the Mayor’s London Environment Strategy and will take account of the updated RRP.
- 5. Alternative options considered**
- 5.1 The Council could do nothing, however the current RRP is out of date with targets set for 2022 and 2025, and actions which were relevant in 2019. The targets need to be reviewed to determine if the 2022 targets have been met, and whether the 2025 targets remain achievable or need to be developed further.
- 5.2 Many of the actions within the plan have been completed, or need updating to reflect the progress that has been made.
- 5.3 The Council must submit an RRP to meet its statutory duty to be in general conformity with the London Environment Strategy (LES). Failure to produce an RRP may lead to the Mayor using his powers to issue a direction to the Council as a Waste Authority in London where he considers that it is necessary for the purposes of the implementation of the municipal waste elements of the Environment Strategy. Therefore, the option of not submitting an RRP has not been considered further and is not recommended.
- 6. Background information**
- 6.1 The London Environment Strategy (LES) required all boroughs to submit an RRP in 2019 setting targets for 2025, with interim targets in 2022. The RRP outlines how boroughs will contribute to the London-wide targets for waste reduction,

recycling and reducing the impacts of waste. RRP's are intended to be working documents that are updated throughout the period.

- 6.2 The latest version of the RRP has two parts, Part One sets our targets and the existing and planned work to deliver against the four themes within the LES; reducing waste, maximising recycling, reducing environmental impact and maximising local waste sites.

### Targets

- 6.3 The LES expects all London boroughs to commit to the following policies, to contribute to the London-wide targets, which are:

- 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; and
- A minimum level of service to households of six main dry recycling materials (glass, cans, paper, card, plastic bottles and mixed rigid plastics (pots, tubs and trays) collected from all properties, separate food waste collections and improving recycling in flats.

- 6.4 It is acknowledged that some boroughs will need to achieve higher levels of performance to compensate for those who may struggle to achieve these levels, due to local circumstances such as high number of flats, such as in Haringey.

- 6.5 Haringey has set local targets within the RRP to show how it is supporting the overall strategy targets, some targets have been reduced since the initial RRP, due to changes in waste and recycling trends, explained below. This is to ensure we continue to put forward targets which remain achievable.

|   | 2017/18 Baseline | 2022 Target | 2025 Target | 2021/22 Actual | Updated 2025 Target |
|---|------------------|-------------|-------------|----------------|---------------------|
| Total annual household waste per head (kg/head)   | 297              | 290         | 280         | 316.2          | 320                 |
| Total annual household residual waste collected per households (kg/household)                       | 515              | 460         | 440         | 527.6          | 502                 |
| Total annual household avoidable (edible) food waste (kg/head)                                      | 55               | 53          | 50          | *              | 45                  |
| Annual household waste recycling rate (%)   | 32.9             | 38.0        | 38.4        | 30.4           | 32.5                |
| Annual Local Authority Collect Waste recycling rate (%)   | 28.5             | 33.0        | 33.4        | 25.7           | 27.7                |
| *Data is unavailable for Total annual household avoidable (edible) food waste (kg/head) for 2021/22 |                  |             |             |                |                     |

- 6.6 Since the RRP was developed in 2019 there has been considerable changes in waste and recycling trends, during COVID-19 the volume of waste collected increased significantly across the country. Since the pandemic tonnages have started to decrease, however this is at a higher rate for recycling and food waste, which has a detrimental impact to the recycling rates.
- 6.7 This trend has compounded the issues that were already present as of the 2017/18 baseline, namely the much higher level of rejections of our mixed dry recycling, driven by market forces such as China ceasing to accept non-domestic recyclates and regulatory changes in the UK designed to improve recycling quality. It is estimated this has had a 5-6% impact on our recycling rate since 2015/16, when the changes began. The overall 'reject rate' (being an indication of the amount of incorrect items and/or contamination in the collected recycling) had dropped from a high of over 21% in 17/18 and 18/19 to 15% in 21/22 but has since started to rise again, and contamination presents a major ongoing challenge to our ambitions to improve recycling and reduce waste.
- 6.8 Changes in resident habits influenced by the cost-of-living crisis, is impacting on tonnages as residents work to ensure they reduce the amount of food waste, and the amount that they purchase. Others may be moving towards more sustainable choices such as like re-using and re-filling containers for essential items, recycling plastic film at supermarkets, or making use of services such as postal coffee pod recycling.
- 6.9 Manufacturers are also investing in packaging and switching to lighter materials, which has a negative impact when using weight-based metrics.
- 6.10 In addition, there has been a marked change in the contribution to the recycling rate from NLWA via the public Recycling Centres they operate (e.g., Western Road in Haringey). This has been caused by a reduction in the amount of material they recover for recycling from the residual waste stream, such as wood, metal and, as of the past year, mattresses. This has gone from contributing 7.6% of our overall recycling rate to 3.7% in 21/22. This has been as a result both of lower volumes of recycling and waste brought to the Recycling Centres (initially because of the pandemic, and the booking procedures introduced as a result, which have since been removed) and in terms of the lower volume of recyclates recovered from the residual waste stream, due to market demand in part and because of space constraints on the NLWA's sites as new waste facilities have been built over the last 3-4 years. The RRP targets model a recovery of this tonnage as the new NLWA facilities come on-line in the coming 2-3 years (with a 'resource recovery facility' and a new public Recycling Centre at the Edmonton EcoPark).
- 6.11 The targets for 2025 have been adjusted in light of this, and taking into account the actions within the plan to ensure that these are realistic and achievable for 2025.

### **Actions**

- 6.12 Since 2019, the RRP has evolved to meet policy and operational challenges such as Covid-19 and driver shortages, while at the same time improving services to make recycling more accessible to all and contributing to the Mayor's recycling target.

6.13 Over the last four years a number of waste and recycling initiatives have been implemented successfully as part of the RRP, which include:

- Contamination reduction trial across 5 Haringey estates, using recycling containers with reversible lids and targeted communications with different motivational messages. This has seen a reduction in dry mixed recycling (DMR) contamination from 16.25% to 9.92%.
- Introduction of additional materials recycling points such as batteries at more locations including libraries and housing concierges.
- Trials of pedal operated food waste containers to increase participation on estates and the introduction of a flats above shops kitchen waste trial.
- Trials of 'No Food Waste' and how to recycle food waste stickers on general waste and dry mixed recycling bins at kerbside properties.
- Roll out of new split litter and recycling bins on Wood Green High Street.
- Successful implementation of a microsite in February 2023 where residents and businesses can complete online transactions such as booking services, ordering containers, and report issues for waste and cleansing services.
- Successful promotion of the chargeable garden waste service resulting in subscription levels just short of pre-charging levels.
- Partnering with TRAIID to promote a home collection service for textiles.
- Secured funding from Material Focus to increase the number of Waste Electrical and Electronic Equipment (WEEE) banks across the borough and provide a free boroughwide kerbside collection of small WEEE from Autumn 2023.
- The introduction of a new re-use drop-off point at Western Road recycling centre in partnership with NLWA.
- Several key data intelligence projects have been undertaken to improve the availability of data on our services including but not limited to the following:
  - A waste composition analysis was undertaken in April / May 2022, to understand what is being thrown away instead of being recycled.
  - A bin audit is currently being undertaken to understand gaps in service provision and where we need to target resources. They will also help us understand the impact of any changes resulting from the forthcoming legislation in relation to the potential source separation of materials and consistent collections, the introduction of a DRS and EPR.
  - Benchmarking of participation levels on recycling services from other boroughs with similar demographics

6.14 The updated RRP continues the work detailed above and includes additional actions as follows:

- Develop our waste and street cleansing strategy and supporting NLWA with the development of the North London Joint Waste Strategy.
- Trial textile/shoe collections from schools.

- Develop and implement a communications plan for behavioural change in relation to improving recycling rates.
  - Continue to replace litter bins with dual litter and recycling bins where funding permits.
  - Develop a reuse and repair hub for small scale repair or exchange of broken or unwanted goods.
  - Sign up to the pan-London Food Waste Campaign which is being delivered in partnership with ReLondon and London Boroughs and Waste Disposal Authorities.
  - Further promotion of the reusable nappy scheme.
- 6.15 The work to continue to deliver the RRP will largely be delivered by the Recycling Manager post within the Waste Client Team, which is jointly funded in partnership with Veolia, as well as through the Education, Communications and Outreach Team which is recommended to be brought in-house from April 2024.
- 6.16 Veolia have committed to continue to keep the Service Performance Indicator (SPI) target for recycling rate up to 2025 and will pay the relevant deductions for non-performance against this target.
- 6.17 The ongoing delivery of litter bin replacements in Wood Green has capital funding agreed and in place, whilst additional areas will be determined following a complete borough-wide bin audit which is currently underway. Once an understanding of the requirements and costs, future bids for capital funding will be made.

## **Part Two**

- 6.18 Part Two sets out Haringey's plan to prepare for the potential changes required as part of the Government's Resource and Waste Strategy, including separate weekly food waste collections, collection of key dry recyclable materials and separate collection of dry recyclables. It also includes the implications of national policies such as Extended Producer Responsibility (EPR) and a Deposit Return Scheme (DRS). It should be noted that we are still waiting for further details on many of these policies.
- 6.19 Part Two is made up of 6 actions, which the GLA deem essential to ensure that boroughs are prepared for the legislative changes. It should be noted that there are ongoing delays, as recently as July 2023 from Defra, and still only limited information has been published in relation to the actions below.
- 6.20 Action 1 – Separate food waste from all households and commercial properties.**
- 6.21 Haringey has provided food waste collections from the majority of households for a number of years and has started to trial food waste collections from flats above shops, which provide an operational challenge. The expansion of this service will potentially be supported through new burdens funding from the Government.

- 6.22 Haringey provides a commercial food waste collections to a small number of businesses and will look to grow this service where capacity is available.
- 6.23 Action 2 – Collection of the key dry recyclables from all household and commercial properties**
- 6.24 Haringey already collects the key dry recyclables from all households and offers this service to commercial properties with pricing to incentivise businesses to recycle.
- 6.25 Action 3 - Inclusion of the additional dry recyclables from all household and commercial properties**
- 6.26 Haringey already accepts a wide range of the additional materials that are suggested except for plastic films and flexible plastics. We will review how these materials can be collected in the future in partnership with NLWA (who currently manage our reprocessing facilities), as more information on the impact of including these materials is understood.
- 6.27 Action 4 - Separate containers for dry recycling streams for all household and commercial properties**
- 6.28 Haringey currently collects all dry recycling streams together as Dry Mixed Recycling (DMR), we are in the process of undertaking a bin audit to understand the implications of adding additional bins to separate materials.
- 6.29 This information will feed into an assessment to determine whether separate collections are feasible. This assessment will be conducted once more information and guidance is available.
- 6.30 Action 5 – Provision of a free garden waste service**
- 6.31 Haringey provides a weekly charged for garden waste collection, which collects similar volumes of material as it did before chargers were introduced in 2017.
- 6.32 Any changes to this policy would have a significant budgetary implication, and Haringey would look for support from new burdens funding from the Government. The Government has committed to providing new burdens funding where changes result in additional costs, however full details of this have not been provided. Should the Government move forward with this proposal the Council will seek to recover all additional costs.
- 6.33 Action 6 – Implications of the Extended Producer Responsibility (EPR) scheme and Deposit Return Scheme (DRS)**
- 6.34 There is limited information available regarding how these schemes will be implemented, it is currently not possible to draft plans to manage this.
- 6.35 Modelling work has already been undertaken As part of the North London Joint Waste Strategy modelling work is being undertaken to develop waste flows which will try to determine the potential implications of these schemes.

## **7. Contribution to the Corporate Delivery Plan 2022-2024 High level Strategic outcomes**

7.1 This work contributes to the Council's Response to the Climate Emergency, specifically Growing the Circular Economy and Making Better Use of Resources.

## **8. Carbon and Climate Change**

8.1 The RRP is developed alongside the GLA as part of the LES to ensure that boroughs are managing waste to reduce their carbon impact. Within the RRP there are sections which specifically focus on Reducing Environmental Impact, as well as Waste Reduction and Maximising Recycling which will lead to a carbon reduction.

## **9. Statutory Officers comments (Director of Finance, Head of Procurement, Head of Legal and Governance, Equalities)**

### **9.1 Finance (John O'Keefe)**

9.1.1 This report seeks approval of the Reduction & Recycling Plan for 2023-25 (RRP) for the updated RRP Part 1 and the RRP Part 2 for submission to the Greater London Authority (GLA) and Mayor of London, noting that the actions within the RRP will be reflected into the development of Haringey's Waste Strategy.

9.1.2 The updated Part 1 of RRP is being developed and implemented in conjunction with the North London Waste Authority (NLWA) and our waste contractor Veolia within existing revenue resources and capital scheme 333 Waste Management.

9.1.3 Part 2 of the RRP is currently being developed in-line with the Council's Waste Strategy Review with initial work currently under way to model impact of implementation; though the full impact and possible financial implications will not be known until effects are understood from new legislation due to be implemented from 2025.

9.1.4 Once the legislation is finalised, the financial effect of the new legislation will be incorporated into the Authority's Medium Term Financial Strategy.

### **9.2 Procurement (Barry Phelps – Head of Strategic Procurement)**

9.2.1 Strategic Procurement notes the contents of this report and confirm there are no procurement related matters preventing Cabinet from approving the Recommendations stated in paragraph 3 of this report.

### **9.3 Head of Legal & Governance**

9.3.1 Pursuant to s.355 of the Greater London Authority Act 1999, the Council must:



- Act in general conformity with the provisions of the London Environment Strategy dealing with municipal waste management, save to the extent that compliance does not impose excessive additional costs on the authority.
- Act in accordance with any guidance from the Secretary of State for determining what is to be regarded as acting in general conformity or imposing excessive additional costs.

9.3.2 Pursuant to s.356 of the Greater London Authority Act 1999, the Mayor of London can give a direction requiring the Council to take action if he considers it necessary for the purposes of the implementation of the London Environment Strategy. The Council must comply with any such direction.

9.3.3 There is no statutory requirement for consultation on the RRP and, given the statutory background and the London-wide policy framework outlined in this report the Council did not consult on the existing RRP when it was adopted on 10 December 2019. No legitimate expectation of consultation therefore exists.

9.3.4 The Head of Legal and Governance (Monitoring Officer) sees no legal reasons preventing Cabinet from approving the recommendations in this report.

## **9.4 Equality (Joe Wills)**

9.4.1 The council has a Public Sector Equality Duty (PSED) under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act.
- Advance equality of opportunity between people who share protected characteristics and people who do not.
- Foster good relations between people who share those characteristics and people who do not.

9.4.2 The three parts of the duty apply to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty. Although it is not enforced in legislation as a protected characteristic, Haringey Council treats socioeconomic status as a local protected characteristic.

9.4.3 The proposal is to approve the Reduction & Recycling Plan for submission to the Greater London Authority. The Plan contains non-binding targets for household and municipal waste, sets out Haringey's contribution to the Mayor of London's Environment Strategy targets, demonstrate general conformity with his Strategy and how Haringey is preparing for upcoming legislative changes. The strategic objective of the Plan is to provide a robust framework for managing the borough's waste in an environmentally and financially sustainable way.

9.4.4 Certain actions within the RRP are focused on improving the collection of waste and recycling at estates, and flats. Including improving the trial of pedal bins for food waste, bin audit and targeted communications. The Council's estates, HMOs and flats above shops are largely occupied by a significant proportion of

residents from low socioeconomic background, disabled, women and BAME. The RRP should have a positive impact on these protected characteristics by improving access to services.

8.4.5 The objective to embed circular economy principles into the council and our partners'/suppliers' operations can be expected to have a positive impact to the extent that it results in reduced air pollution, which is known to have a disproportionate negative impact on children, older people BAME communities, those with disabilities and/or long-term health conditions, and pregnant women.

9.4.6 The development of re-use and repair hubs will create community sites where residents can learn new skills, as well as repair or purchase preloved items. This will help those from low socioeconomic backgrounds who may struggle during the cost-of-living crisis.

## **10. Use of Appendices**

RRP Part 1

RRP Part 2

### **Background papers**

London Environment Strategy – see PDF

Previous RRP – see Excel Spreadsheet