

Local authority reduction and recycling plans

Guidance Note Version 1.1 January 2019

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Introduction and context

In May 2018 the Mayor published his London Environment Strategy (the Strategy). The Strategy sets out objectives, targets and policies for the effective management of London's municipal waste and to accelerate the transition to a circular economy. The Strategy's waste objectives, targets and minimum service levels for London 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

London-wide targets:

- To cut food waste and associated packaging waste by 50 per cent per person by 2030
- To achieve a 65 per cent municipal waste recycling rate by 2030, including a 50 per cent recycling rate for local authority collected waste (LACW) by 2025
- To send zero biodegradable or recyclable waste to landfill by 2026
- London to manage net 100 per cent of all the waste it produces by 2026

Minimum level of household waste recycling service

Strategy Proposal 7.2.1.a sets a minimum level of service for household waste recycling that waste authorities should deliver by 2020:

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

During the Strategy consultation views on including individual borough recycling targets were sought. There was both positive and negative support for the inclusion of such targets. The Mayor has not set local targets but instead included Proposal 7.2.1.b which expects each local authority¹ to develop a Reduction and Recycling Plan (RRP) and set its own reduction and recycling targets that contribute to the Mayor's London-wide targets. Those local targets should be stretching and recognise local circumstances. The Mayor has asked Resource London² to help local authorities develop their RRP. This will include

¹ Refers to every borough and the City of London but does not include Waste Disposal Authorities.

² The Resource London programme is a partnership between LWARB and WRAP established in 2015.

a benchmarking exercise based on WRAP modelling and best practice case studies³ to ensure that the local recycling targets set and supporting actions which are proposed can make an effective contribution to the Mayor's London-wide targets. Resource London will act as a critical friend and provide recommendations to help local authorities to identify the mix of actions including policies, service arrangements, and behaviour change activities to achieve their targets and their objectives for effective waste management. RRP's are a 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 the duty to act in general conformity with the Strategy.

This Guidance note (Version 1.1) has been developed as a practical guide to support local authorities in producing their RRP's. It has been produced following consultation with borough waste officers⁴ and Resource London. This Guidance Note will act as a live document and be updated as necessary in consultation with boroughs to ensure a consistent, practical and meaningful approach is undertaken. The Mayor hopes and expects that the process of developing RRP's will help to foster collaboration and sharing of best practice between local authorities and the GLA to drive continuous improvement in a cost-effective way. The GLA will facilitate an ongoing dialogue with boroughs on support needed including training and progress against actions set out in RRP's, and will collaborate with Resource London to achieve this. Engagement with boroughs will be undertaken through local authority networks such as the Association of London Cleansing Officers (ALCO) and the London Recycling Officer Group (LROG). The Mayor's preference is that the RRP's should be publicly available.

RRP format and content

RRP's should be short, focussed documents (5-6 pages) setting out key actions or packages of actions to be undertaken within the first RRP period being 2018 to May 2022⁵. The 2018-2022 RRP should focus on activities aiming to reduce waste and deliver the Mayor's minimum recycling service levels (see above) by 2020 (31 December 2019). RRP's are intended to be light touch documents, briefly setting out local actions for effective waste management building on existing local waste strategies and plans. They should act as a useful internal reporting tool as well as for the Mayor and local authorities to understand the collective, London-wide impact of borough activity and progress towards the Strategy's London-wide targets. Key actions falling just outside the RRP-making period

³ Used to develop the Strategy. See Strategy Appendix 2 for details

https://www.london.gov.uk/sites/default/files/les_appendix_2_-_evidence_base_0_0.pdf

⁴ Consultation on the RRP process was undertaken at the LROG 26 June and ALCO 13 July 2018 meetings. Feedback from the discussion at these meetings as well as feedback from testing the RRP template has been incorporated into this Guidance Note.

⁵ In line with London borough elections every four years.

(up to two years), such as contract renewals or upcoming service changes, should be included. The second RRP period will be 2022 – 2026.

To ensure a consistent approach, local authorities should complete their RRP using the template in Appendix 1. This includes populating a short Dashboard of current and planned performance against the following set of common metrics and targets, most of which are already reported locally. This exercise could be undertaken as part of the benchmarking exercise with the support of Resource London. Providing information for new metrics 'Proportion of waste fleet vehicles that are ULEZ compliant (Euro VI diesel for HGVs)' and 'Performance of LACW activities against the Mayor's emissions performance standard (EPS)' are not expected to be onerous to complete. The GLA has provided an online tool (<https://www.london.gov.uk/what-we-do/environment/waste-and-recycling/waste-policy>) for local authorities to use to model performance of their current waste services and service improvement options against the EPS. Training to use the online tool will be provided by the GLA in early 2019.

Common baseline performance metrics (2017/18)

- Total annual household waste (including recycling) generated per head of population (kgs/head)
- Total annual household residual waste collected per household (kgs/household)
- Estimated total annual household avoidable (edible) food waste produced (kgs/head)
- Annual household waste and LACW recycling rates (% by weight)
- The proportion of properties receiving the minimum level of service for household recycling including:
 - % of properties served at the kerbside with collections of six main dry materials and separately collected food waste
 - % of flats collecting six main dry materials
 - % of flats collecting six main dry materials and separately collected food waste
- Proportion of waste fleet heavy vehicles that are ULEZ compliant (Euro VI diesel for HGVs) by April 2019 (inner London) and London-wide by October 2020
- Performance against the Mayor's CO₂e emissions performance standard (EPS) in tonnes of CO₂e per tonne of waste managed. Boroughs can use the GLA's online tool to do this.

Common performance targets

- Local waste reduction targets including separate targets for household waste produced per head, household residual waste collected per household, and total annual avoidable food waste produced per head for 2022 and 2025.
- Household and LACW recycling targets (% by weight for 2022 and 2025), going beyond the Mayor's LACW recycling target where possible

- Year for implementing the Mayor's minimum level of service for household waste recycling (by 2020 at the latest)

For new contracts and new service arrangements (using external contractors or in-house):

- All waste fleet heavy vehicles being ULEZ compliant (Euro VI diesel) by April 2019 (inner London) and London-wide by October 2020
- All new cars and vans (less than 3.5 tonnes) used for waste activities being zero emission capable from 2025
- Performance against the Mayor's CO₂e emissions performance standard (EPS) targets⁶.

What makes a good RRP

A good RRP sets out key specific and measurable actions, or a package of actions, with planned milestones (timeframes) for delivery. The actions should show how and by when a borough will work towards achieving locally set targets and objectives set out in their Dashboard. Local authorities are encouraged to include a brief section upfront in their Dashboard introducing the aims and objectives that it wants to achieve in the context of local circumstances and challenges to overcome.

Actions to help cut waste and boost materials reuse should include:

- Local community and business engagement activities, linking with the Mayor's project to reduce [single use plastic bottles](#) and [Resource London-led](#) behaviour change activities where appropriate (e.g. Recycle for London, Love Food Hate Waste, Love Your Clothes, and Trifocal)
- Measures to help reduce residual waste and food waste produced and collected
- Leading by example on transition to a circular economy – including high level plans to scale up and adopt circular economy approaches through its own operations (for example through Responsible Procurement or through its Local Planning/Development Control)⁷.

Actions to help maximise recycling performance should include:

- Plans for delivering and communicating the Mayor's minimum level of recycling service by 2020 at the latest, including mechanisms for implementation (e.g. contract variations, renewals or extensions, implementing Resource London-supported service reviews, or planned changes to services if Direct Service

⁶ EPS targets: -0.069 tonnes of CO₂e per tonne of waste managed by 2021, and -0.084 tonnes per tonne of waste managed by 2025. See [London Environment Strategy Policy 7.3.2](#) for more information.

⁷ Guidance for how the GLA is implementing circular economy approaches can be found in the [GLA Group Responsible Procurement Policy](#) and [Policy S17 in the draft London Plan](#).

Organisation (DSO) or Direct Labour Organisation (DLO) arrangements are in place)

- Measures for boosting recycling performance in flats, to drive up participation in recycling services and tackle contamination
- Measures for boosting recycling performance from non-domestic properties (e.g. small businesses, charities, libraries etc).

Actions to reduce the environmental impacts of waste activities (greenhouse gas emissions and air pollutants) should include:

- Plans for transitioning waste fleets to low/zero emission fleets. Boroughs are encouraged to work towards all heavy vehicles being fossil-fuel free by 2030 (for example using renewable fuels made from waste products and oils instead of diesel)
- How new waste contracts or new service arrangements perform against the Mayor's CO₂eq emissions performance standard (EPS) and carbon intensity floor level (CIF), using the GLA's [online tool](#).

Activities for maximising use of local waste sites should include:

- Plans for maximising recycling at local Reuse and Recycling Centres, including measures to accept a wide range of materials including hazardous waste
- Reference to local plans identifying sites meeting waste apportionment targets as set out in the Draft [London Plan Policy S18](#)⁸.

In producing their RRP local authorities should use the template in Appendix 1 and refer to the RRP template guidance in Figure 1. Figure 1 sets out some 'menu action' examples that local authorities should, as a minimum, describe as delivered through a combination of policy, core service provision, and supporting behaviour change activities.

⁸ See <https://www.london.gov.uk/what-we-do/planning/london-plan/new-london-plan/draft-new-london-plan/chapter-9-sustainable-infrastructure/policy-si8-waste-capacity>. Last accessed 3 September 2018.

Figure 1: RRP template guidance.

London Environment Strategy Objective Reference	Key action – Local policy or waste contract commitment	Key actions – core service provision	Key actions – behaviour change activities	Expected impact towards achieving local targets	Key milestones (including progress updates)
7.1 – Drive resource efficiency to significantly reduce waste	<p><i>Waste Strategy Policy 1.1 Reduce residual waste</i></p> <p>OR</p> <p><i>Plans to consult or adopt a new residual waste policy/new waste contract in X date</i></p> <p><i>Leading by example – cutting waste and increasing reuse in own operations</i></p>	<p><i>Package of recycling and residual waste services or planned service changes which have reviewed:</i></p> <ul style="list-style-type: none"> - household residual waste bin capacity - frequency of collections - side waste collections <p>OR</p> <p><i>Consultation on proposed services supporting reductions in residual waste planned in X date and alternative proposals if best environmental outcomes are not achieved</i></p> <p><i>Trial and adoption of circular economy approaches in wider borough procurement activities (e.g. leasing equipment or buying refurbished office furniture instead of new)</i></p>	<p><i>Services/service changes promoted through traditional and digital channels. Use of or participation in Recycle for London templates, resources and programmes</i></p> <p><i>Other consumer behaviour change activities (e.g. with businesses) to cut waste – namely food waste and single use packaging</i></p> <p><i>Participation in relevant Mayoral and LWARB programmes (e.g. phasing out single use plastics programmes, and Clean Tech London – Testbeds for a low carbon future)</i></p>	<p><i>Specific impact of individual actions (if known) or expected collective impact of package of actions towards achieving local reduction targets eg:</i></p> <ul style="list-style-type: none"> -residual waste expected to fall by X % per household by Y date -avoidable food waste to fall by X % per head by Y date 	<p><i>Residual waste policy or service changes to be implemented on X date</i></p> <p><i>Progress update with Resource London or GLA on new waste policy, contract or service change on X date</i></p>

London Environment Strategy Objective Reference	Key action – Local policy or waste contract commitment	Key actions – core service provision	Key actions – behaviour change activities	Expected impact towards achieving local targets	Key milestones (including progress updates)
7.2 – Maximise recycling rates	<p>Waste Strategy Policy 1.2 Provide the same level of service to residents living in flats as provided to kerbside properties.</p> <p>OR</p> <p>Plans to consult or adopt new waste policy/contract in X date meeting the Mayor's minimum level of service by 2020</p>	<p>Kerbside services: Already providing the Mayor's minimum level of service to all properties, including separate food waste.</p> <p>OR</p> <p>Trials/planned new services supporting borough-wide roll out of recycling collection meeting the Mayor's minimum level of service in/by X date</p> <p>Flats: A package of collection services/service changes which has reviewed supporting the same level of services to residents living in flats and non-domestic properties as provided to kerbside properties including:</p> <ul style="list-style-type: none"> - sufficient bin capacity with a higher ratio of recycling bin capacity to residual waste bin capacity - collection for recycling of all six main dry materials -separate collection of food waste - frequency of collections 	Services/service changes promoted through traditional and digital channels. Use of or participation in Recycle for London templates, resources and programmes	<p>Roll out of new services expected to increase household and LACW recycling rate by X % by Y date</p> <p>Recycling in flats expected to increase by X % by Y date</p>	<p>Mayor's minimum level of service expected to be met by X date</p> <p>Progress update with Resource London or GLA on new waste policy, contract or service change on/by X date</p> <p>Improved flat service changes to be implemented on X date</p>

London Environment Strategy Objective Reference	Key action – Local policy or waste contract commitment	Key actions – core service provision	Key actions – behaviour change activities	Expected impact towards achieving local targets	Key milestones (including progress updates)
7.3 – Reduce the environmental impact of waste activities	Waste Strategy Policy 1.3a Zero emissions waste fleet policy by X date	New policy / waste contract/in-house service level agreement stipulations: -commitment for all HGV waste fleets to be ULEZ compliant -provision to increase waste transport by rail and river where practicable	Services/service changes promoted through traditional and digital channels.	Roll out of new fleets expected to meet ULEZ compliance by X date	New ULEZ compliant fleet procured on/by X date Progress update with Resource London or GLA on new waste policy, contract or service change on/by X date
	OR Plans to consult or adopt new zero emission waste fleet policy/contract in X date	Trials of alternative fuels to phase out diesel, including 100% renewables with the aim to roll out across the fleet by 2030. This includes renewable fuels made from waste products including biodiesel, hydro-treated vegetable oil and bio-methane as a transitional fuel			
	Waste Strategy Policy 1.3b Reduce the climate change impact of waste activities	Using the GLA's online tool to determine performance of new proposed waste service options against the Mayor's CO2eq emissions performance standard (EPS) and carbon intensity floor (CIF) New waste contract/new in-house service arrangements to include a lifecycle CO2eq emission KPI		Performance of new waste service options against the Mayor's 2020/21 EPS target and CIF	

London Environment Strategy Objective Reference	Key action – Local policy or waste contract commitment	Key actions – core service provision	Key actions – behaviour change activities	Expected impact towards achieving local targets	Key milestones (including progress updates)
7.4 – Maximise use of local waste sites	<i>Waste Strategy Policy 1.4 Supporting use of local waste sites</i>	<p><i>New waste contract or new in-house service promotes use of local waste sites to help keep the value of London's waste in London</i></p> <p><i>Local Reuse and Recycling Centres (RRCs) accepting a wide range of materials for recycling and accepting common household hazardous materials including gas bottles, fire extinguishers, paints, and waste electrical</i></p>	<i>Services/service changes promoted through traditional and digital channels. Use of or participation in Recycle for London templates, resources and programmes</i>	<i>Roll out of new RRC services expected to increase household and LACW recycling rate by X % by Y date</i>	<p><i>New RRC services in place by X date</i></p> <p><i>Progress update with Resource London or GLA on new waste policy, contract or service change on/by X date</i></p>

RRP assessment and evaluation guidance

The GLA will review RRP to determine general conformity with the Mayor's municipal waste management provisions of the London Environment Strategy. The GLA will use the method set out in Table 1 to assess how each local authority's RRP makes an effective contribution towards meeting the Strategy targets, objectives and minimum recycling service levels.

Table 1: RRP review method

RRP Key action category	GLA review guidance
Local policies in an adopted waste strategy/plan or waste contract.	Is an adopted local policy or contractual commitment in place? Is the policy or contractual commitment specific and actionable?
<p>Waste collection services helping to cut waste – namely residual waste and food waste</p> <p>Core household collection services meeting the Mayor's minimum recycling service levels</p> <p>Other services to boost recycling performance including services to non-domestic properties, street cleansing, events, bulky waste, and Reuse and Recycling Centres</p>	Is the Mayor's minimum level of service already being provided? If not are there clear mechanisms and commitments to meet it by 2020? For example, proposed service changes; implementing actions arising from service reviews undertaken by Resource London/a third party; contract renewals; consultation on new services. Are the actions, or package of actions measurable and is the expected impact quantified?
Behaviour change	What mechanisms are in place to drive behaviour change (including local communication and marketing activities) to help cut waste and effectively promote participation in new and existing services? What opportunities have been taken to integrate local activities with London-wide or national behaviour change programmes to raise profile and deliver a consistent message? Has best practice advice from LWARB's Resource London programme/third party been used?

In addition to applying the evaluation guidance above, the Mayor in reviewing RRP will take account of local circumstances highlighted by a borough including, for example:

- Contractual constraints that restrict the introduction of new services to improve recycling performance
- The proportion of flats with lack of easily accessible and/or sufficient storage space for recycling⁹
- The proportion of rented accommodation (which can have an impact on participation in recycling services)
- Levels of deprivation
- Numbers of households with gardens (noting boroughs with fewer gardens producing less green waste for composting)

RRP support and process

Local authorities are encouraged to commence developing their RRP as soon as possible. To make best use of Resource London support and timely submission of RRP to the Mayor, support will be made available under a three-phase approach with six months per phase (see Table 2). Table 2 sets out the planned timetable for Resource London to support boroughs to develop their RRP. This was consulted on with the LROG and ALCO networks and produced following an opportunity appraisal with Resource London. This phased approach focusses on those boroughs considered best placed to make improvements now (given their performance, the potential for improvement and contractual timelines) be given support to develop RRP first. All RRP need to be completed, preferably within the phase allocated in Table 2 (early submissions are welcome), and signed off by each local authority's Environment Portfolio Holder. This phasing process will allow for all RRP to be completed by 31 December 2019.

⁹ Best available guidance for improving recycling performance in flats produced by WRAP can be found [here](#). This will be complimented by guidance produced by LWARB informed by the Peabody Recycling Project (expected Summer 2019).

Table 2: Phased approach for supporting boroughs to develop RRP

Phase 1: Oct 2018 – Mar 2019	Phase 2: Jan – Jun 2019	Phase 3: Jul – Dec 2019
Tower Hamlets Wandsworth Enfield Hillingdon Harrow Greenwich Richmond	ELWA boroughs ¹⁰ Kensington and Chelsea Hammersmith and Fulham Waltham Forest City of London Westminster Haringey Bromley Southwark Hackney Islington Barnet	Merton Bexley Ealing Lambeth Lewisham Brent Camden Hounslow Sutton Croydon Kingston

Table 3 sets out the RRP development and submission process timetable. RRP

RRPs are to be refreshed at the start of each four-year period, the next one being 2022 to 2026. Joint RRP

RRPs with other local authorities are supported, providing individual authority activities and targets are included and can be produced in a timely way. The Mayor expects Waste Disposal Authorities to support their constituent boroughs in developing individual or joint RRP

RRPs.

¹⁰ The East London Waste Authority (ELWA) boroughs (Barking and Dagenham, Havering, Newham and Redbridge) are developing a joint RRP.

Table 3: RRP 2018 – 2019 development and submission process timetable

Phase	RRP Development and submission (six months)	GLA Approval (two months)
1	October 2018 – March 2019	April – May 2019
2	January 2019 – June 2019	July – August 2019
3	June 2019 – December 2019	January – February 2020

Key activities	Planned timetable		
<i>RRP making process (six months)</i>	<i>Phase 1</i>	<i>Phase 2</i>	<i>Phase 3</i>
Resource London contact borough with offer of support	<i>Oct 2018</i>	<i>Jan 2019</i>	<i>Jun 2019</i>
Resource London support made available for RRP development, including for the benchmarking exercise to determine current performance against common performance metrics and set targets	<i>Oct 2018 – Mar 2019</i>	<i>Jan – Jun 2019</i>	<i>Jun – Dec 2019</i>
RRP submitted to the Mayor	<i>By 31 Mar 2019</i>	<i>By 30 June 2019</i>	<i>By 20 Dec 2019</i>
<i>RRP Mayoral sign-off process (two months)</i>	<i>Phase 1</i>	<i>Phase 2</i>	<i>Phase 3</i>
GLA Waste Officers review RRP	<i>Mar/Apr 2019</i>	<i>Jun/Jul 2019</i>	<i>Dec 2019/Jan 2020</i>
GLA consultation with borough and Resource London. RRP amended if necessary	<i>Apr/May 2019</i>	<i>Jul/Aug 2019</i>	<i>Jan/Feb 2020</i>
Borough Environment Portfolio Holder signs off RRP	<i>Apr/May 2019</i>	<i>Jul/Aug 2019</i>	<i>Jan/Feb 2020</i>
(Deputy) Mayor signs off RRP	<i>By 31 May 2019</i>	<i>By 31 Aug 2019</i>	<i>By 28 Feb 2020</i>

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