



Resource London

**Interim Programme Plan**  
**2018-19**

### Foreword

2018-19 will be the fourth year of Resource London. The programme is starting to see the impact of its work, as the changes it is investing in deliver some first results.

In 2016-17 London's overall recycling rate increased from 32% to 33%. This increase was underpinned by strong performance across the capital's boroughs, with around 70% of them achieving improvements. In fact London was the region with the second highest number of authorities showing an increase in recycling performance, including three authorities in the top ten for the largest improvements.

A number of boroughs made dramatic service changes during 2016-17, which explains some of the impacts we saw in the year's figures. However, more authorities made changes where their impact will likely be seen in 2017/18 results (and beyond). I'm hopeful that we'll continue to see the capital's recycling rate move in the right direction; but we shouldn't be complacent, as there is still a lot of work to do.

Against the good news of a slight recycling rate increase, it is worth remembering that recycling rates in the capital are indicative of the difficult financial conditions faced by local authorities in the face of a rising population and burgeoning housing development in the capital. The city's boroughs have been hit harder than most by cuts to central government grants since 2010-11, and are facing a cut in their core spending power of 30% by 2020 – more than 3% higher than the English average.

The capital is also a complex, dense urban environment, and in many ways unlike any other city or region in England. While exceptions can always be found, there are some common factors which go hand-in-hand with low recycling rates in London: high levels of deprivation; a highly transient population; a high percentage of flats (which is forecast to grow substantially); hard to reach audience groups; and a huge swell of daytime visitors.

It's in this context that the Mayor of London has pledged to reinvigorate recycling in the capital, setting a stretching target of 65% municipal waste (including commercial) recycling for the city by 2030. This is obviously a challenging target, and over the next two years Resource London will work to address the growing gap between the desire to achieve the 65% recycling target and the reality of conditions in the capital. We will build on the behavioural insights, service innovations and behavioural interventions we've developed and tested to date, working collaboratively with waste authorities across the capital to focus on those actions which we know can deliver increased recycling.

I'm positive about how far we've come, but excited to see how much further we can go.

*Councillor Clyde Loakes, Chair of the Resource London Partnership Board*

## Executive Summary

Resource London was established in 2015 as a jointly funded partnership between LWARB and WRAP to maximise the resources of both organisations for the benefit of London. 2018-19 will be the fourth year of the five year programme.

This Resource London programme plan is an interim plan based on previous years' activity and following the direction of travel outlined in the draft Mayor's London Environment Strategy (LES).

By 2020, London will have more harmonised, consistent and efficient waste and recycling services that will:

- make a significant contribution towards the Mayor of London's aim that London become a zero waste city;
- support the aim that by 2026 no biodegradable or recyclable waste will be sent to landfill and that by 2030, 65 per cent of London's municipal waste will be recycled, and;
- make a significant contribution towards England achieving its 50% household waste recycling target by 2020.

Resource London's programme of work has been designed around maximising the impact of the support to increase London's recycling rate by focusing on:



To achieve the programme objectives, Resource London will deliver regional, sub-regional and individual authority level projects. Each project will sit on a continuum between physical service change/interventions and behaviour change intervention/activity. Projects will support the implementation of the LES and will include:

- delivering tested service delivery models/interventions and behavioural change interventions; and
- research and innovation projects that develop expertise and providing innovation to waste authorities to enable progressive service and behaviour change solutions to be implemented.

The 2017-18 Resource London programme budget is £2,951,000 (inclusive of staffing, administration and delivery).

A final Resource London programme plan for 2018-19 will be issued once the final Mayor of London's LES is published.

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## The Mayor of London's London Environment Strategy (LES)

On 11 August 2017 Mayor of London, Sadiq Khan, published his draft London Environment Strategy. The public consultation on the draft strategy closed on 17 November 2017.

This is the first Mayor of London strategy to bring together approaches to every aspect of London's environment. It is divided into the following areas:

- Air quality
- Green infrastructure
- Climate change mitigation and energy
- Waste
- Adapting to climate change
- Ambient noise

The waste chapter of the draft LES sets out the Mayor's aim to make London a zero waste city. By 2026, no biodegradable or recyclable waste will be sent to landfill and by 2030, 65 per cent of London's municipal waste will be recycled.

Resource London provided technical advice to the GLA during the drafting of the LES, specifically in regard to the 2020 London Recycling Routemap and specific waste and recycling service recommendations.

The final London Environment Strategy is scheduled to be published in summer 2018. The publication of the LES is important for LWARB (and its programmes) as LWARB must act in accordance with the provisions of the LES dealing with municipal waste management.

This Resource London programme plan is therefore an interim plan based on previous years' activity and following the direction of travel outlined in the draft LES. A final Resource London programme plan for 2018-19 will be issued once the final Mayor of London's LES is published.

## 1 What is Resource London

Resource London is the London waste authority support programme established in April 2015 as a partnership between LWARB and WRAP. The programme maximises the resources of both organisations for the benefit of London. 2018-19 will be the fourth year of the five year programme.

### 1.1 Implications of the Mayor of London's London Environment Strategy

Resource London will continue to have a primary focus on supporting London's waste authorities to drive up household recycling rates. However, the Mayor of London has a stated ambition that by 2030, 65 per cent of London's municipal waste will be recycled. To support the delivery of this aim, Resource London, for its final two programme periods (to March 2020), will support activities designed to increase the recycling of commercial waste .

### 1.2 Programme objectives

*The programme objectives have been amended for 2018-19 to incorporate the ambitions set out by the Mayor of London in his draft LES and may be subject to further change when the final LES is published in summer 2018.*

By 2020, London will have more harmonised, consistent and efficient waste and recycling services that will:

- make a significant contribution towards the Mayor of London’s aim that London become a zero waste city;
- support the aim that by 2026 no biodegradable or recyclable waste will be sent to landfill and that by 2030, 65 per cent of London’s municipal waste will be recycled, and;
- make a significant contribution towards England achieving its 50% household waste recycling target by 2020.

### 1.3 The current London picture

In 2016 it was estimated that 52 per cent of London’s municipal waste was recycled or composted<sup>1</sup>. London’s household recycling rate in 2016-17 was 33% (an increase of 1 percentage point from 2015-16).

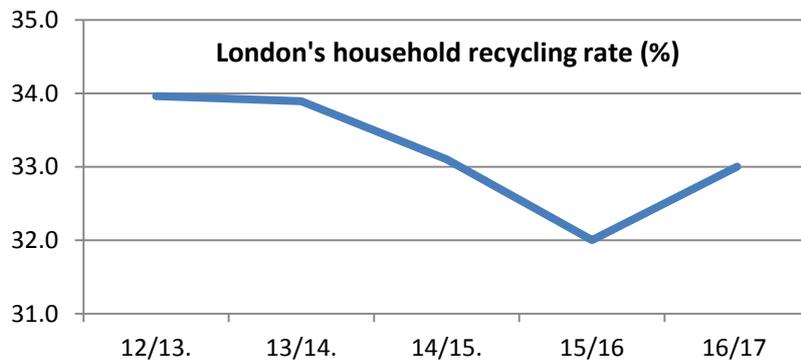


Figure 1: London’s rates over time

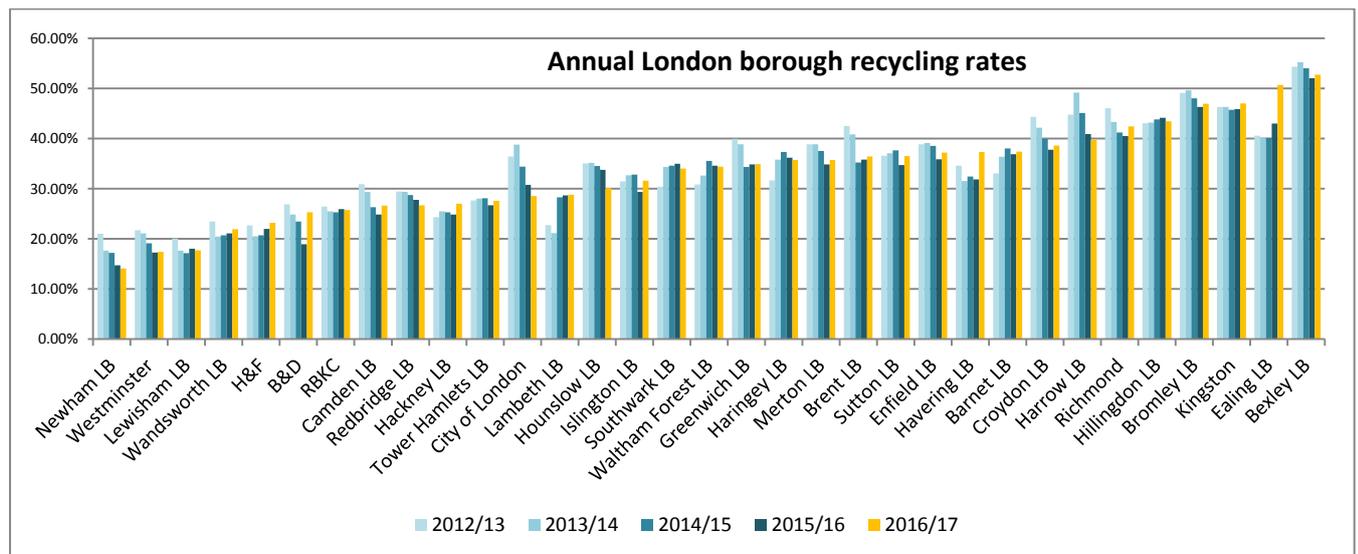


Figure 2: London boroughs by recycling rate from 2012/13 to 2015/16

<sup>1</sup> Draft London Environment Strategy, taken from GLA modelling.

London is one of only three English regions to have improved their household recycling rate in 2016/17. London's increase was underpinned by strong performances across London boroughs, with around 70% of them achieving improvements. However, further improvements to household recycling rates are needed in order to achieve the Mayor of London's target of 65% of London's municipal waste recycled by 2030.

Resource London considers the 42% household recycling rate identified in the London Recycling Route map (developed by Resource London in 2016-17 and used to inform the draft LES) to be ambitious but achievable. LWARB recognises that London boroughs face complex challenges in driving up recycling and that it is more difficult in inner London where these challenges are magnified.

In order to achieve the aggregated increase to (or potentially beyond) 42% some London boroughs would need to outperform others. The Resource London programme has been designed to target support towards maximising recycling.

## 2 Provision of support

In the final two years of the Resource London programme, support (resources and funding) will be strategically targeted. Since its establishment in 2015, Resource London has worked with and supported every London borough. Between 2018-20, funded support will be provided to those authorities able to make the greatest gains and who make a commitment to making changes that are in line with the aims set out in the Mayor's draft LES and are in line with the key focus areas for the Resource London programme – particular prominence will be placed on 'restricting residual waste' (see [section 3.4](#)) due to the positive impact it has on driving up recycling rates.

## 3 Programme focus

The 2018-19 programme plan is based on intelligence gathered during the previous three years of activity (and previous LWARB local authority and WRAP programmes). Resource London will again target its support across four key areas; however for 2018-20 these will be broadened to incorporate commercial waste.



In addition to the key focus areas Resource London will also be adaptive to emerging priorities or changes to the policy landscape, including monitoring the impact of Brexit and changes to global recycling markets such as the Chinese Sword.

### **3.1 Minimising waste production and maximising re-use**

Waste minimisation and re-use rank first on the waste hierarchy and support the Mayor's aim for London to be a 'zero waste city'. The Mayor wants waste authorities to collectively achieve reduction waste and will ask them to develop reduction and recycling plans by 2020 setting out measures for achieving this.

### **3.2 Increasing and improving the capture of unavoidable food waste**

The Mayor ambition that all properties with kerbside recycling collections should receive a separate weekly food waste collection, and that this service should be extended to flats where feasible.

25 London boroughs collect food waste separately (20 authorities) or as mixed organics (four authorities) from kerbside properties (figure 3), with the Royal Borough of Kensington and Chelsea having commenced a separate food waste collection pilot in February 2018, funded by Resource London. The coverage of separate food waste collections from flats, however, is far more patchy.

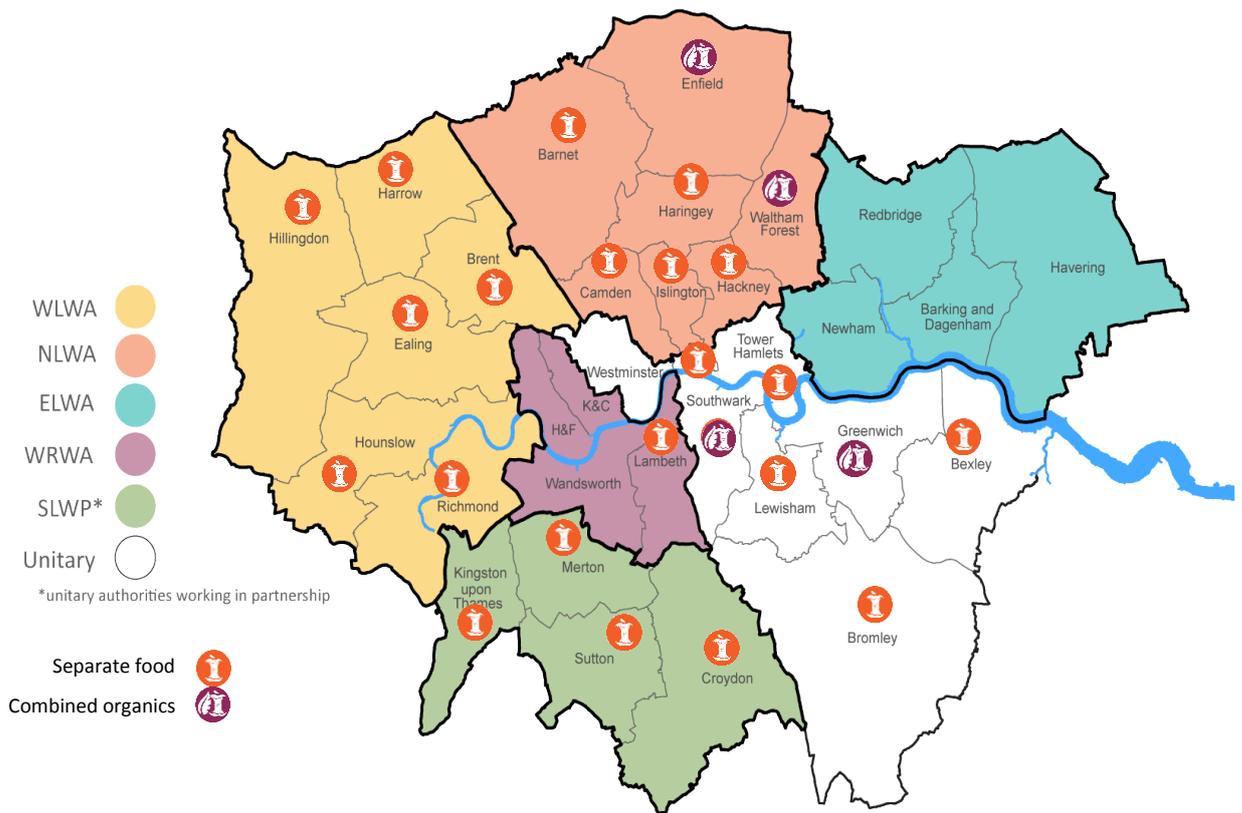


Figure 3 kerbside food waste service provision

### 3.3 Improving the yield and quality of dry recycling

The Mayor has set his ambition for all kerbside serviced properties to receive a collection of, (as a minimum), the six main dry recycling materials (glass, cans, paper, card, plastic bottles and mixed plastics (tubs, pots and trays)).

27 London borough provided a comingled collections (four provide twin stream, two provide three stream). 29 London boroughs collect from the kerbside all six main dry materials, LB Redbridge collects all materials from the kerbside except PPT, and LB Barking and Dagenham, Newham and Havering collection all materials from the kerbside except PPT and glass.

### 3.4 Restricting residual waste

The results of the London Recycling Routemap concluded that restricting residual waste, either through restricted containment or reduced collection frequency, is the most effective mechanism to increase recycling rates as residents are compelled to consider their waste management choices more prudently. Of the two methods, reduction in frequency has the greatest impact.

13 boroughs currently have fortnightly collections of residual waste from kerbside properties (five of these also restrict via capacity); of the remaining 20 boroughs three authorities collect residual waste weekly but restrict residual via capacity.

Boroughs continuing to offer unlimited/unrestricted residual collections may not be eligible for funded support from Resource London.

## 4 Delivery – How the programme will be delivered

To achieve the programme objectives, Resource London will deliver regional, sub-regional and individual authority level project. Every project will sit on a continuum between physical service change/interventions and behaviour change intervention/activity.

Projects will support the implementation of the LES and will include:

- delivering tested service delivery models/interventions and behavioural change interventions; and
- research and innovation projects that develop expertise and providing innovation to waste authorities to enable progressive service and behaviour change solutions to be implemented.

Where opportunities arise Resource London will partner with other organisations to maximise resources.

Resource London will continue to share its learnings with all London waste authorities through workshops, webinars, dissemination events and subject specific surgeries.

For 2018-19 several key regional projects have already been identified:

### 1. Performance benchmarking

The Mayor's draft London Environment Strategy (LES) set out a requirement for waste authorities to produce waste reduction and recycling action plans by 2020 setting out how their waste activities will:

- help move waste up the hierarchy;
- provide local benefit; and
- make a meaningful contribution to a London target by setting their own individual recycling and waste reduction targets.

Resource London will work collaboratively with each London borough over the first year of the published LES to develop reduction and recycling plans. *Resource London, has already provided several boroughs with bespoke service reviews; certain authorities have also recently introduced new services; and some authorities have already set out recycling ambitions. In these circumstances, the review would be more light touch.*

### 2. Flats

The draft LES identifies that an intense focus on recycling from flats is needed if the overarching municipal recycling target is going to be achieved. For 2017-20, the Resource London programme has been boosted to include a specific focus on purpose- built flats (with one million of additional funding from LWARB). The additional money is being used in a strategic and targeted way, working with boroughs and other key stakeholders to increase knowledge and understanding of

the (service and behaviour change) interventions, that when implemented, have the greatest impact on improving recycling performance from flats.

- **Existing** – Resource London is working with the Peabody Housing Association and eight inner London boroughs<sup>2</sup> to examine barriers to recycling in purpose-built flats in dense urban areas, to identify solutions that will improve recycling rates in the capital. During 2018-19 Resource London will test different approaches on several inner London Peabody estates to see which interventions increase recycling the most. These insights will then be shared with all London boroughs and shape future Resource London support.
- **New build** – Resource London want to ensure that sustainable waste management systems are adopted as an integral part of all new purpose built flat developments. This is a process that will require the buy in of a range of stakeholders at all points of the development chain, including architects, developers, planners and central, regional and local government. Through the flats project, Resource London will seek to influence development decisions through the production of a range of tools and learnings, to put recycling and sustainable waste management at the heart of new developments across the capital.

### 3. Recycle for London (London Recycles): One bin is Rubbish

Recycle for London will continue to deliver the 'One Bin is Rubbish' behaviour change campaign (launched in November 2017). Based on comprehensive behavioural change science, audience insights and the London audience segmentation, the campaign uses injunctive 'social norming' messages to target in-home storage as a facilitating condition of behaviour change in the home. The campaign will continue to use a broad range of channels and physical interventions (e.g. the 'bin bunny') to deliver target messages and behaviour change. Launched in November 2017 Resource London will complete a period of evaluation and re-planning from mid-March to end April 2018, this will define the OBIR activity for 2018-19.

### 4. Transforming City Food Habits for LIFE (TRiFOCAL)

The TRiFOCAL Project is an EU LIFE-funded project targeting householders, businesses, local communities and schools, which commenced in 2017-18 and seeks to encourage three food centric behaviours: healthy and sustainable eating; food waste prevention; and the recycling of unavoidable food waste. Following the first wave in late 2017 (in three London boroughs), second and third waves (across 6 London boroughs) will take place in summer 2018 and early spring 2019.

### 5. European Clothing Action Plan (ECAP)

During 2015-16, Resource London through (and with) LWARB signed up to be a partner in the EU-funded ECAP (European Clothing Action Plan) project. Following confirmation of further funding in summer 2018, Resource London will be running a London-only campaign in 2018-19 targeted at 16-24 year olds, called 'Love not Landfill' and endorsed by the Love Your Clothes brand. It aims to change the

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<sup>2</sup> Camden, Hackney, Hammersmith and Fulham, Islington, Kensington and Chelsea, Lambeth, Tower Hamlets and Westminster.

behaviour of young Londoners with a clear focus on (a) encouraging them to donate used clothes via bring banks and charity shops to increase textile reuse and recycling, and (b) shopping second-hand to replace some of their new clothing buys.

#### **6. Reuse and repair**

Resource London will continue its behaviour change activities on waste minimisation through the Recycle for London reuse and repair quarter, which promotes reuse and repair activities specifically targeting textiles and small scale WEEE. Providing training and up-skilling to kept products in use for longer.

#### **7. Contamination**

To improve the quality of recyclate being collected at kerbside and from flats, Resource London will work with boroughs to improve their contamination policies, procedures and communications. The approach will be based on findings from projects delivered in 2017-18.

#### **8. Commercial waste**

To meet the Mayor's 50 per cent LACW recycling target, the Mayor is encouraging waste authorities to identify opportunities to improve their own commercial waste recycling services. For 2018-20, the Resource London programme has been boosted with £100,000 of additional funding from LWARB. Resource London will employ a new officer resource to work with London's waste authorities, commercial waste companies and business support organisations (such as business improvement districts) to increase commercial recycling rates, including food waste and to capture better data for the sector.

At a sub-regional and local level projects will also sit on the continuum between physical service activity and targeted behaviour change activity. Project support will include:

1. Only supporting boroughs who are either working toward or have already introduced some form of residual restriction;
2. Service level support to increase yield and quality (of both dry and food recycling services), and to ensure successful service change that delivers recycling rate improvements;
3. Achieving greater harmonisation in household waste and recycling (dry and food) collections and communications in line with the aims for harmonised London-wide service provisions set out in the draft LES (six main materials and food); and
4. Targeted local recycling and waste reduction behaviour change through Recycle for London.

## **5 Income**

Resource London is jointly funded by LWARB and WRAP. LWARB has committed £3.866 million to Resource London between 2018-20.

WRAP has a stated ambition to contribute to Resource London year on year, however due to the way WRAP is funded from central government, the amount of financial support is agreed on an annual basis. £550,000 of in-kind funding is agreed for 2018/19.

In addition to its core funding, Resource London is also in receipt of match funding from two EU Life projects – TRiFOCAL and ECAP<sup>3</sup>.

Table 1: Resource London indicative income 2018-20

	<b>2018/19 (£1000s)</b>	<b>2019/20 (£1000s)</b>	<b>Total (£1000s)</b>
<b>LWARB</b>	2,133	1,833	<b>3,966</b>
<b>WRAP</b>	550*	500*	<b>1,050</b>
<b>EU Life (TRiFOCAL)**</b>	318	175	<b>493</b>
<b>EU Life (ECAP)</b>	90		
<b>Total</b>	<b>3,091</b>	<b>2,508</b>	<b>5,559</b>

\* WRAP's funding is agreed annually, for budgeting purposes this represents a continued aspiration to financially support Resource London.

\*\* Includes LWARB and WRAP EU Life match.

## 6 Budget

The 2017-18 Resource London programme budget is £2,951,000\* (inclusive of staffing, administration and delivery).

The below table sets out the budget allocation by Delivery Area for 2017-18.

Table 2: Indicative Resource London budget project allocation for 2018-19

	<b>Allocation (£'000)</b>	<b>Percentage of Total</b>
Municipal	100	3%
Flats project	400	13%
RfL (incl. localisation £50k, evaluation £30k)	550	18%
PR support	60	2%
TRiFOCAL	500	16%
ECAP	150	5%
Reuse and repair	60	2%
Local project support (incl. performance benchmarking)	710	23%
Sundries and overheads (incl. digital hosting costs)	560	18%

Spend will be fluid throughout the year on all work-streams and subject to changes depending on when projects are delivered and when boroughs come forward to take advantage of the offerings. The spend against forecast is therefore subject to variations.

<sup>3</sup> Subject to approval from the EU Life Programme

## 7 Evaluation of programme performance

In order to track progress against the Resource London's objectives a comprehensive evaluation process has been established consisting of Key Performance Indicators (KPIs) (appendix 1). The primary mechanism for measuring the KPIs will be WasteDataFlow (WDF) (with the exception of KPI2 which will utilise data from the Mayor's Emissions Performance Standard (EPS)). The WDF returns for 2014-15 (released in December 2015) provided the baseline for the Resource London programme.

## 8 Resourcing

### 8.1 The Partnership Board

Resource London is governed through a Partnership Board constituted as an LWARB Committee. The Partnership Board comprises:

Cllr Clyde Loakes (chair) – LWARB appointment

Cllr Feryal Demirci – LWARB

Peter Maddox – WRAP

Niall Bolger – Chief Executives London Committee (CELC), LB Sutton; and

Carolyn Dwyer – London Environment Directors' Network (LEDNet), City of London Corporation.

In addition there are two non-voting observers from the GLA and London Councils, Andy Richmond and Katharina Winbeck respectively.

### 8.2 Programme staffing

The Resource London team is based in the LWARB office and comprises:

- Head of Programme: Antony Buchan
- Local Authority Support Managers: Beverley Simonson  
Cathy Cook  
Gemma Scott  
(Flats)
- Communications and Behaviour Change Manager Ali Moore
  - Communication and campaigns officer Violetta Lynch
  - Communication and campaigns officer (ECAP) Hannah Carter
  - Communications project manager Stephanie Campbell  
(0.8 FTE) (employed by WRAP)
- Project coordinator and administrator Nicky Bradley (0.5 FTE)
- Project Manager – TRiFOCAL Katherine Fox  
(employed by WRAP)
- Communications project manager – TRiFOCAL Sally Hollyhead (0.5 FTE)  
(employed by WRAP)

In addition to a small core team, specialist services will be provided through WRAP.

## Appendix 1: Resource London KPIs

<b>KPI 1a: Levels of recycling (local authority collected waste)</b>	
<b>Objective</b>	Contribute to an increase in the amount of London's local authority collected waste that is recycled
<b>Indicator</b>	Recycling rate
<b>KPI 1b: Levels of recycling (household waste)</b>	
<b>Objective</b>	Contribute to an increase the amount of London's household waste recycled
<b>Indicator</b>	Recycling rate
<b>KPI 2: Greenhouse gas emissions</b>	
<b>Objective</b>	Help London authorities contribute to meeting the Mayor's Emissions Performance Standard (EPS) through better management of waste
<b>Indicator</b>	CO <sub>2</sub> equivalent emissions
<b>KPI 3: Waste sent to landfill</b>	
<b>Objective</b>	Reduce the amount of London's waste being send to landfill
<b>Indicator</b>	Average kg per household of waste collected in London by local authorities and sent to landfill
<b>KPI 4a: Organic waste recycling</b>	
<b>Objective</b>	Increase the amount of London's organic waste sent for recycling
<b>Indicator</b>	Kg per household sent for recycling
<b>KPI 4b: Food waste recycling</b>	
<b>Objective</b>	Increase the amount of London's food waste sent for recycling
<b>Indicator</b>	Kg per household sent for recycling
<b>KPI 5: Household waste collected</b>	
<b>Objective</b>	Decrease the amount of household waste collected in London
<b>Indicator</b>	Total kg per household of household waste collected by London Boroughs
<b>KPI 6: Quality of recycle</b>	
<b>Objective</b>	To decrease the amount of contamination in co-mingled local authority collected recycle sent to materials facilities (MFs)
<b>Indicator</b>	Average percentage of contamination in recycle, by material
<b>KPI 7: Commercial waste recycling</b>	
<b>Objective</b>	Increase the proportion of commercial waste recycled by local authorities, of that collected

<b>Indicator</b>	% of collected trade waste recycled
<b>KPI 8: Recycling and reuse at HWRCs</b>	
<b>Objective</b>	Increase the amount of waste collected for recycling and reuse at HWRCs
<b>Indicator</b>	Tonnage of waste collected