



## Environment Committee

### 11 September 2019

<b>Title</b>	<b>Reduction and Recycling Plan (RRP)</b>
<b>Report of</b>	Chairman of Environment Committee
<b>Wards</b>	All
<b>Status</b>	Public
<b>Urgent</b>	No
<b>Key</b>	Yes
<b>Enclosures</b>	Appendix A – Reduction and Recycling Plan (RRP) Appendix B – Recycling and Waste Options Appraisal
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### Summary

On 13 September 2018 the Environment Committee instructed officers to work with the GLA, and it was agreed that an independent review would be carried out on Barnet's recycling and waste service options. This review has been used as the basis for a number of elements in Barnet's draft Reduction and Recycling Plan (RRP). Under the Mayor of London's Environment Strategy (LES) all London Boroughs are required to develop a RRP covering the period 2018 to 2022. The RRP's must demonstrate how London Boroughs will work towards the objectives of the LES. This report seeks committee approval for Barnet's RRP prior to its submission to the Mayor of London

### Officers Recommendations

1. That the Environment Committee review and approve Barnet's Reduction and Recycling Plan (RRP) as set out in Appendix A

## 1. WHY THIS REPORT IS NEEDED

- 1.1 On the 31<sup>st</sup> May 2018 the Mayor of London published his London Environment Strategy (LES). The Mayor of London under the Greater London Authority Act 1999 (GLA) is required to publish a municipal waste management strategy containing proposals and policies for the recovery, treatment and disposal of municipal waste. The Mayor has included waste management within the LES, a link to which can be found in the background information for this paper.
- 1.2 Under the LES all London Boroughs are required to develop a Reduction and Recycling Plan (RRP) covering the period 2018 to 2022. The RRP's must demonstrate how boroughs intend to work towards the Mayor's objectives (see section 1.4). The RRP's are based on a GLA template, and include local reduction and recycling targets that contribute to the Mayor's London-wide targets.
- 1.3 Following discussion between Barnet and the Major of London, on 13 September 2018 the Environment Committee instructed officers to work with the GLA, and it was agreed that an independent review would be carried out on Barnet's recycling and waste service options. This review has been carried out (see Appendix B) and has been used as the basis for a number of elements in Barnet's draft RRP (see Appendix A).

### London Environment Strategy (LES) Expectations

- 1.4 The LES introduced an expectation that all Local Authorities in London would carry out a number of the following policies/proposals:

**“Policy 7.2.1 Increase recycling rates to achieve a 65 per cent municipal waste recycling rate by 2030”**

***Proposal 7.2.1.a*** *The Mayor will set targets for local authority collected waste, a minimum level of service for household waste recycling collections and hold a contract register of waste authority waste contracts. The Mayor expects waste authorities to collectively achieve a 50 per cent LACW [Local Authority collected waste] recycling target by 2025 and aspire to achieve:*

- *a 45 per cent household waste recycling rate by 2025*
- *a 50 per cent household waste recycling rate by 2030*

*To help them achieve the recycling targets, waste authorities should deliver the following minimum level of service for household recycling:*

- *all properties with kerbside recycling collections to receive a separate weekly food waste collection*
- *all properties to receive a collection of, at a minimum, the six main dry recycling materials, i.e. glass, cans, paper, card, plastic bottles and mixed rigid plastics (tubs, pots and trays)*

*Waste authorities will need to demonstrate how they will meet the above minimum level of service by 2020 (at the latest), and also look to provide separate food waste collections to flats where feasible. They should also collect*

other items for recycling from households, such as small electrical waste, foil, tetra packs and garden waste, where it makes sense to do so.

Waste authorities are expected to provide the minimum level of service to non-domestic properties, including schools and public organisations. Some waste authorities have experienced cost savings and recycling improvements from reduced collection of residual waste, through reducing bin sizes or changing the frequency of collections. The Mayor encourages waste authorities to consider such interventions”.

**“Proposal 7.2.1.b** The Mayor expects local authorities to develop reduction and recycling plans by 2020, which should include local reduction and recycling targets that contribute to the Mayor’s London-wide targets education and recycling plans should reflect borough circumstances. They should also take account of WRAP modelling, which estimated the household waste recycling rate that each waste authority could realistically achieve through implementing the Mayor’s minimum level of service and restricting residual waste”

In addition, Local Authorities are encouraged to:

- 1.4.□1 Consider a range of measures to restrict residual waste, for example through smaller bin containers or changes to collection frequency
  - 1.4.□2 Extend minimum level<sup>1</sup> of household service to non-domestic properties (for example schools, and government departments, and businesses)
  - 1.4.□3 Garden waste collections or activities supporting community or home composting
- 1.5 Through the waste section of the LES the Mayor of London sets out various ambitions and targets for London between 2020 and 2030. These include:

**Table 1: LES Targets and Aspirations**

Target Date	LES Target Description
2020	<i>“The Mayor expects local authorities to develop reduction and recycling plans by 2020, which should include local reduction and recycling targets that contribute to the Mayor’s London-wide targets</i>
2020	<i>“Waste authorities will need to demonstrate how they will meet the ... minimum level of service by 2020 (at the latest)”<sup>2</sup></i>
2025	<i>“The Mayor expects waste authorities to collectively achieve a 50 per cent LACW<sup>3</sup> recycling target by 2025”</i>
2025	<i>“Aspire to achieve 45 per cent household waste recycling rate by 2025”</i>
2030	<i>“The Mayor expects London to achieve an overall 65 per cent municipal waste recycling rate (by weight) by 2030”</i>
2030	<i>“minimum of 75 per cent business waste recycling by 2030 (Policy 7.2.2)”</i>
2030	<i>“Aspire to achieve 50 per cent household waste recycling by 2030”</i>

<sup>1&2</sup> The minimum level of service include, six days a week of regular collection of household waste, including food and garden waste, and food and garden waste recycling, and food and garden waste recycling from flats

<sup>3</sup> LACW – Local Authority Collection Waste. All household and commercial waste which local authorities collect, including street cleansing waste.

2030	<i>“50 percent reduction in food waste per head target by 2030”</i>
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- 1.6 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.
- 1.7 Within the LES there is no funding put forward by the Mayor of London to achieve these outcomes. The LES goes so far as to state that *“Unprecedented funding cuts to local authority budgets has stifled investment in waste and recycling collection services, as boroughs are forced to make savings... Without a guarantee of further funding and fast action from government, it will not be possible for London, or England, to meet statutory waste targets”*. The evidence base document for the LES shows on page 112 that the cumulative cost by 2030 (in addition to Business as Usual (BAU)) of reaching just 42% recycling would be £129 million. The cost of going further and reaching the 50% target is not included. The link to the evidence base document can be found in the background information.
- 1.8 Barnet is currently contributing more than many Boroughs to London’s recycling rate.

**Table 1:** London Boroughs Recycling Rates 2017/18

London Ranking	BOROUGH	Provisional recycling rate (17/18)
1	Bexley LB	52.1%
2	Sutton LB	50.0%
3	Bromley LB	50.0%
4	Ealing LB	48.8%
5	Royal Borough of Kingston upon Thames	48.3%
6	Richmond upon Thames LB	41.9%
7	Harrow LB	41.0%
8	Hillingdon LB	40.0%
9	Croydon LB	37.9%
10	Merton LB	37.0%
11	Barnet LB	36.9%
12	Brent LB	36.5%
13	Enfield LB	35.9%
14	Greenwich LB	35.1%
15	Southwark LB	34.7%
	Barnet performance 2018/19 (provisional)	34.6%
16	Havering LB	34.4%
17	Haringey LB	32.9%
18	Waltham Forest LB	32.5%

19	Camden LB	30.3%
20	Lambeth LB	29.8%
21	Hounslow LB	29.8%
22	Islington LB	29.5%
23	City of London	29.2%
24	Hackney LB	27.4%
25	Tower Hamlets LB	26.7%
26	Royal Borough of Kensington and Chelsea	26.2%
27	Barking and Dagenham LB	25.0%
28	Redbridge LB	23.9%
29	Hammersmith and Fulham LB	23.7%
30	Wandsworth LB	22.1%
31	Lewisham LB	21.8%
32	Westminster City Council	18.8%
33	Newham LB	14.1%

### Barnet's Reduction and Recycling Plan (RRP)

1.9 Barnet's Draft RRP can be seen in Appendix A, and follows the GLA template. It is split into five sections

- Dashboard
- Waste Reduction
- Maximising Recycling
- Reducing Environmental Impact
- Maximising Local Waste Sites

1.10 The table below hold the key targets which Barnet will aim to achieve, further detail can be seen in the Dashboard section in Appendix A.

<i>Performance Targets</i>	<b>Target years</b>	
	<b>2022</b>	<b>2025</b>
Total annual household waste per head (kgs/head)	343.54	<b>343.57</b>
Total annual household residual waste collected per household (kgs/household)	525.45	517.86
Total annual household avoidable (edible) food waste (kgs/head)	75	75
Annual household waste recycling rate (% by weight)	37.41%	36.99%
Annual LACW recycling rate (% by weight)	37.62%	37.40%
	<b>2020</b>	
Proportion (%) of properties receiving the Mayor's minimum level of service for household recycling (by 2020):	100% for dry recycling, 0% for food waste	
% of kerbside properties (all households on a kerbside collection) collecting six main dry materials and separate food waste	100% for dry recycling, 0% for food waste	
% of flats (communal collections and flats within	100%	

commercial buildings) collecting six main dry materials		
% of flats (communal collections and flats within commercial buildings) collecting six main dry materials and separate food waste	0%	
	<b>2020/21</b>	<b>2025/26</b>
Proportion (%) of waste fleet heavy vehicles that are ULEZ compliant (Euro VI diesel)	100%	100%
Performance of LACW activities against the Mayor's EPS (tonnes of CO <sub>2</sub> eq per tonne of waste managed).	0.023	-0.013

1.11 Barnet will aim to achieve the minimum service standards<sup>4</sup> by 2022. This includes the separate collection of food waste to street level properties which is currently suspended.

1.12 To successfully meet the aims of Barnet's RRP a number of constraints will need to be addressed. The key constraints are:

- A. **Fleet Capital Programme** – To ensure the most productive collection of food waste new dedicated food collection vehicles would be required as identified in the review in Appendix B. This would need to form part of a fleet capital programme in 2022 and capital funding secured. All new Vehicles will be ULEZ compliant (See Reducing Environmental Impact in Appendix A)
- B. **Depot Space and Infrastructure** - As the Borough continues to grow the pressure on waste infrastructure in terms of both depot space, and transfer station capacity and opening times becomes a greater risk. Barnet is extremely limited in the availability of sites for such facilities. Depot space to accommodate a separate fleet of food collection vehicles has not yet been identified. Option reviews will need to be carried out on potential space, and we will be working with the Mayor of London to find suitable infrastructure locations.
- C. **Financial impact** – As set out in Appendix B there is a notable cost of the reintroduction of the food waste collections, in addition to the current collection service. It should be noted that other elements of the current collection service are also part of the minimum level of service expected by the Mayor of London, namely the collection of six main dry recycling materials. Funding for the food waste service has not yet been identified.

There is also a risk of low participation with a separate food collection, which was Barnet's previous experience. Despite the lower cost of processing this was significantly higher than the cost of collection at the then participation rate. An increase in productivity through increased uptake would be needed to make the service financially viable.

<sup>4</sup> The minimum level of service includes six main dry recycling materials collected from all properties, separate food waste collections, including from flats where practical and cost effective and focus on improving performance from flats.

## Low Plastic Zone

- 1.13 On 4 June 2019 as part of the Members Item to “Make Barnet Plastic Free” the Environment Committee resolved:
- *That the Environment Committee agree to support the North London Waste Authority Low Plastic Zone project*
  - *That the Environment Committee noted that the detail of this item be incorporated within the Recycling and Waste Plan that was due to be reported in September 2019*
- 1.14 Plans for future work as part of the RRP include working with the North London Waste Authority’s Low Plastic Zone project. The project aims to reduce the amount of single use plastic such as bottles and carrier bags thrown away across north London by engaging with local businesses in a trial area. Businesses will be invited to commit to eradicating a minimum of one single use plastic item. Once achieved, the business can then be accredited as being a ‘low plastic’ businesses. If more than 50% of the business operating in the area make this commitment then the area can be accredited as a ‘low plastic zone’..

## **2. REASONS FOR RECOMMENDATIONS**

- 2.1 **Recommendation 1** – It is recommended that the Environment Committee review and approve Barnet Reduction and Recycling Plan (RRP) as set out in Appendix A to ensure Barnet is working towards general conformity with the Mayor of London’s Environment Strategy

## **3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

- 3.1 The Council could choose not to submit a RRP as requested by the Mayor of London, however, this would result in further discussion with the Mayor of London regarding the extent of the powers under Section 355(1)(a) of the GLA Act (see section 5).

## **4. POST DECISION IMPLEMENTATION**

- 4.1 If the Committee is so minded to endorse the recommendations then Street Scene officers will create a work plan for the implementation of the RRP and overcoming the key constraints listed in 1.12

## **5. IMPLICATIONS OF DECISION**

### **5.1 Corporate Priorities and Performance**

The council’s Corporate Plan, which sets out the outcomes, priorities and strategic approach, have been refreshed for 2019 to 2024. The RRP will support outcome 1 - “A pleasant and well-maintained borough that we protect and invest in.”

## 5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)

- Finance and Value for Money: A Key risk/barrier to the RRP is the financial impact as set out in section 1.12 and Appendix B.
- Procurement: At this time there are no implications, however, a reintroduction of food waste collection will lead to an increase in vehicle procurements around 2022.
- Staffing: At this time there are no implications, however a reintroduction of food waste collection will lead to an increase in staffing numbers around 2022.
- IT: At this time there are no implications.
- Property: A key risk/barrier to the RRP is the availability of Depot space and Infrastructure as set out in section 1.12.
- Sustainability: The drive to increase recycling will potentially improve sustainability, but this must be balanced by an increase in vehicles and infrastructure (see Appendix B)

## 5.3 Social Value

- 5.3.1 The Public Services (Social Value) Act 2012 requires people who commission public services to think about how they can also secure wider social, economic and environmental benefits. This will be done as part of any contract procurement. No contract procurement is currently planned as a result of the recommendation in this report.

## 5.4 Legal and Constitutional References

- 5.3.1 Council Constitution (Article 7, Committees, Forums, Working Groups and Partnerships) sets out the responsible body and their functions. For the Environment Committee it's function is:
- Responsibility for all borough-wide or cross-constituency matters relating to the street scene including, parking, road safety, lighting, street cleaning, transport, waste, waterways, refuse, recycling, allotments, parks, trees, crematoria and mortuary, trading standards and environmental health.
- 5.4.1 The Environmental Protection Act 1990 Part II Waste on Land, section 46 Receptacles for Household Waste, provides waste collection authorities with the power to determine the size of the receptacles and whether a payment is required for them.
- 5.4.2 Section 355(1)(a) of the GLA Act requires each of the waste collection authorities in Greater London (of which, Barnet is one), in exercising any function under Part II of the Environmental Protection Act 1990, to act "in general conformity" with the provisions of the London Environment Strategy ("the Strategy") dealing with municipal waste management.
- 5.4.3 Section 355(1) is, however, subject to section 355(2). This provides that section 355(1) has effect only to the extent that compliance by an authority with its requirements does not impose excessive additional costs on the authority. The provisions of sections 356(1) and 356(4)(a) require to be read in the light of those



of sections 355(1) and 355(2). Officers have worked with the GLA and believe that the proposal is in general conformity with the LES.

## 5.5 Risk Management

5.5.1 There are three key risk and issues to be managed and overcome in order to meet the objectives of the Mayor of London's Environment Strategy and Barnet's RRP, as set out in section 1.12 and listed below

- Fleet Capital programme
- Depot space and Infrastructure
- Financial impact

## 5.6 Equalities and Diversity

5.6.1 Equality and diversity issues are a mandatory consideration in the decision-making of the council. The Equality Act 2010 and the Public-Sector Equality Duty, requires elected Members to satisfy themselves that equality considerations are integrated into day-to-day business and that all proposals emerging from the business planning process have taken into consideration the impact, if any, on any protected group and what mitigating factors can be put in place.

5.6.2 This is set out in the council's Equalities Policy together with our strategic Equalities Objective - as set out in the Corporate Plan - that citizens will be treated equally with understanding and respect; have equal opportunities and receive quality services provided to best value principles.

## 5.7 Corporate Parenting

5.7.1 Not applicable.

## 5.8 Consultation and Engagement

5.6.3 Not at this time – Consultation would take place as need for individual elements.

## 5.8 Insight

5.8.1 There are no insight implications at this time.

## 6. BACKGROUND PAPERS

- [Environment Committee Papers 5<sup>th</sup> June 2018](#) – including Street Scene Operational Change report including food waste suspension.
- [Environment Committee May 2016 Papers](#) – including Barnet's Municipal Recycling and Waste Management Strategy.
- [Environment Committee May 2017 Papers](#) – including the Outcome for Street Scene Alternative Delivery Model project.
- <https://www.gov.uk/government/publications/resources-and-waste-strategy-for-england> - Resources and waste strategy for England Papers.
- [London Environment Strategy](#)
- [London Environment Strategy Evidence Base](#) - Waste chapter starts on page 85.

- [Policy and Resources Committee Paper June 2018](#) – including paper provides an update on the council's financial position.
- [Policy and Resources Paper July 2018](#) – including paper providing an update on the council's financial position.
- Environment Committee, 28th November 2018, Business Planning 2019-2024  
<https://barnet.moderngov.co.uk/documents/s49873/Business%20Planning-Committee%20Report.pdf>
- Policy and Resources Committee, 11th December 2018, Corporate Plan 2019-24, Business Planning - Medium Term Financial Strategy 2019/24 and Draft Budget for 2019/20.  
<https://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=692&MId=9460&Ver=4>
- [Policy and Resources Paper February 2019](#) – including paper providing an update on the council's financial position