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Municipal Waste Management Strategy Development

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Lambeth Waste Strategy Consultation Report

“The Future of Waste Have Your Say”

TABLE OF CONTENTS

1.0.....EXECUTIVE SUMMARY

2.0BACKGROUND

3.0INTRODUCTION

4.0METHODOLOGY

5.0.....DETAILED FINDINGS

5.1.....Quantitative Survey

5.2.....Community Stakeholder events

5.3.....Budget consultation

5.4.....Sustainability Forum

6.0CONCLUSIONS

7.0RECOMMENDATIONS

8.0APPENDICES

TABLES AND FIGURES

Figure 1: Satisfaction with recycling and rubbish services	12
Figure 2: Support for future service propositions.....	13
Figure 3: Reactions aimed at encouraging residents to recycle more	14
Figure 4: Impact of more information on ease of recycling more things, more often	15
Figure 5: Respondent's preparedness to separate food waste.....	22
Figure 6: Respondent's preparedness to use a free collection service for textiles and small electrical items.....	23
Figure 7: How often respondents would use a free collection service textiles/ small electrical items.....	23
Figure 8: Use of recycling schemes.....	24
Figure 9: Information to help with household waste reduction.....	25

1.0 EXECUTIVE SUMMARY

This report looks at the research undertaken during the consultation phase in the development of Lambeth Council's waste strategy in 2009. The purpose of the consultation exercise was to gather the views of Lambeth residents and key stakeholders on how Lambeth Council should collect municipal waste for the next twenty years. Residents, community groups and councillors rated the Council's current services and commented on ideas for improving Lambeth's recycling rates to enable them to meet the challenging targets that have been set by the European Union and the Mayor of London.

In July 2009, Lambeth Council commissioned SLR and Sauce Consultancy to carry out the consultation element of their draft waste strategy which outlines how waste will be collected for the next 20 years. Residents were engaged through a combination of quantitative and qualitative research methods; namely a borough-wide survey, online survey, member sessions and two community stakeholder events where four discussion groups were held. Results from the annual Lambeth budget consultation and the sustainability forum are also included in this report to widen the scope of the study.

Current services

The research showed a high level of satisfaction with current rubbish and recycling services. The questionnaire survey indicated that more than 90% are satisfied with the recycling collection (including 52% who are 'very satisfied'), while a near identical proportion (89%) are satisfied with the rubbish collection (including 53% who are 'very satisfied'). This was echoed in the discussion groups, however it emerged that whilst residents who lived on street level properties were satisfied, residents living in multiple occupancy housing, including estates, had a significantly lower level of satisfaction.

The current door to door recycling service has a high participation rate. The questionnaire survey showed that the majority of respondents claim to regularly place out most items that the Council collects through the orange sack and green bin recycling service. For example, over 90% say they regularly place out newspapers (93%), magazines (90%), junk mail and leaflets (95%), glass bottles (91%) and plastic bottles (92%). These findings are echoed by the findings of the budget consultation with 6 out of 10 residents saying they recycle everything that can be recycled.

Future Services

The research reveals that residents are keen to aim for high recycling rates in the future through the expansion of existing services and the introduction of new services such as food waste collections and scheduled garden waste collections. Of the four options presented in the consultation events, **option four** (a recycling rate of 40+% - orange sack/green bin scheme; garden and food waste collections; compulsory recycling and food waste (street level properties) and other initiatives) was the most popular.

Expanding the list of materials collected at the doorstep to include a wider range of plastics, textiles, batteries and small electricals was suggested as a method of improving recycling services, in both the discussion groups and the borough-wide survey. Initiatives to promote the reuse of waste, e.g. furniture reuse schemes; 'give and take' events (85%) and a separate scheduled collection of garden waste (83%) received strong support. Furthermore,

86% of residents said that if the Council collected a wider range of materials they would recycle more.

Advice and initiatives to help prevent waste, e.g. home composting, junk mail prevention and promoting washable nappies (83%); and only collecting rubbish from wheeled bins (76%) also received strong support in the consultation.

The quantitative research shows that ideas such as making recycling compulsory and only emptying wheeled bins with closed lids also have strong backing (76% and 71%, respectively), although opposition does begin to rise around these propositions (19% and 13%, respectively). In the discussion groups there were mixed responses to these initiatives, with conditional support for compulsory recycling on street level properties. Conditions included improved services, a clear educational campaign, definitions and appropriate exemptions for groups such as the elderly and those living on estates. Measures of limiting side waste raised concerns about fly tipping and unfairly penalising larger families.

Improving recycling on estates

The research unearthed dissatisfaction with current services on estates. Residents wanted more information and educational campaigns about recycling. There was a prevailing belief that estates recycling needed vast improvements and that the Council paid more attention and invested more resources in street level recycling as opposed to estates and multi-occupancy properties. Design issues were also raised, residents pointed out the serious difficulties of storing separate waste streams for recycling or composting in the small kitchens of most flats and the function of the chute as a deterrent to recycling.

The report recommends that the Council:

- Work closely with other community groups and organisations and build partnerships to widen their engagement scope and to promote existing reuse initiatives
- Needs to carry out further consultation with resident on estates to address service equality issues and to gain a greater understanding into how recycling can be improved by identifying their specific needs and issues on estates
- If adopted, the Council will need to develop a clear communications plan explaining the reasons for choosing fortnightly collections of residual waste, including issues such as budget constraints, environmental benefits and the implications of having food waste collections
- Improve communications with residents and involving diverse groups in their activities
- Continue to involve and update residents on recycling, waste minimisation and reuse initiatives through existing media such as their website, Lambeth Life and community outreach programs
- Communicate the carbon implications and environmental benefits of recycling to tie in with the Brixton 'low carbon zone status'
- Leaflets and letters through the door were supported by 65% of residents as the most effective method of communication, therefore this will need to be built into the future communications strategy.

2.0 BACKGROUND

In July 2009 SLR and partner Sauce Consultancy were commissioned by Lambeth Council to carry out their waste strategy front loaded public consultation to develop a new waste strategy to cover the years 2010 to 2030. Under the Waste and Emissions Trading (WET) Act 2003, all Councils who are responsible for the disposal and collection of waste have a duty to develop a strategy setting out how they will manage municipal waste in the future. Western Riverside are the disposal authority and it is their duty to have a waste strategy, however It was considered best practice for Lambeth Council to have their own strategy.

The EU has set statutory targets for waste and recycling and for reducing the amount of biodegradable waste that the UK sends to landfill. These targets have been translated into very challenging household waste recycling targets of 40% by 2010 then 45% by 2015 and 50% by 2020. The Mayor of London's 2010 draft waste strategy states the following targets:

- To achieve zero municipal waste¹ direct to landfill by 2025.
- To reduce the amount of household waste produced in 2008/09 from 970kg per household to 790kg per household by 2031. This is equivalent to a 20 per cent reduction per household.
- To increase London's capacity to reuse or repair municipal waste from approximately 10,000 tonnes each year in 2008 to 40,000 tonnes a year in 2012 and 120,000 tonnes a year in 2031.
- To recycle or compost at least 45 per cent of municipal waste by 2015, 50 per cent by 2020 and 60 per cent by 2031. (The Mayor's Draft Municipal Waste Management Strategy, **London's Wasted Resource**, Greater London Authority)

The Department for Environment Rural and Food Affairs (DEFRA) 2007/2008 figures show Lambeth currently has a recycling rate of 26 percent.

¹ Municipal waste is household waste and any other waste that is collected for treatment and disposal by a local authority.

3.0 INTRODUCTION

The purpose of this paper is to report on the consultation that took place in the autumn of 2009. The purpose of the consultation was to contribute to Lambeth Council's draft strategy before it went out to public consultation. The consultation period ran for 8 weeks from September to early November 2009 and included the targeted distribution of 33,000 questionnaires to Lambeth residents, two member sessions, and two community stakeholder consultation events. This paper will describe the methodology used; detail the key findings from the consultation events ran by the SLR team and Lambeth's annual Budget consultation, analyse the findings and, in the last chapter, make recommendations based on the findings.

4.0 METHODOLOGY

This section looks at the approach taken to collect and analyse the data. Initially an audience segmentation and desk research was undertaken to inform our methodology. This helped us to determine the most effective approach to involve Lambeth residents in the consultation events. The approach was to target local residents, local community groups and organisations and Council members.

The following section outlines the other key aspects of the methodology in detail.

Messaging and communications

Sauce Consultancy developed a communications strategy to engage with all stakeholders to obtain their views on how the Council should tackle each element of the waste strategy. We worked with community groups and communicated via the local media including Lambeth Life newspaper and the Council's website which proved to be an efficient method of reaching local residents, businesses and community groups. Moreover, this ensured that accurate information on the issues and how to take part in the consultation was provided. Key messages started being sent out in July at the Lambeth Country Show.

A half page advert appeared in Lambeth Life, the Council's free fortnightly newspaper that goes to all residents in the borough, to ensure accurate information reached every household. Notifications also appeared on the Council website² which were used to communicate the issues and promote the consultation process, and encourage residents to participate in the consultation (the theme was 'The Future of Waste, Have your Say'). Placing an advert in Lambeth Life also ensured wide access to the consultation and provided an audit trail.

More than 35% of Lambeth is made up of flats and estates (multiple occupancy properties) so a different approach was taken for multiple occupancy properties, this was meant to ensure that the views of all residents were captured. We specifically wrote to and called Housing Associations and residents groups identified during the project inception, scoping stages and through the Councils GIFTs database.

We also sought views from over 300 community groups, organisations and social enterprises in Lambeth by writing letters, sending questionnaires, emailing and calling them over a four week period. These groups were also invited to the waste strategy community group consultation events. Their involvement meant that hard to engage groups were involved in the consultation process.

Consultation strategy

For the consultation we combined quantitative and qualitative methods to ensure that views were received from a wide audience but also drill down to understand the deeper issues through a series of discussion groups.

² A link to the consultation was placed on Lambeth Council's recycling webpage with the theme 'The Future of Waste, Have your say'

SLR developed an issues and options paper based on European Union, UK and the Mayor of London's targets. This paper proposed four options developed by Lambeth for the waste strategy, these four options were the basis of the consultation topic guides and they were used to shape the discussions held in all the consultation events that we ran. The main purpose for this was to maintain consistency across all the events so that we could obtain comparable data.

The options were as follows:

Option 1: 30% (of all household waste produced being recycled) - orange sack/green bin only, no garden or food waste collections

Option 2: 35% - orange sack/green bin scheme and scheduled garden waste collections

Option 3: 35+% - orange sack/green bin scheme; scheduled garden waste collections; compulsory recycling

Option 4: 40+% - orange sack/green bin scheme; garden and food waste collections; compulsory recycling and food waste (street level properties) and other initiatives

Questionnaire Survey

A questionnaire, developed with Lambeth was aimed at asking residents, businesses and community groups a series of questions about the current services, recycling attitudes (benchmarking questions), and future service options; socio-demographic data, such as housing type, was also collected. We originally intended to have the questionnaire delivered via Lambeth Life and www.lambeth.gov.uk; the former was replaced by the Council undertaking a targeted distribution of the questionnaire to every ward, properties in the garden and food waste pilots³, local libraries, town centre stalls, EXPOs, Council offices, Lambeth's Reuse & Recycling Centre and using the recycling bus to publicise the consultation at local community events. A total of 33,000 questionnaires were distributed throughout the borough and it was also posted on the council's website.

The questionnaire was also posted to 300 local community groups, Tenants and Residents Associations, Tenant Management Organisation and local neighbourhood forums based on the GIFTS database that we received from the Council.

Community Stakeholder Events

On the 6th and 13th of October we hosted two community stakeholder events where we held four discussion groups. The discussion groups were specifically tailored to probe deeper into the issues raised in the questionnaire survey. The discussion groups followed the same format as the councillor member sessions, this allowed for cross comparisons on the preferred options.

37 representatives from a cross section of local community groups and residents associations attended these events (representing a combined membership of 28). They were held in two different locations of the borough, Streatham and Brixton, to ensure access and representation from different sectors of the community.

The first event had a lower than expected attendance due to the weather and the unfamiliarity of the location so this was held as a single discussion group. The second

³ During April Lambeth introduced a pilot scheme where they are trialling a 12 month scheduled garden waste collection scheme in selected areas of Streatham and Norwood

community group consultation event on the 13th of October had more attendees and was split into three smaller groups of 8-10 participants each; all the discussion groups were facilitated by experienced members of SLR's project team and probed similar issues to those discussed in the member sessions.

Due to the postal strike we also accepted written email submissions from groups who were unable to send representatives. This increased the number of local community group representatives consulted to 42.

Member Sessions

Two member briefing sessions were held in October 2009 at the Lambeth Town Hall.

The purpose of the Members' sessions was to introduce the issues and options that were being considered by Lambeth Council for their waste strategy. It was decided that four separate sessions would be held, one for each political party. These sessions began with a presentation of the four options by the SLR team and culminated into a discussion on the councillors' preferences and the direction waste services needed to be heading in for the next 20 years. Because of the proximity to the local elections in May 2010, the Lib. Dem. and Conservative Groups asked for their sessions to be run as presentations only and the Green Party requested that their session be deferred.

Other Evidence

The Annual Budget Consultation and a focus session with Lambeth's Sustainability Forum were conducted as a part of the consultation events by another group of consultants and Lambeth Council. Our control over these events was limited.

5.0 DETAILED FINDINGS

5.1 Questionnaire Survey

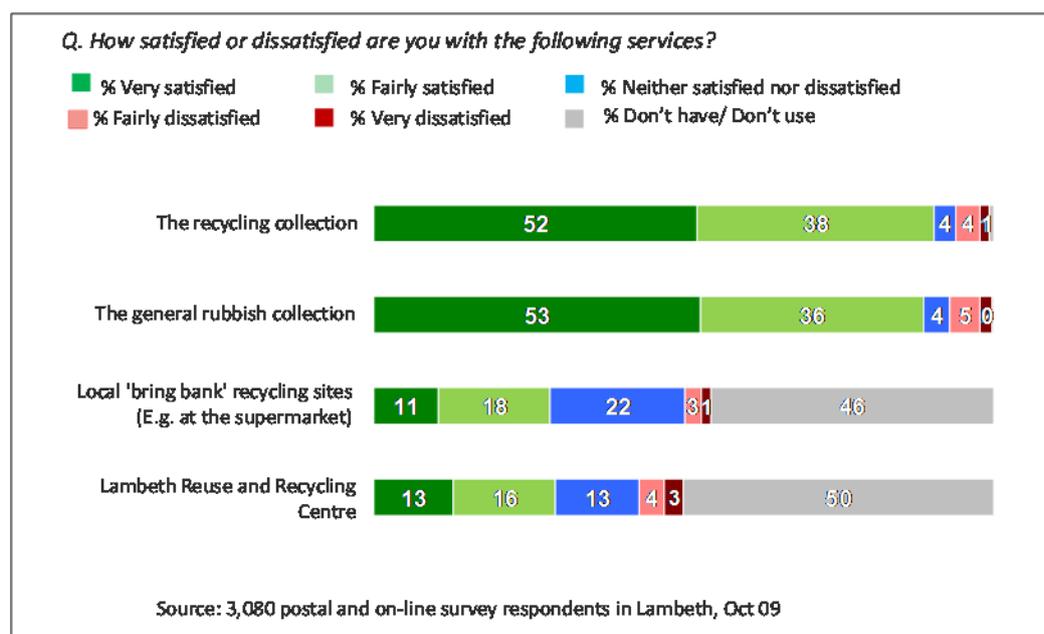
Key Findings

This section looks at the findings from the quantitative survey in the autumn of 2009 where Lambeth Council invited its residents to complete a waste and recycling survey. The survey could be completed either by post or online, and the deadline for submissions was October 12th 2009. In total 3,080 Lambeth residents completed the survey; the overall response rate was approximately 10%. 95% of the responses were sent through the post and 5% were completed online. The key graphs and full results are available in the appendices.

Claimed recycling participation – across a wide range of materials – is very high. The majority of respondents claim to regularly place out most items that the Council collects through the orange sack and green bin recycling service. For example, over 90% say they regularly place out newspapers (93%), magazines (90%), junk mail and leaflets (95%), glass bottles (91%) and plastic bottles (92%). Less frequently recycled items include aerosol cans (27% never place out); shredded paper (23% never place out); office paper (18% never place out) and cartons (14% never place out).

Satisfaction with both the recycling and rubbish collection services is high - 90% are satisfied with the recycling collection (including 52% who are 'very satisfied'), while a near identical proportion (89%) is satisfied with the rubbish collection (including 53% who are 'very satisfied'). While there is little evidence of dissatisfaction with bring sites or the Reuse & Recycling Centre, Figure 1 shows that in both cases the main response is "don't use/don't know" (46% and 50%, respectively).

Figure 1: Satisfaction with recycling and rubbish services



Among the small proportion who were dissatisfied, the main reason cited is **mess left on the street after collection** (47% of respondents dissatisfied with the recycling collection cite this reason, as well as 62% dissatisfied with the rubbish collection). Other reasons mentioned in relation to dissatisfaction with the recycling collection include missed collections (42%) and missed delivery of orange sacks (33%). For the general rubbish collection, other frequently cited reasons include people dumping rubbish (46%) and missed collections (45%).

Future Services

Many of the future services propositions are supported. In particular, four ideas attract very strong support (Figure 2):

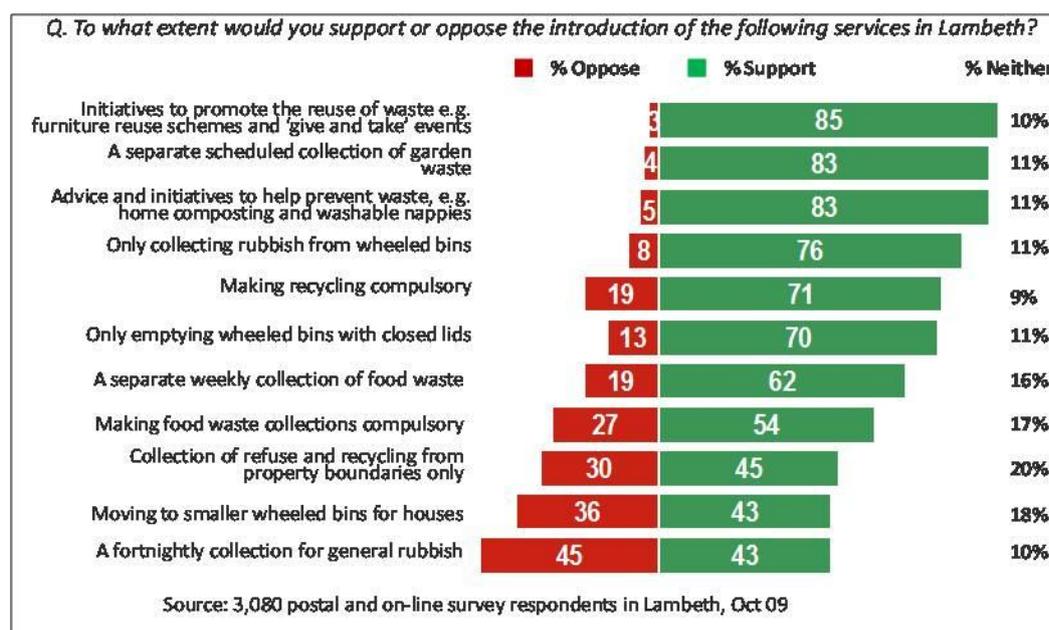
- Initiatives to promote the reuse of waste, e.g. furniture reuse schemes, 'give and take' events (85%).
- A separate scheduled collection of garden waste (83%);
- Advice and initiatives to help prevent waste, e.g. home composting and washable nappies (83%); and
- Only collecting rubbish from wheeled bins (76%).

Ideas such as making recycling compulsory and only emptying wheeled bins with closed lids also find strong backing (76% and 71%, respectively), although opposition does begin to rise around these propositions (19% and 13%, respectively).

In fact, only **three propositions attract significant opposition**, and even in these instances the opposition is roughly balanced by those in support. These propositions are:

- a fortnightly collection of general rubbish (45% of respondents oppose; 43% support);
- moving to smaller wheeled bins for houses (36% oppose; 43% support).
- collection of refuse and recycling from property boundaries only (30% oppose; 45% support)

Figure 2: Support for future service propositions

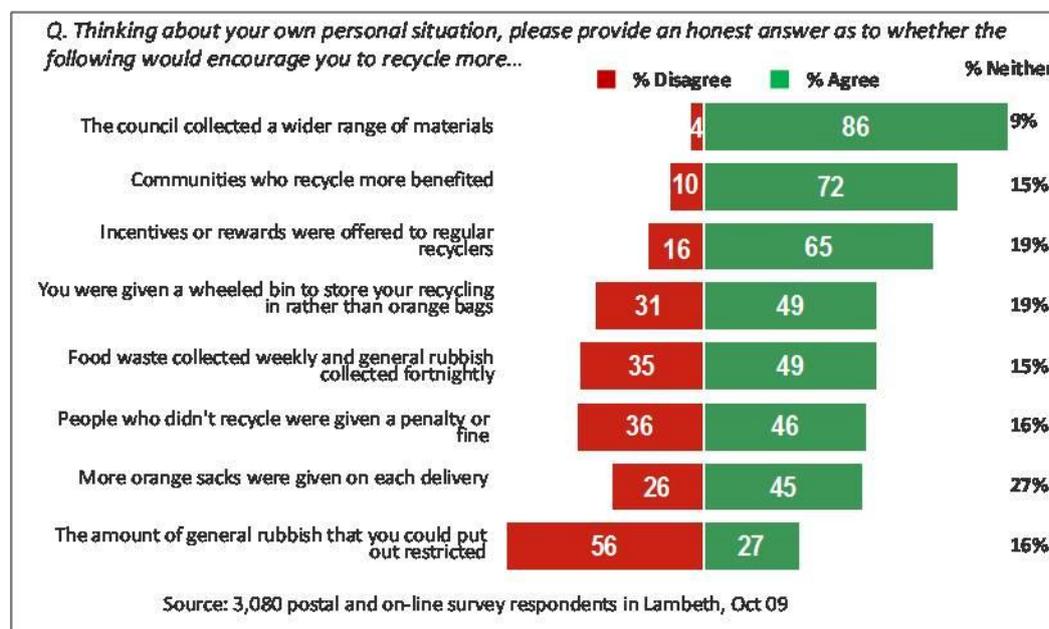


There are some noteworthy trends according to different socio-demographic groups, notably older respondents aged 55+ who, across the suite of propositions, are more likely to be in opposition. Furthermore, support or opposition for other propositions is contingent upon housing type. For example, respondents living in flats are *less likely* to oppose a policy of moving to smaller wheeled bins (whereas those living in detached and semi-detached housing are more likely to oppose it) In contrast, those in flats are *more likely* to oppose a policy of collections from property boundaries only.

Respondents were also asked about what would personally encourage them to recycle more (Figure 3). The vast majority (86%) agree that they would recycle more if the Council collected a wider range of materials. **Furthermore, as a general rule, they tend to favour “carrots” rather than “sticks”⁴.** For example, there is strong agreement around incentives - 72% agree that they would recycle more if communities who recycled were rewarded, while 65% think the same of individual / personal incentives. Conversely, only just over one in four (27%) agree that restricting the amount of rubbish they can put out would encourage them to recycle more. In fact, over half (56%) disagree, and this is the only option where disagreement outstrips agreement.

Other propositions also have the **potential to be divisive** even if – at present – agreement outweighs disagreement. For example, while over one in three (36%) disagree that penalising or fining those who don't recycle would make them personally recycle more, approaching half (46%) agree that it would. Likewise, while close to one in three (35%) disagree that introducing a weekly food waste collection alongside fortnightly rubbish collections would make them recycle more, almost half (49%) agree that it would.

Figure 3: Reactions aimed at encouraging residents to recycle more



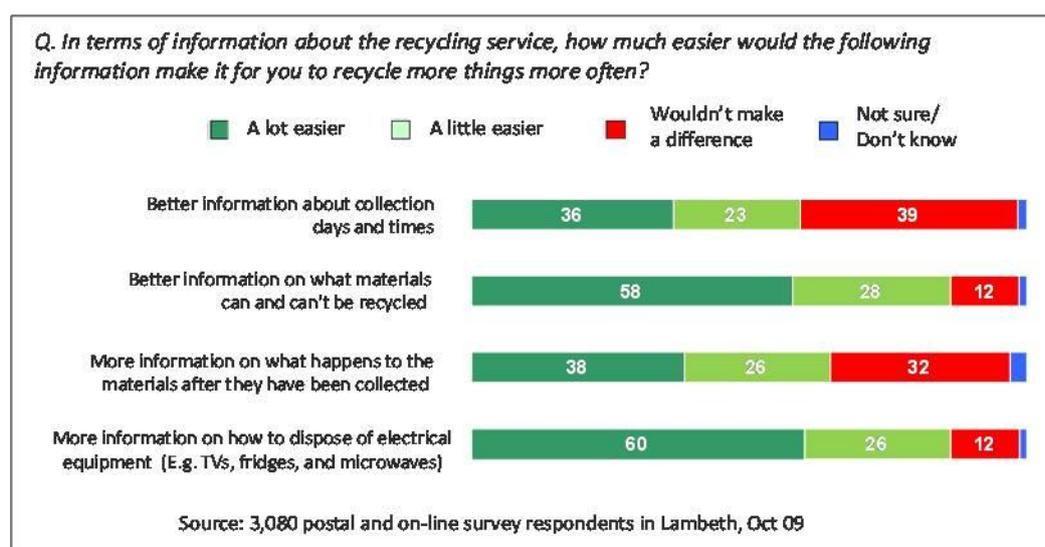
⁴ Although there is arguably something of a self-fulfilling prophesy here as some respondents will invariably answer strategically according to what they want, irrespective of whether they think it would make them recycle more or not

Communicating to Residents

A range of communication methods are identified as ways in which they would prefer to find out about local waste and recycling issues. The most popular overall were leaflets/ letters through the door (65%); Lambeth Life (59%), local newspapers (43%) and posters around Lambeth (43%). A significant minority (38%) also cite the Council website. However it should be noted that face to face contact has been shown to be the most effective method for communicating environmental, and notably recycling, issues and influencing behaviour.

There appears to be strong demand for more information on specific issues (Figure 4) – respondents cite better information on how to dispose of electrical equipment as something that would make it easier for them to recycle more things, more often (60% say it would make it 'a lot' easier for them), as well as better information on what materials can and can't be recycled (58%). Fewer cite better information on collection days/times and what happens to recycling once it has been collected (36% and 38%, respectively), although this nonetheless still represents a significant group of respondents.

Figure 4: Impact of more information on ease of recycling more things, more often



5.2 Community Stakeholder Events

This is a summary of the key points raised at the community stakeholder events where four discussion groups were held; all the topics will be discussed by theme.

Views on current service

Several positive comments about the current service were raised in all the discussion groups. The participants **expressed a great level of satisfaction with current services** particularly those living on street level properties. They were generally positive about both the household refuse and recycling collection services. Although the current recycling rate was considered to be below European standards, there was general consensus from street level properties that the orange bag system was working very well. The groups agreed that commingled collections were efficient and made recycling easy.

On the other hand, specific issues relating to recycling on Estates and other multi-occupancy properties were also raised. Residents living in estates were quite negative and unhappy with the level of service that they were receiving. They argued that 'recycling was not as effective as it was meant to be', when probed they raised issues ranging from collection problems, lack of information and generally poor dissemination of information regarding changes to the service, bag drop offs, and exactly what could and couldn't be recycled.

Flats and estates residents were also quite disgruntled about the level of service that they were receiving, particularly in comparison to on street properties. They felt that they were often the last to benefit from waste services and that street level properties were receiving preferential treatment.

"Lambeth need to do more, some estates have to arrange their own recycling without much help from Lambeth" (Female, aged 33)

Residents on estates also highlighted problems with fly tipping particularly of construction waste and abandoned bulky household items. Which some residents argued was due to the lack of coordination between Lambeth Living and Lambeth Council, changes in policy at (Household Waste Recycling Centres) HWRCs particularly in Norwood, inadequate information about the Council's bulky waste collection service and the time lag between the booking and collection of bulky items and clearing fly tips.

"There are several missed collections contractors refusing to pick up bins and infrequent collections. These issues are localised to certain areas especially estates." (Male, 55)

"Current services are diabolically bad especially on estates" (Male, 50)

During the initial discussions, some themes emerged showing that residents desired a holistic approach to waste management. They wanted to see more emphasis on waste prevention and they expressed the need to take carbon emissions into account.

"The current service is not doing much to mitigate carbon emissions" (Male, 47)

"Too much packaging can't be reused; stores need to promote waste reduction" (Female, 29)

Preferred options

All the groups agreed that the scenarios were not going far enough and preferred option four⁵ or even higher scenarios. There were calls to discount the first 3 options and to stretch option 4 to at least 50% recycling by the year 2020.

"We are not happy with the targets, we want really high targets. Manufacturers and consumers need to be educated and work hand in hand" (Male 40)

⁵ Option 4 : 40+% recycling - orange sack/green bin scheme; garden and food waste collections; compulsory recycling and food waste (street level properties) and other initiatives

Although option four was favoured, there was considerable concern about the concept of 'compulsory recycling' and how it would be enforced particularly in multi-occupancy properties. The issue of costs was also raised in a few groups.

"It's important to consider all the costs, environmental, social, economic etc. What will it cost per tonne if we reduce the amount of waste sent to landfill? What's the cost of not recycling vs. the cost of landfilling. We also need to incorporate environmental accounting into the systems." (Female 39)

Achieving Targets

Reducing packaging was an issue raised in all four discussion groups, residents believed that Lambeth Council had a role to play in cutting down on excess packaging. Measures such as targeting manufacturers by working with consumers and the Lambeth Trading Standards officers to enforce packaging regulations and the introduction of green standards and support for shops that minimise packaging by incentivising businesses to 'go green' were suggested.

Those residents who were in favour of nappy laundry schemes argued that Lambeth needed to support the schemes, and also give parents the option of buying their own reusable nappies at a subsidised price.

Reuse and waste minimisation options were identified as a very important element of the future waste strategy. The participants felt that there needed to be greater waste prevention and waste awareness campaigns. There was overwhelming favour for Furniture reuse schemes, accompanied with Lambeth working in partnership with existing community based programs. The idea of developing Reuse centres in every neighbourhood, reintroducing rag and bone men, Street sales, community give and take days were all welcomed and considered to have great potential.

Lambeth Council were urged to establish, support and promote community reuse networks by working with existing groups and establishing a Lambeth EBAY or Freecycle and Freegle group. Several local charities including Emmaus, Oxfam, Sustainable Streatham, Green Leaf, Trinity Hospice shops and the Geranium shop, (which collect, restore or refurbish and redistribute unwanted furniture, computers, and white goods) were suggested.

"We want Lambeth to encourage and support community events that tackle waste diversion" (Female, 26)

"Use of charity shops and reuse schemes, Lambeth needs to support this with genuineness and positivity so we can see it being used for something local and useful. We feel like they are doing it grudgingly" (Male, 42)

For those with gardens home composting was considered a good option; however residents felt it had to be accompanied by education and support from the Council. Residents suggested subsidised compost bins as a way of encouraging people to start composting.

Expanding list of materials collected

Another reoccurring theme in all the groups was the need to expand the range of materials that could be recycled to include other items such as soft plastics, food waste, batteries, yoghurt pots, packaging, plastic bags, soft plastics and aluminium foil.

Point of collection options

Most participants were against point of collection options such as only emptying wheeled bins with closed lids; only collecting rubbish contained within wheeled bins; moving to smaller wheeled bins for house and collection from property boundaries only. These were considered especially unsuitable for estates. There was a strong feeling that communications and the service had to be improved first before such measures were put into place.

“Such initiatives would encourage fly tipping and could end up being self defeating” (Male, 35)

“Lambeth needs better communication, labels on bags and bins to ensure people understand the system” (Female, 28)

Collection cycles/frequencies and new services

Food waste collections were welcomed; however there were mixed reactions to the idea of fortnightly collections for general rubbish alongside a weekly food waste collection. Some groups were out rightly opposed to them whilst others thought they were a good idea (especially residents living in the trial area. The clear message from all the discussion groups was that any change in service had to be accompanied with an educational campaign and a gradual introduction of the alternate collection.

The group welcomed scheduled garden waste collections as a solution to the garden waste problems. Residents welcomed this dependant on the costs to the Council tax payer and the environment. Suggestions were also made that subsidised home composting containers might be more attractive and better for the environment than garden waste collections.

Using compulsory measures and Incentive

“Lambeth will be far behind other boroughs who have already implemented revolutionary schemes such as building their own AD plants. Barnet have enforced compulsory recycling and have been sending people to court⁶.” (Male, 58)

Compulsory recycling generated a heated discussion; residents argued that it needed to be clearly defined. Compulsory recycling caused some anxiety; residents wanted a clear explanation about what this meant for them. Facilitators were asked to stress that it will be education focussed rather than punishment focussed. Elderly groups were vehemently against compulsory recycling, they believed that the concept was frightening for older people. Others opposing compulsory recycling argued that the Council needed to aim for zero waste rather than introducing penalties. Those in support of compulsory recycling argued that punishment or some other type of motivation was needed to get people recycling and that fining would increase the value of waste.

“We don’t like the term compulsory, it makes it seem like the state is controlling us.

Recycling needs to become a part of people’s everyday life” (Female, 35)

“Good idea but how will this work in practice? Need exceptions, special waste for incontinent people and certain types of exemptions don’t unfairly penalise people who have to use diapers” (Female, 42)

⁶ No one has been prosecuted yet in the London Borough of Barnet.

The majority of residents were in favour of incentives, the details of how such schemes would be implemented were less clear. For examples, questions of whether they would be awarded to individuals or communities, equality issues when it came to estates where it was more difficult to know who had recycled what. Those in favour of incentives thought they would be most effective in the form of environmental prizes and not in the form of money.

Some discussion group participants emphasised the fact that recycling is a question of individual responsibility and suggested that bar coding could be used to identify specific bags belonging to specific individuals. A scheme similar to RecycleBank was mentioned as an option, working hand in hand with supermarkets that residents tend to visit regularly.

There was also some interest in the idea of rewarding streets or estates for good recycling performance or rewarding individual householders with Council tax rebates for good recycling performance.

Fears of creating a system that rewarded people for recycling not waste minimisation were raised. Arguments were raised that rewards should only be issued for having less residual waste not the number of orange ones that are put out.

“Incentives can also be used to reward community groups who give their time and resources to promote recycling” (Male, 47)

“Would incentive schemes be fair for people in estates, equality and fairness issues crop up, what about big families?” (Female, 65)

Estates: How best to maximise participation and capture

The key methods of maximising capture and participation in estates were improved services, education and consultation and to a lesser extent community incentives. Education through door stepping, leafleting and other channels was considered a way to help increase participation. Other ways of promoting recycling in Lambeth included education through signs and pictures on communal bins and other receptacles, particularly in areas of high density population with common area bins”

“Education, education, education- we can’t give a one size fits all approach, it has to be customised to the needs and different systems. Lambeth need to engage and consult residents on estates to find out what they think is best” (Female, 55)

In order to maximise participation in flats, residents suggested that food waste collections and similar services that were available to on street level properties had to be introduced to estates and other multi-occupancy dwellings. The quote below exemplifies the reoccurring themes that were raised when estates were discussed.

“Recycling in flats and high rises is important, Lambeth are just focussing on the easy option and address service equality issues. The design of the buildings also needs to be changed and we need to move away from the chute system” (Male, 38)

Communicating with residents

Although refuse and recycling services were generally rated highly, the issue of communications was raised; residents were still uncertain about what could be collected for recycling and composting and how to access bulky waste services for example.

“West Norwood is left out totally; fly tipping is atrocious, not enough education on recycling in estates, particularly concerning contamination, squashing boxes and milk bottles to save space in flats” (Female, 59)

“There is a lot of confusion about what can and can’t be recycled, massive communication campaign needed” (Male, 50)

Other residents wanted the costs and profits of recycling communicated to residents more clearly.

There also needs to be better communication between crews and the call centre to increase efficiency

Residents suggested several methods of improving communications such as clearer labelling on bins to avoid confusion over the types of plastics that could be recycled; Pictures and logos on the bins were considered an effective way of showing what can and can’t be recycled.

When specifically asked about branding residents said that the ‘Recycle Now’ branding was instantly recognisable. They suggested using this branding on recycling bins and other communications material in order maintain uniformity with national campaigns. There was consensus that ‘Recycle Now’ images and logos would improve communications and would help Lambeth link in with existing high profile campaigns such as the Recycle for London campaign.

Regular advertisements about recycling services on Lambeth’s website, in Lambeth Life and in the local print media were also supported. Community outreach activities such as Council representatives speaking at community groups, churches, and definitely schools. Community engagement with community groups and green groups to ensure maximum impact and circumvent those who might be ‘anti Lambeth’, residents that discussed this topic in detail thought that community groups would also reach groups on that are considered ‘hard to reach’.

“Lambeth need to take the schools recycling program to next level and ensure that there is a program for play groups, community groups and churches “ (Female, 34)

“Lambeth can engage groups through the use of volunteers and green champions. The green champion’s scheme needs to be further publicised” (Female, 28)

On street recycling facilities

Most groups did not spend much time on this topic. Some residents felt that these were useful to enable residents to recycle a greater range of materials and provided an alternative to storing materials at home. Suggestions were made to install recycling bins for cans and plastic bottles outside shops and in parks to reduce littering. On the other hand, residents raised concerns about poorly sited on-street facilities which might attract vandalism. There was a preference for supermarket sites because of supervision.

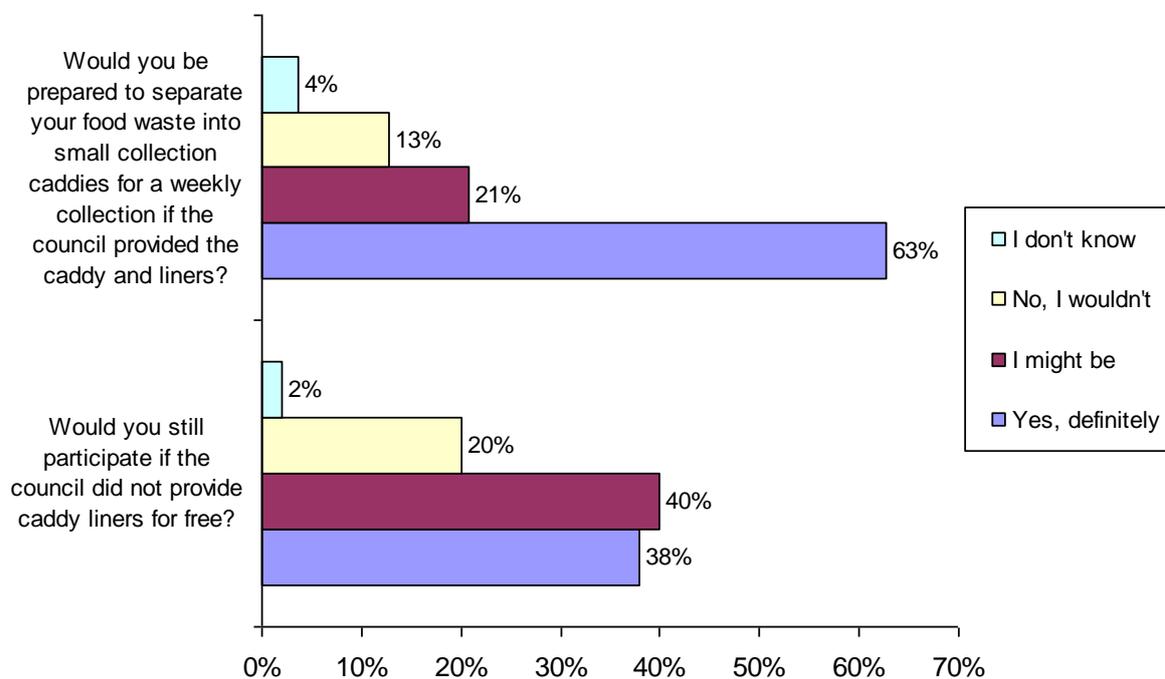
“We need on street recycling and working together with supermarkets to pick up the transient population” (Female, 43)

5.3 Budget consultation

Food waste

Respondents living on street level properties were asked whether they would be willing to separate their food waste providing the Council provides caddies and liner. Nearly two thirds (63%) of these respondents said that they would definitely be prepared to do this, whilst a fifth (21%) might be. One in eight (13%) however indicated that they would not be willing to separate their food waste.

Respondents who said they might or definitely would participate were then asked whether their response would change if the Council did not provide free caddy liners. Without free caddy liners one fifth (20%) would not participate.

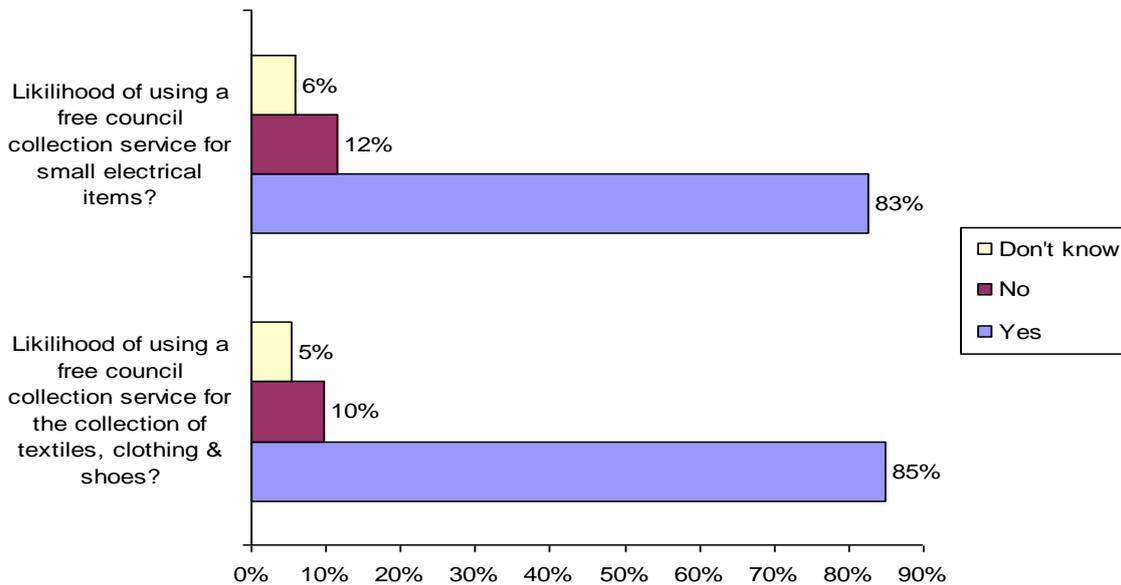
Figure 5: Respondent's preparedness to separate food waste

Base: 351

Those surveyed who live in a larger block of flats, containing five or more flats, were asked if they would be prepared to separate their food waste and place it into communal containers located next to their recycling bins. As shown in Figure 5 above the vast majority (63%) said yes they would definitely be prepared to do this.

Respondents were then asked to consider whether they would use a free collection service for 'textiles, clothing and shoes' and 'small electrical items' which would involve booking a collection by phone or online. As shown in Figure 6 below, the result for electrical items and clothing collection services are very similar, with the vast majority (83% and 85%) of respondents indicating that they would be willing to use these types of services.

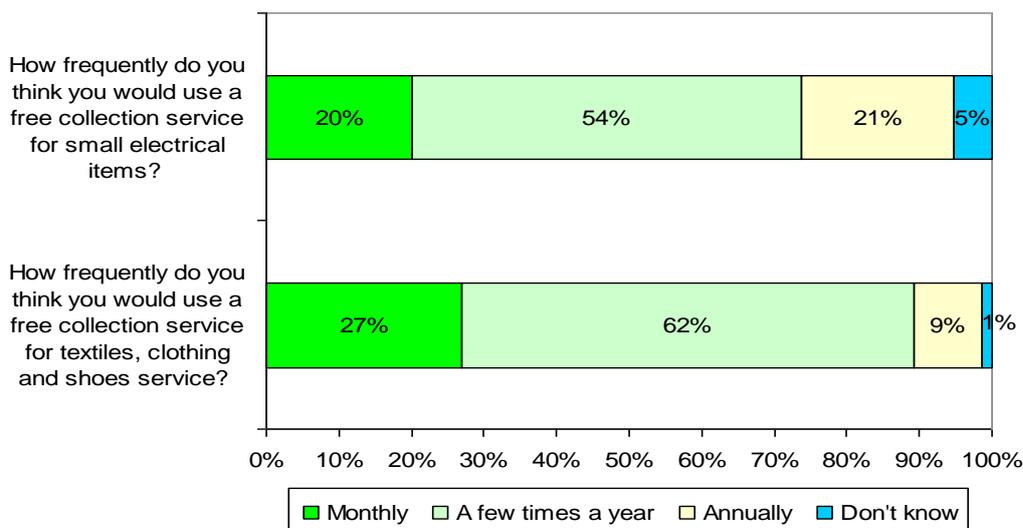
Figure 6: Respondent’s preparedness to use a free collection service for textiles and small electrical items



Base: 505

Respondents were then asked to consider how frequently they might use these collection services. As shown in Figure 7 below, for both the collection of small electrical items and clothing the most popular option was ‘a few times a year’, selected by over half (54%) and two thirds (62%) respectively. Slightly more respondents felt that monthly collections would be more appropriate for the collection of clothing.

Figure 7: How often respondents would use a free collection service textiles/ small electrical items

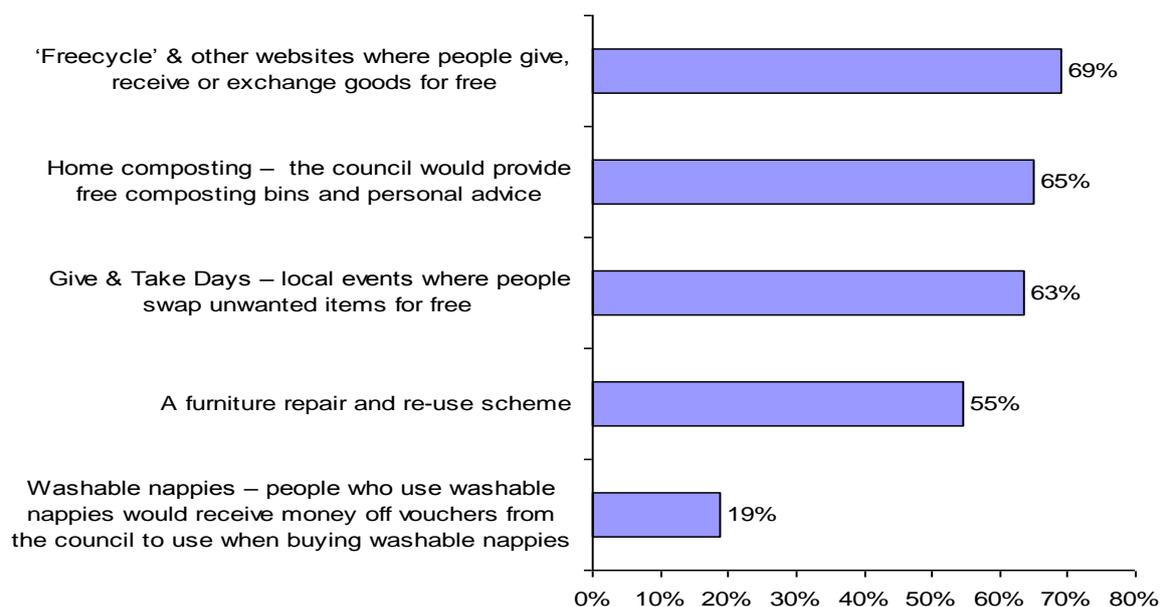


Use of a collection service for small electrical items base: 429
Use of a collection service for textiles, clothing and shoes base: 417

Waste prevention

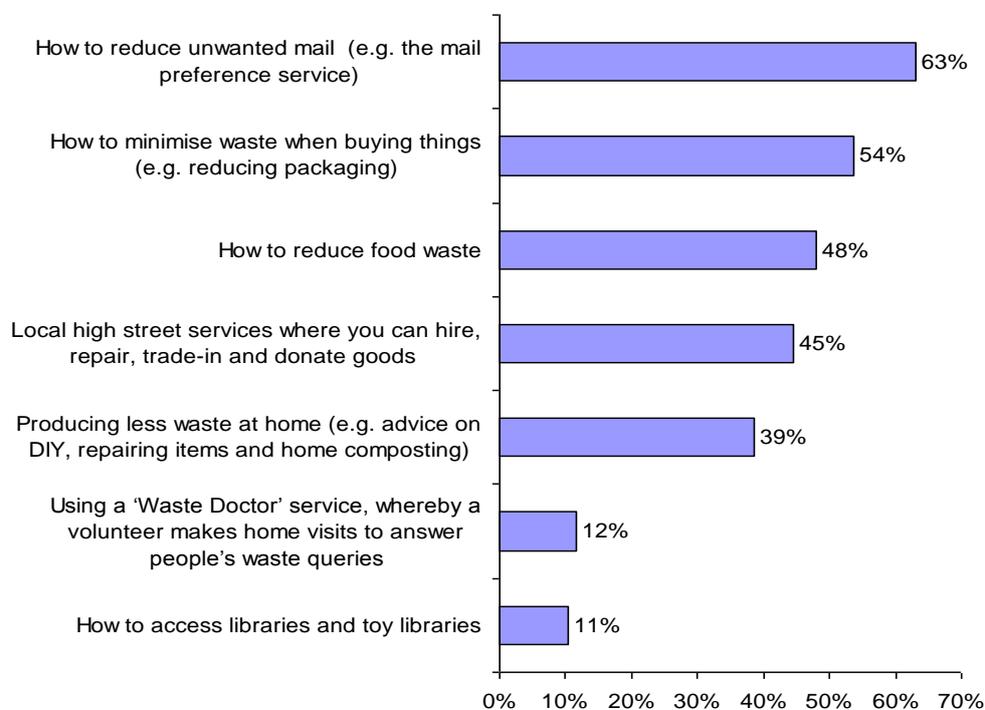
Respondents were informed that taking steps to cut down on waste in the first place would lead to immediate cost savings for the Council and were asked to choose from a list the 'top three' schemes that they would be willing to use. As shown in Figure 8 below, the most popular three choices, identified by approximately two thirds of respondents, were the use of websites which allow people to give, receive or exchange goods for free (69%); provision of home composting bins and personal advice (65%); and give and take days where people could swap unwanted items for free (63%).

Figure 8: Use of recycling schemes



Base: 505

Further to this, respondents were asked to consider the **types of information** that would be most effective in helping them to reduce their household waste and were asked to identify up to three. As shown in Figure 9 below, close to two thirds (63%) of respondents supported information on how to reduce unwanted mail, and more than half (54%) felt that information on minimising waste when buying things would be helpful. The suggestion of a 'Waste Doctor' and information on libraries and toy libraries received the lowest amount of support.

Figure 9: Information to help with household waste reduction**Base: 505**

5.4 The sustainability forum

The forum agreed that Lambeth should be working to tackle the largest waste streams which are food, card and paper which make up 50% of Lambeth's waste.

Waste minimisation and waste reduction

Options that were favoured by the group included restricting refuse capacity, the introduction of micro chipping bins and educating residents about waste prevention. A subsidised nappy scheme was seen as an immediate way of reducing waste and working with businesses to cut down on packaging was also suggested as an effective waste reduction method. This was echoed in the community stakeholder consultation events.

Other suggestions included educating residents about SMART shopping and Introduce plastic bag levy. At the municipal level, the Council was urged to educate residents about reuse and repair.

"The Council should have their own waste prevention strategy."

Compulsory Recycling

The group was in favour compulsory recycling; however as in the community consultation event concerns were raised about increased fly tipping. The report hints that compulsory

recycling should only be pursued after an intensive educational campaign and improvement in services and recycling facilities.

Communications

There was emphasis on the need to communicate effectively with residents particularly prior to the introduction of a new service. Explaining why recycling is important and what happens to it after it's collected was also considered a priority.

Estates

Using the introduction of the food waste scheme as a way to engage residents and change their recycling behaviour was supported by the group.

Alternate Weekly Collections

The attendees favoured the introduction of alternate weekly collections as long as they were accompanied by weekly collections of recycling. The group emphasised that any change to the service would need to be accompanied by a massive communications campaign.

Incentives

There seemed to be favour for targeting incentives at organisations and community groups, for example, businesses that embrace waste prevention. It was suggested that for individuals incentives could be in the form of cheaper access to Council facilities such as swimming and sports facilities.

Expanded list of materials for recycling

Rigid plastics, batteries, textiles, WEEE, paint, nappies, wider collection of green waste and the collection of food waste.

6.0 CONCLUSIONS

Use of Current Services

Levels of satisfaction in services are high - 90% are satisfied with the recycling collection and 89% with the general rubbish collection. Among those dissatisfied, the main reasons cited are mess left on the street after collection and missed collections. In the stakeholder consultation events, it emerged that the levels of satisfaction were lower in multi- occupancy dwelling particularly in flats

Self-claimed levels of recycling are very high across a range of materials - the majority claim to regularly place out most items that the Council collects, with the exception of only one or two materials. Residents wanted to recycle a wider range of materials

Although only a few respondents to the survey regularly use the local “bring-bank” recycling sites or the Lambeth Reuse and Recycling centre at Vale Street, residents desired more community based reuse schemes which involved less travel and partnerships with existing charities and community groups.

Future Services

Many of the future services ideas are supported. In particular, four ideas attract very strong support

Initiatives to promote the reuse of waste (e.g. furniture reuse schemes); a separate scheduled collection of garden waste; advice and initiatives to help prevent waste (e.g. home composting); and only collecting rubbish from wheeled bins.

In addition, ideas such as making recycling compulsory and only emptying wheeled bins with closed lids also find strong backing (76% and 71%, respectively), although opposition does begin to rise around these propositions (19% and 13%, respectively).

Only three propositions attract significant opposition, although even in these instances the opposition is balanced those in support: a fortnightly collection of general rubbish (45% of respondents oppose; 43% support); moving to smaller wheeled bins for houses (36% oppose; 43% support); and collection of refuse and recycling from property boundaries only (30% oppose; 45% support).

Turning to what respondents think would make them recycle more (or not), as a general rule they tend to favour “carrots” rather than “sticks”. There is strong agreement around incentives, particularly community-level incentives. Conversely, one in four (27%) agree that restricting the amount of rubbish they can put out would encourage them to recycle more. In fact, over half (56%) disagree, and this is the only option where disagreement outstrips agreement.

Communicating to Residents

There is strong demand for more information among respondents - many say that better information would make it easier for them to recycle more things, more often - particularly around what materials can and can't be recycled and how to dispose of electrical equipment.

Information on junk mail prevention and reducing packaging was also considered important for improving services. Leaflets and letters through doors were considered the best ways of communicating directly with residents. For wider dissemination of information about recycling and promoting behavioural change, working through community groups and organisations and schools were considered the most effective methods.

7.0 RECOMMENDATIONS

The results of the consultation and next steps should be promoted using the same channels and techniques used to initially contact Lambeth residents i.e. Lambeth Life, community group newsletters and the consultation website.

The key recommendations are to:

- Work closely with other community groups and organisations and build partnerships to widen their engagement scope and to promote existing reuse initiatives
- Need further consultation with residents on estates to address service equality issues and to gain a greater understand into how recycling can be improved by identifying the specific needs and issues on estates
- Develop a clear communications plan selling the environmental benefits of fortnightly collections of residual waste, including issues such as budget constraints, environmental benefits and the implications of having food waste collections
- Improve communications with residents, involving diverse groups in their activities
- Continue to involve and update residents on recycling, waste minimisation and reuse initiatives through existing media such as their website, Lambeth Life and community outreach programs
- Communicate the carbon implications and environmental of recycling to tie in with the Brixton Low Carbon Zone status
- In the future Lambeth Council need to link up with charity shops and establish or promote local Freecycle groups. Existing Local charities including Emmaus, Oxfam, Trinity Hospice shops and the Geranium shop, which collect, restore or refurbish and redistribute unwanted furniture, computers, white goods could be partners in Council reuse schemes.

8.0 APPENDICES

1. Questionnaire Survey Results
2. Questionnaire
3. Stakeholder Consultation events write ups
4. Stakeholder Consultation events topic guide
5. Budget consultation report (Recycling section)
6. Sustainability Forum report