Recycle Western Riverside Campaign

Recycling Operations for flats above shops in the WRWA area and other London Boroughs

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Submitted by
The Recycle Western Riverside campaign team

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Executive summary

This study was undertaken to examine the recycling operations for flats above shops across the WRWA constituent boroughs of Hammersmith & Fulham, Kensington and Chelsea, Lambeth and Wandsworth, and compare to the recycling schemes used in other London Boroughs for flats above shops, with the ones running in the WRWA area. Examples of international schemes where recycling above shops schemes have been introduced are also presented.

Despite a number of limitations, including the low percentage of completed resident surveys in the WRWA area; the limited number of boroughs that were used for benchmarking and the estimated number of properties above businesses given by the boroughs, both interviews with the boroughs and attitudinal surveys were conducted for the purpose of this study. 329 attitudinal surveys were completed in the Boroughs of Hammersmith & Fulham, Kensington and Chelsea and Lambeth whereas 570 residents participated in the survey in the London Borough of Wandsworth through the BCLF project delivered by Waste Watch.

All four WRWA boroughs provide recycling services to flats above shops and the recycling scheme offered to those residents is very similar to the one provided to kerbside properties. Even though the presentation of the orange sacks and the method of collection (including the frequency of collection and use of ‘fines’) are very similar among all boroughs, there are still some differences which make each scheme unique in each of the four Boroughs.

Based on the residents’ surveys in flats above shops in the WRWA Boroughs, the main results showed that:

- 19% (LBH&F), 24% (RBK&C), 25% (Lambeth) and 54% (Wandsworth) of respondents stated that they recycle everything even if it requires additional effort
- 22% (LBH&F), 9% (RBK&C), 15% (Lambeth) and 11% (Wandsworth) of respondents recycle sometimes
- 31% (LBH&F), 23 (RBK&C) and 30% (Lambeth) and 16% (Wandsworth) stated they don’t recycle at all

Regarding the refuse collection service from flats above shops in the WRWA boroughs; it is recommended by the boroughs that all residents in flats above shops use refuse bags/sacks. Some boroughs allow residents to use plastic carrier bags for refuse (Kensington and Chelsea) however others recommend residents to use only heavy-duty refuse bags/sacks (Hammersmith & Fulham). All WRWA boroughs have different frequency of collections for refuse and different set out times.
Other than in Wandsworth, no WRWA borough has designed communication materials specifically targeting flats above shops. A leaflet has been produced and distributed to all flats above shops located in town centres and on main roads, through the Behavioural Change Local Fund WRAP funded project to raise awareness and improve recycling in these high density areas of Wandsworth.

Following the comparison of recycling services for flats above shops between other London Boroughs, it was concluded that:

- The majority of the boroughs perform a pavement collection either by the door or by the kerb. Communal recycling bins at the rear of the property or in alleyways are set up subject to space availability.
- The main types of set-out container include: co-mingled recycling sack collections (all 10 boroughs interviewed), centralised co-mingled recycling bins, boxes (Hackney and Bexley) and on-street recycling bring sites.
- The majority of boroughs identified do not monitor kg/hhld collected specifically from properties above shops and were unable to provide any data. However, Islington and City of London record recycling tonnage data separately for flats above shops.
- The use of residential recycling facilities by businesses is discouraged in most councils. Businesses are encouraged to sign up for their own commercial recycling contract (either via the Council or through private contractors). To incentivise businesses to recycle more Councils’ commercial recycling schemes are usually cheaper than refuse collections.
- All boroughs have strict policies on businesses abusing residential waste facilities and enforcement teams are regularly carrying out checks to reduce these incidents. Large fines ranging from £100- £5000 can be issued to businesses found not to be complying with the law.

Regarding the refuse collection service from flats above shops between other London Boroughs:

- The collection frequency varied from borough to borough. Some boroughs stipulate time slots for collections. Others operated a daily night-time "clear-all" street cleansing service provided for business which some residents made use of. If properties are provided with communal bins then collections are weekly/fortnightly.
- 40% of boroughs interviewed fine residents if the container is put out on the wrong collection day or outside of stipulated collection times. Fines range between £50-£100.

Communication materials such as leaflets specifically for flats above shops have been produced in four out of the ten boroughs interviewed (Wandsworth, Islington, Richmond, City of London).
Two international case studies from flats above shops in Ottawa, Canada and New York City, United States are presented in the report. Residents in Ottawa that live in multi-residential units including flats above shops, use communal recycling and smaller refuse bins, placed at the front entrance of the building. These residents are also allowed to use the kerbside box recycling scheme. In New York, 50% of the properties are flats whereas 90% of the residents in flats above shops dispose their recycling in clear sacks which are purchased from any local store. No performance monitoring method has been carried out in either of these cities.
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1 Introduction

This research was undertaken as part of the Recycle Western Riverside campaign which is a Western Riverside Waste Authority (WRWA) initiative funded by Cory Environmental through the landfill tax credit scheme. The 5 year campaign encompasses market development, green procurement, waste minimisation, recycling consultancy, waste awareness and education and communication campaigns.

1.1 Background to the project

As part of the Recycle Western Riverside (RWR) Campaign, it was agreed by all partners for London Remade to examine the recycling operations for flats above shops across the WRWA boroughs of Hammersmith & Fulham, Kensington and Chelsea, Lambeth and Wandsworth and compare the recycling schemes used in other London Boroughs for flats above shops, with the ones introduced in WRWA area. Examples of international schemes where recycling above shops has been introduced are also presented.

London Borough of Islington was given a special 'Highly Commended' award and finished runners-up in the Best Local Authority Initiative category at the National Recycling Awards 2006 for the innovative 'Recycling from Flats above Shops' scheme. "Tackling flats above shops is so difficult. It's brilliant," the judges said of the council's initiative to introduce door-to-door recycling to flats above shops.

Previous studies have shown that the recycling performance and more specifically the capture rate of dry recycling from residential properties located above commercial premises is unidentified. In addition the number of properties located above shops has not been recorded and recycling tonnage data from these properties is not available for most London Boroughs. This could be due to a number of factors such as the lack of on-board weighing systems installed on collection vehicles; the associated high cost of recording tonnages; and boroughs not prioritising monitoring for these household types. Recycling services for flats above shops has not been the focus for most councils.

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1 London Remade Internal report (2006) “Refuse and Recycling collections from Households above shops”:
2 Objectives

The aims and objectives of this study are to:

- Collate and summarise information on how the WRWA boroughs operate waste and recycling collections from residential properties located above commercial premises.

- Present the results from the attitudinal residents surveys completed in all four WRWA boroughs.

- Research compare and report upon recycling schemes operating for flats above shops in other London boroughs and in selected comparable international cities.

- Identify best practise and provide suggestions on ways for the boroughs to improve the operation of recycling schemes from flats above shops.
3 Project Methodology

3.1 Limitations

There were a number of limitations that arose during the project period and these are outlined below.

**Attitudinal surveys**
Approximately 3000 properties were visited; 329 surveys were completed, achieving approximately a 10% contact rate for the three boroughs of Hammersmith & Fulham, Kensington and Chelsea and Lambeth (the London Borough of Wandsworth had already been surveyed through the BCLF project being delivered by Waste Watch). A large number of unoccupied flats were identified following the completion of the surveys as the boroughs did not have an updated list of empty properties available prior to the surveys.

**Number of boroughs for benchmarking**
Due to the time allocated for this project, only a sample of London Boroughs were interviewed to examine the recycling schemes for flats above shops that they operate. In addition, international case studies were difficult to obtain as the response from recycling teams abroad was very low.

**Information provided by the boroughs**
During the interviews with the boroughs some of the information collated was based on estimates (eg number of properties above shops). Thus some of the boroughs are not fully aware of the number of properties above shops and were therefore unable to tell how many of these flats are provided with a recycling service. Some boroughs provided information on the ‘normal’ kerbside or flat/estates recycling scheme and not specifically on schemes for residential premises above shops as this scheme is not monitored separately so data were not available.

3.2 Methods employed for borough interviews

A questionnaire was designed which targeted information regarding refuse and recycling collection methodologies from residential properties above shops. Questions related to enforcement actions and approaches employed towards the correct disposal of refuse and recycling from residents and businesses were outlined. This questionnaire was then emailed to the relevant waste and enforcement officers in the WRWA boroughs and the London Boroughs of:

- Bexley
- City of Westminster
- Corporation of London
- Hackney
Telephone interviews were also conducted in order to improve response rate and collect all details required from each borough for their recycling schemes.

The general information covered in the benchmarking questionnaire for both refuse and recycling included:

- Number of residential properties located above commercial premises
- Type of container provided
- Set-out area for refuse and recycling collection
- Frequency of collections
- Use of fines, fixed penalty notices etc to control set out time for collections
- Method of monitoring and type of enforcement action used to prevent businesses abusing residential refuse collections
- Kg/hhld of waste/recycling collection
- Details of the commercial recycling service
- Design of communication material for flats above shops

For further details on the questionnaire please see Appendix 1

The same procedure was followed with the international councils that were contacted specifically in Ottawa, Canada and New York City, US.

3.3 Methods employed for attitudinal surveys

At the beginning of the project it was decided that a door-step survey would be conducted in the WRWA boroughs of Hammersmith & Fulham, Kensington and Chelsea and Lambeth. Following the collection of information from the benchmarking questionnaire for the WRWA boroughs, a resident’s survey was designed specifically for each of the above boroughs to obtain details for households living in flats above commercial properties. This survey was designed to help the research of the project:

- By obtaining data on people’s recycling and refuse behaviour
- By identifying barriers to recycling
- By raising awareness of recycling and refuse services

Prior to the initiation of the door-step survey, a copy was sent to the WRWA boroughs, individually, to make any final changes or suggestions on the questionnaire. The boroughs were contacted in
order to receive all relevant documents such as street maps of the boroughs, street list covering flats above shops, authorisation letter needed for all surveyors and communication material such as recycling leaflets to give out to residents.

Based on WRAP’s ‘Step by step guide to door-to-door canvassing’, a number of actions were followed to ensure the smooth operation of the door-step surveys. Based on the allocated budget for this project, assumptions outlined that each doorstepper’s target would be to complete 20 surveys per day. The target to reach was 600 competed surveys for all three WRWA boroughs, meaning 200 contacts for each borough across each of the team members.

Approximately 3000 properties were visited and 329 surveys were completed, achieving approximately a 10% contact rate for the three boroughs of Hammersmith & Fulham, Kensington and Chelsea and Lambeth.

Prior to the door-stepping survey, the project manager completed the following tasks:

- Selected doorsteppers
- Trained doorsteppers providing a brief on the recycling scheme offered to residents including essential health and safely information
- Determined who will be line managing doorsteppers
- Carried out a full risk assessment
- Decide the objectives of the survey
- Designed questionnaire ensuring that:
  - the objectives of campaign were fulfilled
  - the information gathered could be easily analysed
  - a structured approach was adopted to keep conversation focused, and
  - interviewing of households took approximately 3-5 minutes.

To carry out the survey successfully, the surveyors were provided with the following tools:

- ID cards
- Letter of authorisation
- Clip boards
- Maps
- Contact details for residents enquiring about other council services
- Mobile phone
- Recycling leaflets relevant to the boroughs in which the work was taking place

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2 http://www.wrap.org.uk/local_authorities/toolkits_good_practice/guide_to.html
For a copy of the residents’ survey questionnaire for each of the three boroughs; please see Appendix 2

3.3.1 Behavioural Change Local Fund Wandsworth (BCLF) (delivered by: Waste Watch)

As part of the BCLF project, surveys were completed with 570 residents living in flats above shops. Surveys were conducted in order to gauge an idea of the level of awareness and usage of the recycling service, and also to identify real and perceived barriers to participation.

Deliverables included:

- 11,400 leaflets targeting flats above shops and promoting the kerbside orange bag recycling service.
- Visiting up to 5,000 flats above shops (contact up to 1000hh; assuming a 20% contact rate for surveys) to promote kerbside orange bag recycling service.
4 Results

This section presents the summary of results following the information collected by the borough questionnaire carried out in the WRWA boroughs and includes the main findings from the door-step surveys. These results are then compared to those obtained from other London Boroughs and international councils contacted during this project that provide recycling services to flats above shops.

There are differences in the performance of each scheme due to a number of interconnected factors summarised below:

- Availability of both internal and external space determined the type of collection containment for kerbside e.g. sacks vs. communal bins or recycling bring banks.
- Set out area also determined the collection frequency: e.g. wheeled bin collections from back of properties often on weekly/fortnightly collection compared to daily or time allocated sack collections from the pavement.
- Length of time service has been established – more established schemes, where residents are satisfied with the service, may have higher performance, as participation has become a habit for residents (i.e. City of London, Islington)

4.1 Analysis of the refuse and recycling services provided in flats above shops across WRWA

4.1.1 Recycling scheme
A generic co-mingled kerbside orange bag recycling scheme is in place across the WRWA region. This scheme has been in place since 2003/4 and collects paper, cardboard, food tins, drink cans, glass bottles and jars, plastic bottles and aerosols on a weekly/twice weekly basis. Orange bags for the collection of dry recyclables are distributed freely to kerbside properties and are also available from libraries and council offices. From April 2006 communal co-mingled recycling banks collecting the same range of materials as the orange bags started to be installed in most flatted housing estates in the region. The recycling rate for the region is now 22%.  

All four boroughs provide recycling services to flats above shops and the recycling scheme offered to those residents is very similar to the one provided to kerbside properties. Even though the presentation of the orange sacks and the method of collection (including the frequency of collection

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3 Western Riverside Waste Authority: BCLF Quarterly Project Report (January – March 2007)
and use of fines) is very similar among all boroughs, there are still some differences which make each scheme unique in each borough.

Table 1 illustrates the recycling schemes offered in flats above shops in each WRWA borough.

**Table 1: Recycling scheme in flats above shops in WRWA boroughs**

<table>
<thead>
<tr>
<th>Local Authority (number of hhlds using kerbside scheme)</th>
<th>Number of flats above shops</th>
<th>Type of recycling service offered to flats above shops</th>
<th>Type of container</th>
<th>Time for presentation of recycling</th>
<th>Frequency of collection</th>
<th>Provide recycling services on Saturday</th>
</tr>
</thead>
</table>
| London Borough of Hammersmith & Fulham (47,000 hhlds)   | Approx. 2500               | Kerbside collection service  
• Collection of orange sacks  
• On street co-mingled recycling banks  
• Bulky waste collection service (chargeable) | Comingled orange recycling sacks. Owing to contaminatio n problems, no delivery of sacks to the doorstep. Residents need to collect from libraries etc. | Sacks may be put out for collection from 9 pm the evening before collection. They must be put out before 6:30am. | Weekly | No |
| Royal Borough of Kensington and Chelsea (65,358 hhlds)  | N / A                       | Kerbside collection service  
• Collection of orange sacks  
• On street co-mingled recycling banks  
• Bulky waste collection service (chargeable) | Comingled orange recycling sacks delivered to residents every quarter | No fixed set out time for the night before but encouraged for late at night. By 7:00 am (day of collection) | Twice weekly | No |
| London Borough of Lambeth (73,000 hhlds)               | Approx. 3000               | Kerbside collection service  
• Collection of orange sacks (90%)  
• On street co-mingled recycling banks (10%)  
• Bulky waste collection service (chargeable) | Comingled orange recycling sacks delivered to residents every 17 weeks | No fixed set out time for the night before. By 6:30 am (day of collection) | Weekly | No |
| London Borough of Wandsworth (83,506 hhlds)            | Approx 4680                | Kerbside collection service  
• Collection of orange sacks  
• On street co-mingled recycling banks  
• Bulky waste collection service (chargeable) | Comingled orange recycling sacks delivered every quarter | Sacks may be put out for collection from 8pm the evening before collection. They must be put out before 6:30am. | Weekly | Yes |
All four boroughs advise residents to put the orange recycling sacks outside their property on the pavement by their door or by the kerb. The results of the door-step surveys, are displayed in table 2.

**Table 2: Claimed set out location of orange recycling sacks as responded by the door-step surveys**

<table>
<thead>
<tr>
<th>Local Authority</th>
<th>Set out of recycling sacks in flats above shops</th>
<th>Nearest bring site</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>On the pavement by the door</td>
<td>On the pavement by the kerb</td>
</tr>
<tr>
<td>London Borough of Hammersmith &amp; Fulham</td>
<td>N/A</td>
<td>80%</td>
</tr>
<tr>
<td>Royal Borough of Kensington and Chelsea</td>
<td>30%</td>
<td>64%</td>
</tr>
<tr>
<td>London Borough of Lambeth</td>
<td>23%</td>
<td>70%</td>
</tr>
<tr>
<td>London Borough of Wandsworth⁴</td>
<td>78%</td>
<td>N/A</td>
</tr>
</tbody>
</table>

**London Borough of Hammersmith & Fulham (LBH&F)**

In Hammersmith & Fulham, there are approximately 79,384 households and 56,313 kerbside households are offered the comingled orange sack recycling scheme. A variety of property types can be found in the borough including low to high rise estates, terraced street properties in both single and multiple occupancy, and detached houses. There are approximately 2,500 terraced street properties with commercial businesses below them and the majority receive a comingled orange recycling collection service. However there are some flats above shops that share a few communal refuse and co-mingled recycling banks. The recycling rate for LBH&F for 2005/6 was 21.5%.

In comparison to the other WRWA boroughs, LBH&F does not provide a delivery of orange sacks to residents living in flats above shops; the recycling sacks are available from libraries and council offices. This approach was adopted in response to significant contamination problems to also avoid other residents or commercial businesses taking the sacks from the pavement, when left by the collection crew and misusing them. Reported incidents at the beginning of the scheme, where

⁴ Western Riverside Waste Authority: *BCLF Quarterly Project Report* (January – March 2007)

⁵ [www.capitalwastefacts.com](http://www.capitalwastefacts.com)
sacks were delivered to all residents made the council to change its policy on the sacks delivery for flats above shops.

Results from resident surveys in flats above shops (LBH&F)
The following results were obtained from the flats above shops door-stepping survey. A total of 127 surveys were completed and 19% of respondents stated that they recycle everything even if it requires additional effort, 22% of respondents recycle sometimes and 31% stated that they do not recycle at all.

To the question “How do you recycle paper, card, cans, plastic bottles and glass bottles?” 45% of respondents stated that they use the orange sack kerbside collection scheme whereas 17% use the co-mingled recycling banks and 33% stated that they do not recycle at all. 5% of the respondents use other methods such as carrier bags or their work facilities to dispose of their dry-recyclables.

The residents were asked about the time and location they put their recycling sacks for collection. 65% of respondents put their recycling sacks out for collection after 9pm the day before collection was due, 10% on the morning of collection day, before 6.30 am and only 1% replied: “Any time”.

66% of residents were correct when asked to state which day was their recycling collection day and 75% of respondents replied they were satisfied with the recycling collection service.

To the question “How many orange recycling sacks you use per week?”
- 31% replied 0 -1 sacks
- 44% of the residents replied 1-2 sacks
- 14% replied 2-3 sacks

Also, when asked where they obtain the recycling sacks from; 42% of the residents get them from their local Library, 17% from the Town Hall and 8% from any Community Centre (graph 1).
Finally, from 55 responses to the question “why do you not use the orange sack recycling service?”
The main responses were:

- Not aware of collection from my home – 18 respondents
- Not interested/ can’t be bothered – 11 respondents
- Don’t know where to get orange sacks from – 10 respondents
- Don’t know what/how to recycle – 7 respondents
- Don’t have enough storage space – 7 respondents

Royal Borough of Kensington and Chelsea (RBKC)
The Borough has a very dense population of 163,250 residents in 83,880 residential properties. The population is transient and diverse with over 100 languages spoken and the Borough’s town centres include Kensington, Chelsea, Notting Hill and Knightsbridge.

The 2005/06 recycling and composting rate for RBKC was 19.9%. The orange recycling sack scheme exists alongside a number of other recycling initiatives for kerbside properties and flats above shops, which will eventually be phased out in the borough. These include the use of orange ‘bag tags’ on normal plastic carrier bags or bin stickers on green dustbins containing recycling. RBKC also has the generic communal co-mingled recycling banks for flatted estate properties.
Orange recycling sacks are delivered to all flats above shops on a quarterly basis and they are collected twice weekly by the dedicated collection crew. Recycling is collected on the same day and at the same time as the residual waste. To reduce congestion and costs the collections take place using a split back vehicle, in contrast with the other 3 WRWA boroughs where collection of recycling takes place on a weekly basis and in separate vehicles.

In RBKC there is no fixed time where residents need to put out their recycling for collection on the day before as the council does not encourage this practice. However, they advise residents if they absolutely have to put them out the night before then it should be "last thing at night". Recycling sacks must be out by 7 am on the day of collection.

**Results based on resident surveys (RBKC)**
The following results were obtained from the flats above shops door-stepping survey. A total of 112 surveys were completed and 24% of the residents recycle everything even if it requires additional effort, 39% of respondents stated that they recycle a lot but not everything that can be recycled, 9% of respondents recycle sometimes and 23% stated that they do not recycle at all.

To the question “How do you recycle paper, card, cans, plastic bottles and glass bottles?” 59% of respondents stated that they use the orange sack kerbside collection scheme whereas 12% use the co-mingled recycling banks and 26% stated that they do not recycle at all. 2% of the residents responded that they dispose their recycling in internal recycling bins on each floor, which are then taken by the porter in a communal recycling bin.

The residents were asked about the time and location they put their recycling sacks for collection. 56% respondents put their recycling sacks out for collection the night before, 20% on the morning before 7.00 am and only 3% respondents put their recycling sacks after 7:00 am.

35% of residents were correct when asked to state which day was their recycling collection day and 31% of respondents didn’t know the exact day of collection.

To the question “How many orange recycling sacks you use per week?”
- 19% replied 0 -1 sack
- 28% of the residents replied 1-2 sacks
- 13% replied 2-3 sacks
- 33% did not answer the question
Finally, from 46 responses to the question “Why do you not use the orange sack recycling service?” The main responses were (graph 2):

- Don’t know what /how to recycle – 16 respondents
- Not aware of collection from my home – 11 respondents
- Not interested/ can’t be bothered – 2 respondents
- Don’t know when to put sacks out for collection – 5 respondents
- Don’t have enough storage space – 3 respondents

**Graph 2: Residents responses in RBKC for NOT using the orange sack recycling scheme**

<table>
<thead>
<tr>
<th>Reason</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Don’t know what /how to recycle</td>
<td>39%</td>
</tr>
<tr>
<td>Not aware of collection from my home</td>
<td>27%</td>
</tr>
<tr>
<td>Not interested/ can’t be bothered</td>
<td>5%</td>
</tr>
<tr>
<td>Don’t know when to put sacks out for collection</td>
<td>13%</td>
</tr>
<tr>
<td>Don’t have enough storage space</td>
<td>8%</td>
</tr>
<tr>
<td>It’s NOT CONVENIENT to recycle</td>
<td>5%</td>
</tr>
<tr>
<td>It’s more expensive than landfill/incineration</td>
<td>3%</td>
</tr>
<tr>
<td>It’s NOT CONVENIENT to recycle</td>
<td>5%</td>
</tr>
</tbody>
</table>

**London Borough of Lambeth (LBLa)**

The population of LBLa is 263,093 and there are 126,310 residential properties. There are 73,000 hhlds using the kerbside orange recycling scheme where approximately 3000 hhlds are based in flats above commercial businesses. The 2005/6 recycling rate was 22.2% and the Borough currently has the co-mingled orange bag recycling service in place for kerbside properties and flats above shops and the communal co-mingled recycling banks for estate properties.

The borough delivers orange recycling sacks every 17 weeks, 2 rolls of 30 sacks each in every property similar to RBK&C and Wandsworth. There is no fixed time allocated for residents to put out their recycling sacks on the evening before the collection however the recycling team is now reviewing to set up a time. Recycling sacks must be out by 6.30 am on the day of collection.
Results based on resident surveys (LBLa)
The following results were obtained from the flats above shops door-stepping survey. A total of 80 surveys were completed and 25% of respondents stated that they recycle everything even if it requires additional effort, 15% of respondents recycle sometimes and 30% stated that they do not recycle at all (graph 3).

Graph 3: Residents attitude towards recycling in flats above shops (Lambeth)

Which of these statements best describes how much you recycle?

- I don't know 9%
- I recycle even if it requires additional effort 25%
- I do not recycle 30%
- I recycle sometimes 15%
- I recycle a lot but not everything that can be recycled 21%

To the question “How do you recycle paper, card, cans, plastic bottles and glass bottles?” 49% of respondents stated that they use the orange sack kerbside collection scheme whereas 10% use the co-mingled recycling banks and 35% stated that they do not recycle at all.

The residents were asked about the time and location they put their recycling sacks for collection. 51% of respondents put their recycling sacks out for collection the night before the collection, 2% on the morning before 6.30 am and 29% replied: “Any time”.

50% of residents were correct when asked to state which day was their recycling collection day and 43% of respondents replied they were satisfied with the recycling collection service. However, 20% of respondents do not receive enough bags and 14% stated that the borough is not collecting on a regular basis. Only 2% of residents said they don’t receive enough information about the recycling scheme.
To the question “How many orange recycling sacks you use per week?”

- 45% of the residents replied 0-1 sacks
- 35% replied 1-2 sacks
- 15% replied 2-3 sacks

Finally, from 34 responses to the question “why do you not use the orange sack recycling service?”
The main responses were:

- Not aware of collection from my home – 8 respondents
- Not interested/can’t be bothered – 4 respondents
- Don’t know where to get orange sacks from – 10 respondents
- Don’t know what/how to recycle – 8 respondents
- Just moved in – 5 respondents

London Borough of Wandsworth (LBWa)

The population of the Borough is 281,000 and these residents are housed in 128,000 properties. Compared to national and London averages LBWa has a high population density with flats making up 64% of all residential properties. A high proportion of residents are aged 20-44 and the Borough is very ethnically diverse with a high number of residents born outside the UK. The population is highly transient with over 20% of residents changing their address each year, and there are a high number of professional workers living in single-person, rented households.

The 2005/06 recycling rate was 21.1%. LBWa has the generic co-mingled orange bag recycling service in place for (mainly low-rise) properties whose refuse is collected in individual dustbins or sacks. Communal recycling banks for the same co-mingled materials are provided to the large majority of (mainly high-rise) properties where refuse is collected in large communal wheeled bins.

Results based on resident surveys (LBWa)
The following results were obtained from the flats above shops door-stepping survey conducted during the BCLF project in April 2007 by Waste Watch. A total of 570 residents participated in the survey in the London Borough of Wandsworth.

16% of respondents stated that they do not recycle at all, and 31.6% of respondents stated that they do not recycle using the orange sack kerbside collection scheme. This tells us that 20% of residents in flats above shops are recyclers but use other recycling facilities instead of the kerbside collection scheme (graph 4).

---

6 Western Riverside Waste Authority: BCLF Quarterly Project Report (January –March 2007)
How much do residents in flats above shops recycle?

- 44% Everything that can be
- 27% A lot but not everything can be
- 16% I recycle sometimes
- 11% I do not recycle
- 2% Don’t know


From 285 responses to the question “why do you not use the orange sack recycling service?” The main responses were:

- Not aware of collection from my home – 86 respondents
- Don’t receive regular delivery of orange sacks – 70 respondents
- Don’t know what or how to recycle – 37 respondents

From a total of 754 answers, the main responses to the question “What would encourage you to start recycling, or to recycle more?” were (graph 5):

- More/better information about the service – 224 respondents
- More reliable deliveries of sacks – 119 respondents
- Collection of a wider range of materials – 105 respondents
Graph 5: What would persuade non recyclers to recycle? (Wandsworth)

Residents’ answers to what would encourage them to start recycling or to recycle more


36% of residents were incorrect when asked to state which day was their recycling collection day, while 48% of residents surveyed knew how to obtain more orange sacks if they ran out (graph 6):

Graph 6: Residents awareness of orange recycling collection day

Breakdown of residents’ awareness of recycling collection day

Source: Western Riverside Waste Authority: BCLF Quarterly Project Report (Jan-March 07)

In Wandsworth, it would appear that the main barrier preventing residents in flats above shops participating in the orange sack kerbside collection scheme is a lack of communication to the residents, and a lack of a regular supply of orange sacks. The main language spoken by the respondents in Wandsworth was English (83%), so language does not seem to be a significant barrier in this case.
4.1.2 Refuse scheme

The refuse collection in all four boroughs in flats above shops takes place in refuse bags/sacks that the residents purchase. All WRWA boroughs have different frequency of collections for refuse and different set out times. Hammersmith & Fulham and Lambeth have a “clear-all” street cleansing service in the main town centres on the high streets. The difference between the boroughs refuse schemes can be viewed on the table 3.

Table 3: Refuse scheme in flats above shops in WRWA boroughs

<table>
<thead>
<tr>
<th>Local Authority</th>
<th>Is a household container provided for refuse?</th>
<th>Type of container for presentation of refuse sacks?</th>
<th>Frequency of collection</th>
<th>Time for presentation of refuse</th>
</tr>
</thead>
<tbody>
<tr>
<td>London Borough of Hammersmith &amp; Fulham</td>
<td>No</td>
<td>Heavy-duty refuse bags/sacks</td>
<td>•90% of households: weekly</td>
<td>Sacks may be put out for collection from 9 pm the evening before collection. They must be put out before 6:30am.</td>
</tr>
<tr>
<td>Royal Borough of Kensington and Chelsea</td>
<td>No</td>
<td>black bags (also accept plastic carrier bags)</td>
<td>Twice weekly but this can vary for different streets</td>
<td>They must be put out by 7 am</td>
</tr>
<tr>
<td>London Borough of Lambeth</td>
<td>Yes upon request: refuse black sacks refuse bin (if available storage area)</td>
<td>black bags</td>
<td>Daily collections • A ‘clear all’ service is operating in the borough. Street cleansing team collects twice a day, on a daily basis any litter found on the main high streets.</td>
<td>They must be put out by 6 am</td>
</tr>
<tr>
<td>London Borough of Wandsworth</td>
<td>No</td>
<td>black bags</td>
<td>Nightly collections for flats above shops located only in town centres and on main roads (7 days a week)</td>
<td>Refuse should be put out at 8pm, collections start at 10 pm.</td>
</tr>
</tbody>
</table>

It is recommended by the boroughs that all residents in flats above shops use refuse bags/sacks. Some boroughs allow residents to use plastic carrier bags for refuse (Kensington and Chelsea) however others recommend residents to use only heavy-duty refuse bags/sacks (Hammersmith & Fulham). In the WRWA boroughs, where there are a large number of flats, paladins or eurobins might be available for the disposal of refuse sacks. Where paladins are provided these will generally be located behind the building and will have a weekly or twice weekly collection. In smaller block of flats, all refuse sacks should be placed either at the front of the property, by the
front door where possible or on the pavement. In Kensington and Chelsea and Lambeth refuse sacks should be placed on the pavement outside the property whereas in Wandsworth and Hammersmith & Fulham residents are advised to place their refuse sacks directly outside their property as close to the property as possible.

Wandsworth is the only WRWA council that provides a nightly collection of refuse for flats above shops located only in town centres and on main roads which runs between 10pm and 2am. This occurs 7 days a week. Sacks should not be placed out earlier than 8 pm for collection. In Wandsworth, flats above shops outside town centres and main roads do not receive this service as these flats are not covered by the WRAP BCLF funded project. Also, many premises containing more than 4 flats are also excluded as these are normally required to have communal wheeled bins for refuse & recycling if space is available. In Hammersmith & Fulham even though refuse sacks are collected in the morning, no sacks should be presented earlier than 9 pm the evening before collections. The results of resident surveys completed in all four boroughs in flats above shops are displayed in graphs 7 to 10.
The majority of residents in all four WRWA boroughs take their refuse sacks out for collection on the evening before. However as Lambeth council operates a “clear-all” street cleansing service twice a day, 52% of respondents do not have a specific time for setting out the refuse sacks (Graph 9).

In H&F and K&C a fixed penalty notice system to control set out time for collections has been set up by the Enforcement Team (discussed in the next section).

Finally to the question “Are you satisfied with the refuse collection service?” residents in the WRWA boroughs replied that they were very positive and satisfied with the service:

- Lambeth residents: 91% very satisfied
- LBH&F residents: 88% very satisfied
- RBKC residents: 83% very satisfied

### 4.1.3 Monitoring in the WRWA boroughs

Following discussions with all four boroughs, it was found that none of the four boroughs have used any monitoring methods to collect participation rates or tonnage data specifically from flats above shops. Thus, no data is available to examine and compare the tonnages collected between the boroughs. Tonnage data is recorded and collected as part of the normal kerbside collection service, but only at a weighbridge level. This is due to a number of factors such as the lack of on
board weighing systems installed to vehicles, which have been tried by some of the boroughs and found to be both expensive and unreliable; the associated high cost of recording tonnages via other means (e.g. through manual surveying of container contents and estimation etc.); a general lack of resources to accommodate this type of work and boroughs generally not prioritising, for monitoring, this type of recycling scheme.

However, some other London Boroughs (as outlined in the next section) have recorded and collected data and monitored closely the service provided specifically to flats above shops. In these boroughs the majority of properties are terraced street properties in both single and multiple occupancy and low to high rise estates.

4.1.4 Enforcement Action

Residents presenting their waste during non-collection times or days
Refuse or recycling sacks that are presented during non-collection times or days are dealt with differently in each borough. Fixed Penalty Notices have been set up in LBH&F to prevent residents from putting out their refuse and recycling at any time during the day or night and the penalty for residents is £100. If residents are identified as presenting sacks on non-collection times or days, the council’s Street Scene Enforcement team will meet with the resident and educate them about the collection service providing them with communication materials. If the action is repeated, the second notice will be a warning letter from the council and if the action is repeated once more, the offender will be fined £100 under the Environment Protection Act (EPA) 1990.

The same procedure is followed in the RBKC however; the offender is fined £80 by the Enforcement team under the EPA 1990.

In both cases, individuals failing to pay within 21 days will be prosecuted.

Wandsworth and Lambeth Council have not yet set up a Fixed Penalty Notice system for residents failing to present refuse and recycling sacks during designated times or days. Residents are usually issued with letters threatening prosecution prior to issuing of fines. In Wandsworth, the enforcement team is currently waiting for legislation to introduce time bands throughout the borough.

All of the above applies to residents living in all types of properties, including flats above shops. The enforcement officers noted that more cases are reported and identified in flats above shops
rather than kerbside properties as individuals seem to be unaware of collection times or days or have very limited storage areas.

**Businesses**

One of the main issues that council enforcement teams are facing frequently in town centres where properties above shops are located is the usage of residential refuse or recycling schemes by commercial premises. Some businesses, specifically small to medium ones across the region, seem to benefit from the residential refuse and recycling services provided for flats above shops.

The use of residential recycling facilities by businesses is discouraged in some councils. Businesses instead are encouraged to enter into their own recycling collection arrangements (either via the council or through appropriate private contractors). When operated by local authorities such schemes are usually cheaper than comparable refuse collections, in order to incentivise businesses to recycle more.

LBH&F and RBKC provide a dedicated council commercial refuse and recycling collection (Table 4). In LBH&F 365 businesses are served by a trade waste recycling collection. The frequency of collection varies depending on the type of businesses. In Wandsworth, if businesses ask for a quote the team provides quotes for an individual basis. The recycling team signposts businesses to waste management companies operating in the borough found on the councils website. This is because Wandsworth Council charges are significantly higher than typical private sector charges, and no local businesses have recently requested a collection. This applies to both refuse and recycling in Wandsworth. In Lambeth the council does not provide a commercial refuse and recycling collection across the whole borough however they are running a trial recycling collection from 30 businesses in Clapham Park. Recyclables are collected weekly using co-mingled 1100 litre recycling bins or orange sacks. As in Wandsworth, Lambeth council provides a comprehensive list of private waste management companies who provide refuse and recycling collections.

Table 4 summarises the actions that each WRWA borough takes to deal with commercial properties found using residential refuse and recycling facilities and how this is discouraged.
<table>
<thead>
<tr>
<th>Local Authority</th>
<th>Have you set up any enforcement action system to prevent businesses abusing residential refuse or recycling facilities?</th>
<th>Have you set up any enforcement action system to prevent residents abusing residential refuse or recycling facilities?</th>
<th>Commercial Refuse / Recycling collection service</th>
</tr>
</thead>
<tbody>
<tr>
<td>London Borough of Hammersmith &amp; Fulham</td>
<td>Yes, they are charged from £180 to £300 fine if businesses:  ●Are seen or found to use residential waste facilities or  ●Don't register for refuse collection.  ●Ignore the warning letter issued by the council</td>
<td>Not actively. Very rare</td>
<td>●Orange recycling sacks: 79 p (min 5 bags)  ●Refuse white sacks: £1.05 (min 5 bags)  360 L bins  360L refuse bins (£5.58 per bin)  360 L recycling bins (£4.32 per bin)  ●1100 L refuse bin (£8.61)  1280 L recycling bin (£7.35 per bin)</td>
</tr>
<tr>
<td>Royal Borough of Kensington and Chelsea</td>
<td>Yes, Fixed Penalty Notices are issued to offenders of £80 if:  ●they abuse residential waste facilities  ●they present refuse in black bags</td>
<td>No</td>
<td>Recycling:  There is no charge for bin hire  ●Orange recycling sacks: 50p per collection (includes cost of sack).  240 / 360 L per container:  ●£1.45 / £2.10 per lift  660 / 1100 L per container:  ●£5.31 / £5.73 per lift  Refuse:  Blue refuse sacks:  ●£1.35 for refuse sacks.  240 / 360 L per container:  ●£4.13 / £4.93 per lift  660 / 1100 L per container:  ●£6.93 / £9.93 per lift + £1.51 hire per week</td>
</tr>
<tr>
<td>Local Authority</td>
<td>Have you set up any enforcement action system to prevent businesses abusing residential refuse or recycling facilities?</td>
<td>Have you set up any enforcement action system to prevent residents abusing residential refuse or recycling facilities?</td>
<td>Commercial Refuse / Recycling collection service</td>
</tr>
<tr>
<td>-----------------</td>
<td>---------------------------------------------------</td>
<td>--------------------------------------------------</td>
<td>--------------------------------------------------</td>
</tr>
</tbody>
</table>
| London Borough of Lambeth | Yes, Fixed Penalty Notices are issued to offenders of £80 if:  
- they abuse residential waste collections  
- they present refuse in black bags | No | Orange recycling sacks: Free only provided to the Clapham Park trial area |
| London Borough of Wandsworth | Yes, Enforcement action is taking place under the EPA 90 | Not actively | 1280 L eurobins provided by the council to local businesses, however based on a case by case. There is a charge associated for bin hire. Recycling team refers local businesses to use private waste contractors |

In LBH&F the enforcement team carries out regular inspections to make sure no abuse of residential recycling or refuse facilities occurs from businesses. The Street Scene Enforcement team has the power to request information from the businesses to prove that proper waste collection and disposal arrangements are in place with a properly registered waste carrier. Also a team of eight or nine enforcement officers visits all businesses in the borough and requests information from the businesses such as registration records with the council for their refuse collection. Recycling is not yet compulsory however, the team educates the businesses by providing them with communication materials. It is very rare that residents living in flats above shops will be abusing commercial businesses. It is more common that domestic co-mingled recycling banks or communal bins will be over-flowing which will result in further investigation from the council into identifying the offender(s).

In RBKC there is a team of eight enforcement officers who conduct inspections in and around the town centres to ensure that commercial businesses do not abuse waste collection services for flats above shops.

In Wandsworth due to the provision of nightly refuse collections for town centres where properties are located above shops, the enforcement team undertakes ad hoc intensive checks to ensure only domestic waste is collected.
In the WRWA boroughs, few problems have been reported where businesses abuse residential refuse or recycling schemes as these are often sack collections where specific branded and colour coded sacks are provided and capacity is limited. Abuse is more common where comingled recycling banks are provided near to commercial premises as it harder to detect the source of recyclables.

4.1.5 Communication Materials

Communication material related to recycling for flats above shops is very poor across the region. Apart from Wandsworth Council, the other three boroughs have not yet produced any communications materials such as leaflets or posters specifically targeting the collection and disposal of waste and recycling from flats above shops. Flats above shops often have a higher turnover of residents than kerbside properties and are likely to be occupied by students or different ethnic groups. Another problem is the fact that the residents are less likely to receive communications materials and their quarterly orange sack deliveries (e.g. due to having front doors up fire escape type staircase located to the rear) as suggested by the survey results. For these reasons, it is important to keep “refreshing the message” using, amongst other things, specific and well designed communication materials.

Wandsworth Council developed a leaflet focusing on flats above shops located only in town centres and on main roads highlighting the days of recycling and refuse collections including the materials that are accepted for recycling in the borough. The leaflet has been very well received by residents living above commercial properties however residents’ surveys still show that 30% are unaware of the recycling scheme in the borough (see appendix 3).

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7 Information obtained by the boroughs during this research
4.2 Comparison of waste and recycling services in flats above shops between other London Boroughs

Six Local Authorities contacted completed the questionnaire. The responses are outlined below:

4.2.1 Recycling scheme

<table>
<thead>
<tr>
<th>Local Authority</th>
<th>Number of flats above shops</th>
<th>Type of recycling service offered to flats above shops</th>
<th>Type of container &amp; materials accepted</th>
<th>Time for presentation of recycling</th>
<th>Frequency of collection</th>
<th>Provide recycling services on Saturday?</th>
</tr>
</thead>
<tbody>
<tr>
<td>London Borough of Hackney</td>
<td>&gt;1500 hhlds</td>
<td>Kerbside recycling collection service:</td>
<td>Green Box</td>
<td>No fixed set out time for the night before By 7:30 am (day of collection) for both green box and blue bin</td>
<td>Weekly</td>
<td>No</td>
</tr>
<tr>
<td></td>
<td></td>
<td>•Green Box</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>•Communal recycling eurobins</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>•On street bring sites</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>•Food waste: offered to some flats above shops</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Green Box</td>
<td></td>
<td>Weekly</td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>•Green reusable bags (used in estates)- Only by request and if box is stolen</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td><strong>Materials accepted in green box:</strong> glass bottles and jars, mixed cans, foil, paper, cardboard, plastic bottles, shoes, textiles, batteries, engine oil</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>•Blue Bin (10 L): kitchen food waste</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>London Borough of Islington</td>
<td>2660 hhlds</td>
<td>Kerbside recycling collection service:</td>
<td>Clear plastic sacks: (Cardboard glass bottles and jars, mixed cans, paper, plastic bottles)</td>
<td>Between 8-9 pm</td>
<td>7 Nightly collection</td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td></td>
<td>•Clear sacks</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>•Communal recycling eurobins</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>•On street bring sites</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Table 5: Recycling scheme in flats above shops in London Boroughs
<table>
<thead>
<tr>
<th>Local Authority</th>
<th>Number of flats above shops</th>
<th>Type of recycling service offered to flats above shops</th>
<th>Type of container &amp; materials accepted</th>
<th>Time for presentation of recycling</th>
<th>Frequency of collection</th>
<th>Provide recycling services on Saturday?</th>
</tr>
</thead>
<tbody>
<tr>
<td>London Borough of Richmond upon Thames</td>
<td>Approx 2,500 hhlds</td>
<td>Trial in Dec 06 for 250 flats: Clear sacks</td>
<td>Clear Sacks: Rip &amp; Tip clear sacks with two compartments for paper and cans/tins/foil</td>
<td>On collection day by 7:30 am</td>
<td>Weekly</td>
<td>No</td>
</tr>
<tr>
<td>City of Westminster</td>
<td>N / A</td>
<td>Kerbside recycling collection service: blue sacks, Communal recycling eurobins (65%), On street bring sites</td>
<td>Blue reusable sacks (sometimes baskets). Materials accepted: aerosols, cardboard, glass bottles and jars, mixed cans, paper, plastic bottles</td>
<td>No fixed set out time for the night before: By 7:30 am (day of collection)</td>
<td>In less busy areas: once a week; In very busy areas: twice a week</td>
<td>No</td>
</tr>
<tr>
<td>London Borough of Bexley</td>
<td>Approx. 1500 hhlds</td>
<td>Kerbside recycling collection service: Box, Communal recycling eurobins, On street bring sites</td>
<td>Green box: paper, cardboard, Black box: glass bottles and jars, Maroon box: plastic bottles, cans, foil</td>
<td>No fixed set out time for the night before: By 6.45 am (day of collection)</td>
<td>Fortnightly Week 1: Green box Week 2: Maroon and Black box</td>
<td>No</td>
</tr>
<tr>
<td>City of London</td>
<td>Approx 600</td>
<td>Kerbside recycling collection service: Clear sacks</td>
<td>Clear sacks: aerosols, cardboard, glass bottles and jars, mixed cans, paper, plastic bottles</td>
<td>9.30 pm</td>
<td>Nightly (Monday to Friday)</td>
<td>No</td>
</tr>
</tbody>
</table>
In Hackney, the dry recycling service is available to 51,000 street level properties. A green box or green reusable bag is offered to flats above shops in Hackney in which to dispose of their recyclables. The materials accepted in the green box or reusable bag are: glass bottles and jars, mixed cans, foil, paper, cardboard, plastic bottles, shoes, textiles, batteries, engine oil. Also a 10 L blue bin for the disposal of kitchen food waste (vegetable peelings, tea bags, coffee grounds, egg shells, stale bread, and cooked meat) is provided to some properties above commercial premises. Both the green box and blue bin are collected weekly on the same day by 7.30 am. The recycling rate for Hackney for 2005/6 was 16.21%.

In Islington, 37,000 kerbside properties are served by a weekly recycling collection service. Residents put out materials for collection in a green box. This is collected co-mingled (mixed together) using a normal Refuse Collection Vehicle (RCV). A kerbside collection of dry recyclables has recently been introduced to 2,660 flats located above commercial properties on Upper Street, Islington High Street, Holloway Road, Caledonian Road, Blackstock Road, Stroud Green Road, Seven Sisters Road, Essex Road, Newington Green Road, Hornsey Road and Junction Road. Residents receive clear plastic sacks for the collection of cardboard, glass bottles and jars, mixed cans, paper, plastic bottles. The recycling rate in Islington for 2005/6 was 18.29%.

The sacks are left on the pavement between 8pm and 9pm at the same time as refuse for nightly collections from 10pm. In total Islington has approximately 8,000 of these properties and is looking to expand the service further.

London Borough of Richmond Upon Thames operates a weekly kerbside recycling collection, serving 65,000 household. Residents set out the following material for recycling using a blue bag for: paper, shoes, textiles, yellow pages/directories and a black box for: aluminium foil, glass bottles and jars and mixed cans. These materials are sorted at the kerbside into a compartmentalised vehicle. Richmond is trialling the collection of plastic bottles and cardboard in the Hampton area of the borough. The recycling rate in Richmond for 2005/06 was 28.59%.

Almost 3% (2,500 households) of Richmond Borough’s population lives in flats above shops. There are mostly two types of flats above shops in Richmond:

i. flats with a front entrance
ii. flats with a rear entrance

In December 2006 a flats above shops recycling trial, targeting 250 properties with clear sacks was launched in two high streets (all flats with front entrances).
In May 2007, flats above shops recycling trial with communal facilities started in a high street (all flats with rear entrances). “Rip & Tip” clear sacks with two compartments for paper and cans/tins/foil have been provided to residents in flats above shops. The sacks are posted during the trial and the sacks are collected weekly with the existing kerbside collection.

In the City of Westminster, a weekly door-to-door recycling collection service covers 59,000 households. Most residents are provided with a recycling box, available in two sizes. Blue recycling bags are also available for residents: living above commercial businesses, with doorways opening directly on to the footpath, communal entrances or restricted access entrances. The following materials are collected co-mingled: aerosols, cardboard, glass bottles and jars, mixed cans, paper, plastic bottles. 65% of the total properties in the council are provided with communal recycling facilities (co-mingled bins). The bags are left out on the pavement by 7:30 am on the day of collection and depending on the area collections can take place once and twice per week. The Council’s recycling rate for 2005/06 was 18.29%.

In Bexley council the kerbside collection scheme serves 87,786 households on a fortnightly basis. Residents have been issued with three 55 litre boxes for the collection of different materials: a green box for books, cardboard, paper and yellow pages, a maroon box for aerosols, aluminium foil, mixed cans and plastic bottles and a black box for glass bottles and jars. There are approximately 1500 flats above shops in the council using the kerbside recycling scheme. The recycling boxes are collected fortnightly on the same day as refuse by 6.45 am.

4.2.2 Refuse scheme

The following section outlines the different refuse collection services provided by the boroughs. It is very common that refuse will be presented either by the door or the kerb in black refuse sacks. The refuse collection in all boroughs in flats above shops take place in black refuse bags that the residents purchase. All the boroughs analysed in table 6 have different refuse frequency of collections and different set out times.
<table>
<thead>
<tr>
<th>Local Authority</th>
<th>Is a household container provided for refuse?</th>
<th>Type of container for presentation of refuse sacks?</th>
<th>Frequency of collection</th>
<th>Time for presentation of refuse</th>
<th>Location for presentation of waste</th>
</tr>
</thead>
<tbody>
<tr>
<td>London Borough of Hackney</td>
<td>No</td>
<td>● Black bags</td>
<td>Weekly collection</td>
<td>Refuse must be put out by 7 am</td>
<td>By their doorstep</td>
</tr>
<tr>
<td>London Borough of Islington</td>
<td>No</td>
<td>Black bags</td>
<td>Nightly collection</td>
<td>Refuse must be put out between 7pm - 8pm</td>
<td>By the kerb</td>
</tr>
<tr>
<td>London Borough of Richmond upon Thames</td>
<td>Sell 240 L wheeled bins (optional for kerbside)</td>
<td>Black bags</td>
<td>Weekly collection</td>
<td>Refuse must be put out by 7 am</td>
<td>By the kerb</td>
</tr>
<tr>
<td>City of Westminster</td>
<td>No</td>
<td>Black bags</td>
<td>Minimum: twice a week</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Maximum: Every day</td>
<td></td>
<td>By the door</td>
</tr>
<tr>
<td>London Borough of Bexley</td>
<td>No</td>
<td>Black bags</td>
<td>Weekly collection</td>
<td>Refuse must be put out by 6.45 am</td>
<td>By the door</td>
</tr>
<tr>
<td>City of London</td>
<td>Yes, sacks are provided</td>
<td>Black bags</td>
<td>Daily Monday to Friday</td>
<td>Refuse must be put out by 8 am</td>
<td>By the kerb</td>
</tr>
</tbody>
</table>

It is recommended by the boroughs that all residents in flats above shops use black refuse sacks. Where there are a large number of flats, paladins or eurobins might be available for the disposal of refuse sacks. Where paladins are provided these will generally be located behind the building and will have a weekly or twice weekly collection. In smaller block of flats, all refuse sacks should be placed either at the front of the property, by the front door where possible or on the pavement.

4.2.3 Monitoring the performance of the flats above shops service

In Islington, tonnage data are being collected separately from flats above shops. The data reveal that an average of 1.4 tonnes per night is collected by the designated flats above shops. In Islington small vehicles that have a bin lift at the back are used to record tonnages for the flats above shops. These vehicles are mainly used for the door-to-door refuse and recycling collection from estates.

In Richmond Council, following the initiation of the flats above shops trial, they carried out participation monitoring in December 06 and March 07 covering all 250 flats.
The results are presented in Table 7.

### Table 7: Participation monitoring conducted in Richmond for flats above shops trial

<table>
<thead>
<tr>
<th>Month</th>
<th>Week 1</th>
<th>Week 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>December 06</td>
<td>6%</td>
<td>N / A</td>
</tr>
<tr>
<td>March 07</td>
<td>9%</td>
<td>15%</td>
</tr>
</tbody>
</table>

Even though residents’ participation seems to have increased, it would have been more accurate for the council to carry out participation monitoring for a period of one month in order to get a clearer view of the operation of the scheme and more precise data.

Richmond council has not collected separately tonnage data for flats above shops.

Hackney, Richmond, City of Westminster and Bexley have not collected any monitoring tonnage data nor have carried out participation monitoring to examine the efficiency of the refuse or recycling schemes in flats above shops.

In the City of London, performance monitoring has been collected and recorded separately for all flats above shops. Tonnage data is being collected from the council on a monthly basis to assess the scheme and its performance. According to the tonnages obtained in December 2005, the tonnages recorded for that month were: 1.5 tonnes. Whereas in December 2006, the tonnages collected were 2.8 tonnes and in May 2007 there was an increase of 4.5 tonnes. It is clear that an increase in the recycling activities in flats above commercial businesses has been achieved since the beginning of the scheme.

#### 4.2.4 Enforcement Action

**Residents presenting their waste during non-collection times or days**

Refuse or recycling sacks that are presented during non-collection times or days are dealt with differently in each borough as seen in the WRWA area.

Fixed Penalty Notices have been set up in Hackney to prevent residents from putting out their refuse and recycling at any time during the day or night and the penalty for residents ranges from £10-£50.

In Richmond they have not yet set up a fixed penalty to control domestic set out times for waste collections but this is something the council is considering for the future. The council is also looking into controlling set out times for commercial waste placed on the highway.
In the City of Westminster fixed Penalty Notices have been set up to prevent residents from putting out their refuse and recycling at any time during the day or night; the penalty for non-compliance being £80. Offenders first receive a warning letter from the council, which, if persistently ignored results in a fixed penalty notice being issued.

In Islington, Bexley and City of London councils no action is taken when residents present their waste and recycling during non-collection times and days as it is rare that this occurs.

All of the above applies to residents living in all types of properties, including flats above shops. The enforcement officers noted that more cases are reported and identified in relation to flats above shops than to kerbside properties as individuals often to be unaware of the correct collection times or days or have very limited storage areas for their waste and recycling.

**Businesses**
One of the main issues that council enforcement teams are facing frequently in town centres where properties above shops tend to be concentrated, is the unauthorised use of residential refuse or recycling schemes by commercial premises. Some businesses, specifically small to medium ones seem to benefit from the residential refuse and recycling services provided for flats above shops.

The use of residential recycling facilities by businesses is discouraged. Businesses instead are encouraged to enter into their own (commercial) recycling collection arrangements (either via the council or through appropriate private contractors). When operated by local authorities, such schemes are usually cheaper than comparable refuse collections, in order to incentivise businesses to recycle more

<table>
<thead>
<tr>
<th>Local Authority</th>
<th>Have you set up any enforcement action system to prevent businesses abusing residential refuse or recycling facilities?</th>
<th>Have you set up any enforcement action system to prevent residents abusing residential refuse or recycling facilities?</th>
<th>Commercial Refuse / Recycling collection service</th>
</tr>
</thead>
<tbody>
<tr>
<td>London Borough of Hackney</td>
<td>Yes, Fixed Penalty Notices are issued to offenders if they abuse residential waste facilities under the EPA 1990</td>
<td>No</td>
<td>Only mixed glass recycling offered by the Council: cost associated. For more material: businesses contact private waste contractors Refuse sacks: cost associated</td>
</tr>
<tr>
<td>Local Authority</td>
<td>Have you set up any enforcement action system to prevent businesses abusing residential refuse or recycling facilities?</td>
<td>Have you set up any enforcement action system to prevent residents abusing residential refuse or recycling facilities?</td>
<td>Commercial Refuse / Recycling collection service</td>
</tr>
<tr>
<td>-----------------------------------------------</td>
<td>----------------------------------------------------------------------------------------------------------------</td>
<td>----------------------------------------------------------------------------------------------------------------</td>
<td>-----------------------------------------------</td>
</tr>
<tr>
<td>London Borough of Islington</td>
<td>Yes, if abuse is identified then Duty of Care. Immediate Prosecution will take place.</td>
<td>No</td>
<td>Only mixed glass recycling and cardboard offered by the Council: 3 tear system (glass): Low usage: 70 p per crate Med usage: 50 p per crate High usage: 40 p per crate Cardboard: £40 + VAT (for 100 refuse bags) For more material: businesses contact private waste contractors Refuse sacks: cost associated</td>
</tr>
<tr>
<td>London Borough of Richmond upon Thames</td>
<td>Yes, on street inspections of waste presented for collection are undertaken with enforcement action for S 34 and 87 EPA 90 offences taken when commercial waste is identified</td>
<td>No</td>
<td>The cost for businesses to join the commercial recycling trial ranges from £100 - 425 per annum depending on bin size.</td>
</tr>
<tr>
<td>City of Westminster</td>
<td>Yes, if abuse is identified then the council gives 14 days notice under EPA 90 for the business to register with the council's trade waste service. If this gets ignored, prosecution will take place.</td>
<td>No</td>
<td>Co-mingled recycling sacks: 92 p each Co-mingled bin: £ 7 - £ 8 Co-mingled 240 L: £ 2 - £ 3 Refuse sacks: £1.19</td>
</tr>
<tr>
<td>London Borough of Bexley</td>
<td>No enforcement action is set up. If this occurs, the enforcement team visits the business to ask them to register with the council's trade waste service.</td>
<td>No</td>
<td>All quotes are at an annual rate and free registration Recycling: Paper and Cardboard: Wheeled Eurobin: £169 240L wheeled bin: £60 Glass bottles and jars Wheeled Eurobin: £170240 L wheeled bin: £60 Plastic bottles and metal cans Wheeled Eurobin: £187.50 240 L wheeled bin: £63.50 Compostable Waste: 240 L wheeled bin: £173 Refuse: 1100 L bin: £585 240 L bin: £208 Free to sign up</td>
</tr>
</tbody>
</table>


<table>
<thead>
<tr>
<th>Local Authority</th>
<th>Have you set up any enforcement action system to prevent businesses abusing residential refuse or recycling facilities?</th>
<th>Have you set up any enforcement action system to prevent residents abusing residential refuse or recycling facilities?</th>
<th>Commercial Refuse / Recycling collection service</th>
</tr>
</thead>
<tbody>
<tr>
<td>City of London</td>
<td>Yes. If businesses are found to be abusing residential refuse collections, they first receive a warning. If they then continue to abuse the collection, they will receive a fine under the EPA 90.</td>
<td>No</td>
<td>Recycling sacks - £27.50 for 25</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>240L bin £2.60/ collection</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>360L bin £3.75/ collection</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>660L bin £6.00/ collection</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>1100L bin £7.00/ collection</td>
</tr>
</tbody>
</table>

Hackney council operates commercial waste and recycling collections. Currently 152 businesses are served by a glass recycling collection. Frequency of collection and the type of bin supplied varies from business to business.

Islington council operates commercial waste and glass and cardboard recycling collections. 60 businesses have glass collected for recycling. The cost to businesses per crate of glass is typically 50% cheaper that the equivalent bag of general waste. A dedicated trade waste officer provides businesses with a list of companies that offer a recycling collection, or any other related information about the service. Islington also provides on site waste minimisation advice for all businesses in the borough.

Islington reported that in the past they faced major issues with businesses using residential recycling facilities such as on street co-mingled recycling banks or communal refuse bins. The recycling banks were so full that residents living in flats above shops or large estate block could not use them, making recycling more difficult for them. However reduction of co-mingled recycling banks and tight enforcement actions are in place now to reduce and eventually eliminate the abuse from businesses.

Richmond council operates commercial waste and recycling collections. A six month trial started in March 2007 collecting cardboard, glass and paper for recycling. Commercial waste is also accepted at the Reuse and Recycling Centre. When commercial businesses are identified using residential waste facilities such as recycling banks or communal refuse bins used by flats above shops, they receive a warning letter in the first instance from the council explaining their S. 34 EPA responsibilities. The council encourages all businesses to take part in the commercial recycling trial.

Westminster serves about 370 businesses with a commercial waste recycling service. The following materials are collected using sacks or bins at a varying frequency: cardboard, glass
bottles and jars, mixed cans and paper. If abuse is identified then the council gives 14 days notice under EPA 90 for the business to register with the council’s trade waste service. If this gets ignored, prosecution will take place.

Bexley has a range of facilities for the businesses in the borough including commercial collections of materials for recycling, which include paper/cardboard, glass bottles, plastic bottles/cans and food waste. If businesses are found to be abusing residential waste and recycling facilities, the enforcement team visits the business to ask them to register with the council’s trade waste service. There are no strict enforcement actions set up by the council regarding the business waste disposal.

Similarly to the WRWA boroughs, a few problems have been reported where businesses abuse residential refuse or recycling schemes as these are often sacks collections where specific branded and colour coded sacks are provided and capacity is limited. Abuse is more common where comingle recycling banks are provided near to commercial premises as it harder to detect the source of recyclables.

4.2.5 Communication Material

One of main issues to arise was the limited emphasis the boroughs have placed on raising the awareness of residents in flats above shops as to the recycling services offered. As most of the boroughs stated, language and transient population are major factors contributing to the low recycling performance in flats above shops. Out of all of the above mentioned boroughs, only: Wandsworth, Islington, Richmond and City of London have produced leaflets and posters specifically targeting residents living in flats above shops.

In Hackney, no communication material has been designed specifically for flats above shops and neither has any door-stepping taken place.

Islington has developed a leaflet targeting residents living in properties above commercial premises. Also, a door-stepping campaign to all 2,500 flats was conducted in December 06 and it was noted that there was higher participation following the campaign.

Richmond has designed and distributed a specific leaflet about recycling and refuse collection from flats above shops. Following a residents’ survey in February 07, 100% of the respondents were reported to be very satisfied with the communication material received (leaflets). Also, 50% of the
respondents were very satisfied with the frequency of collection, the practicality of clear sacks and the reliability of collections.

City of Westminster has not designed any specific leaflet targeting flats above shops but they have carried out door-stepping surveys to raise awareness as it is rare that this occurs.

Bexley council is now providing flats above shops with the kerbside recycling leaflet. However they are also designing a new leaflet for flats that will distributed to residential properties above commercial businesses.

City of London has developed leaflets targeting flats/estates as flats above shops as the majority of the council’s properties are flats. Door-stepping was carried as part of a promotional campaign and flats above shops were targeted.

4.3 International Case Studies: Recycling and refuse collection services for flats above shops

4.3.1 Ottawa, Canada

Demographics
Ottawa is the capital city of Canada. It is Canada’s fourth largest city with a land area of 2,779 square kilometres. Around the main urban area is an extensive greenbelt of approximately 200 square kilometres comprising of mostly forest, farmland, and marshland. Large suburban and rural areas lie to the outside of the greenbelt.

Ottawa’s Census population estimate in 2001 was 774,072 with a population density of 278.6 people/km². The population in 2005 is estimated to have increased to 839,620 residents.¹ Among the country’s large urban areas, Ottawa has a young population with 47% of the population under 35 years of age.² The spoken language is predominately English (60%) with French at 20% and non-official languages also at 20% of the total population.⁸

In Ottawa, each household generates over 1 tonne of waste per year. Waste is being managed by the City’s Solid Waste Services branch. Through a variety of Reduce, Recycle and Reuse programs, the City currently diverts one third of its residential waste from area landfills including

the Trail Road landfill. As part of its Integrated Waste Management Master Plan the City aims to
double this rate by 2008. The recycling rate in Ottawa for 2005/2006 reached 23%.
The council provides a number of different schemes to households living in multi-residential units
(see appendix 4) Multi-residential units or apartments account for 35% of the total percentage of
households in the total urban area. Whereas detached houses account for 38.3%, town houses
account for 20.6%, and semi-detached for 6.2%.
Residents living on a kerbside property are provided with:
- a blue box for mixed glass, metal, plastic bottles, tubs and milk and juice cartons and
- a black box for all paper and cardboard
for their dry recycling which is collected on alternating weeks; black box being collected the first
week whereas the blue box is collected the following week.

Recycling should be put out by the kerb anytime after 6 p.m. the evening prior to the collection day
and no later than 7 a.m. on the day of collection. Bags or metal containers should be placed on the
ground as close as possible to the roadway, but not on the rear.

Residents in Ottawa that live in multi-residential units including flats above shops, follow the same
rules as residents living on a kerbside property. While the size and colour of the bins may differ,
the same materials are accepted (see appendix 4). Communal recycling and smaller refuse bins
are placed at the front entrance for multi-residential units to use. The council also offers recycling
black and blue boxes to residents who require a container. No household container is provided for
refuse. Residents in flats above shops dispose their refuse in communal refuse bins which are
collected weekly after 7am.

Ottawa City Council has not collected any tonnage monitoring data nor has it carried out any
participation monitoring to examine the efficiency of the refuse or recycling schemes in flats above
shops. The city council set up fixed penalty notices to control set out times and days for
collections. However, the team explained that it is very rare they will issue a fine to a resident as
this is regarded as the last resort. In the first instance the enforcement team will educate the
resident and send out communication and promotional material. If the resident ignores the
council’s rules they will be reminded again prior to any fine being issued.

An enforcement action system has been set up when businesses are found to abuse the
residential refuse and recycling schemes. Some businesses, specifically small to medium ones
seem to benefit from the residential refuse and recycling services provided in flats above shops.
The fine can range from $75 up to $ 5,000 if the offender does not comply with the law.
The use of residential refuse or recycling facilities by businesses is discouraged. Businesses are encouraged to set up their own recycling collection scheme (either via the council or through private contracts) which is provided at cost. This is usually cheaper than refuse collections to incentivise businesses to recycle more.

Language and transient population are limited factors for the recycling schemes in Ottawa as we also identified in flats above shops in the London Boroughs. No door-stepping in multi-residential units has been carried out, however a leaflet has been designed for all flats, including above shops which has been distributed to all premises and is also available on the council’s website.

4.3.2 New York City, United States

The New York City Council is the lawmaking body of the City of New York. New York City Council comprises 59 members from 59 council districts throughout the five boroughs. Recycling is compulsory in New York City and it is being managed by the Department of Sanitation. New York City reached 18% recycling rate in 2005/06.

The council provides a unified system for waste and recycling collection to all 59 districts. 50% of the properties in New York are consists of flats. The council offers a kerbside service to 90% of the households living in multi-residential units including properties above shops. Only 10% of households are provided with large communal containers at the back of the building for the disposal of refuse and recycling.

All mixed paper and cardboard are placed in clear sacks, or in any bin labelled with green recycling decals or marked “Mixed Paper”. The clear sacks are purchased from any local store in New York. The sacks have no text or specific branding from the Council. All beverage cartons, bottles, cans, metal and foil are put all together in similar clear sacks, purchased from any local store or in any bin labelled with blue recycling decals or marked “bottles and cans”. Recycling is collected weekly whereas refuse is collected twice or even three times per week depending on the area. Both refuse and recycling should be presented after 4 pm the evening before the collection or by 7 am the day of collection. In many cases, the caretaker is responsible for the disposal of refuse and recycling, which means that sacks are collected from each floor and are being presented by the caretaker.

No performance monitoring (tonnage and participation) has been carried out specifically in flats above shops because it’s not cost effective for the council.
If residents fail to present their recycling sacks on the correct time and day a fine of $100 is issued by the council. In New York City Council they have introduced a range of fines, i.e. fail to separate refuse from recycling results to $25 fine.

The department of Sanitation is managing the enforcement actions and as stated they have introduced high fines in the city to reduce the incidence of businesses abusing the residential waste and recycling service. All commercial waste and recycling, as also seen in the Ottawa case above, is being dealt with private waste contractors that the council may recommend.

Regarding the communication material for residents, the council sends regular leaflets and promotional material through the city wide mailing system and all leaflets are translated into Spanish and Chinese, the two main languages widely spoken in the city after English. No door-stepping is carried out to raise awareness in New York mainly due to health and safely issues for the surveyors. The main complaints received from residents in flats above shops concern missed collections and confusion on the material accepted for recycling. It is clear that if no door-stepping activities are taking place in the council, raising awareness must be a challenge for the recycling team.
5 Summary of benchmarking findings

5.1 Recycling summary

- Most of the boroughs interviewed except two were aware of the number of properties located above shops and were therefore able to identify approximately how many of these flats have a recycling service.
- Most of the recycling information provided refers to either the kerbside recycling service or to ‘normal’ flats/estates collections as properties above shops are not monitored separately.
- The majority of the boroughs perform a pavement collection either by the door or by the kerb. Communal recycling bins at the rear of the property or in alleyway are set up subject to space availability.
- Main types of set out container include: co-mingled recycling sack collections (all 10 boroughs interviewed), centralized co-mingled recycling bins, boxes (Hackney and Bexley) and on-street recycling bring sites.
- Recycling collection same as refuse noted above.
- Majority of boroughs identified do not monitor kg/hhld collected specifically from properties above shops and were unable to provide any data. However, Islington and City of London record recycling tonnage data separately for flats above shops.
- The use of residential recycling facilities by businesses is discouraged in most councils. Businesses are encouraged to sign up to their own recycling contractor (either via the Council or through private contracts). Council’s commercial recycling schemes are usually cheaper than refuse collections to incentivise businesses to recycle more.
- Some council’s strategically place recycling bring banks near to businesses e.g. co-mingled recycling banks next to pubs on the provision that they are publicly accessible. However, these are being abused by businesses causing overflowing of bins and therefore increase complaints from residents.
- Residents presenting their waste during non-collection times or days are issued with warnings and fines in some councils (LBH&F, RBKC, Hackney, City of Westminster) whereas in others no action is being set up for the moment.
- The majority of the boroughs examined provide a full trade waste and recycling collection service and partially in Hackney, Islington and Wandsworth where private contractors are currently offering commercial waste services to local businesses.
- All boroughs have strict policies on businesses abusing residential waste facilities and enforcement teams are regularly carrying out checks to reduce these incidents. Large fines
that could range from £100- £5000 could be issued for businesses not complying with the law.

5.2 Refuse summary

- Most of the boroughs except two were aware of the number of properties were above shops and were therefore able to identify approximately how many of these flats have a recycling service.
- In three boroughs, individual containment for refuse disposal is provided by the council. Where containment is not provided the majority of Councils stipulated that refuse is set out in refuse sacks only. In some instance this is not enforced and residents put out their rubbish in carrier bags.
- The majority set out refuse sacks on the pavement for collection owing to space availability. Other set out areas include by the front door where possible, in back alleys, in designated bin areas and next to litter bins.
- The collection frequency varied from borough to borough. Some boroughs stipulate time slots for collections. Others operated a daily night-time "clear-all" street cleansing service provided for business which some residents made use of. If properties are provided with communal bins then collections are weekly/fortnightly. Sack collections are provided daily/twice a day by the Street Cleansing Team when emptying litter bins in very busy areas (City of Westminster). Two boroughs also provided Saturday collections (Wandsworth, Islington)
- 40% of boroughs interviewed fine residents if the container is put out on the wrong collection day or outside of stipulated collection times. Fines range between £50-£100. Residents are usually issued with letters threatening prosecution prior to issuing of fines. The remaining 60% use a combination of warning letters and educational and promotional materials.

Communication material such as leaflets specifically for flats above shops have been produced in 4 out of the 10 boroughs interviewed (Wandsworth, Islington, Richmond, City of London). The other boroughs have distributed the kerbside or estates recycling leaflets to raise awareness amongst residents. 90% of the boroughs interviewed said that transient population and language are the major barriers to improve recycling in flats above shops.
6 Best Practise and Recommendations

No published best practise guidance for schemes for flats above shops was found during the research undertaken. Information was sought from the Waste Resource Action Programme (WRAP) and from the DEFRA Local Authority Support Unit websites.

Based on the lessons learnt gleaned from local authorities who participated in the benchmarking survey coupled with London Remade’s experience the following tips will prove useful in reviewing the existing schemes offered to flats above shops.

Inventory of flats above shops
If a borough is to implement an effective scheme, they will need to undertake an inventory of the actual numbers of properties located above commercial premises in each building. This will help to determine the type of containment that is suitable based on space available (e.g. sacks vs. communal bins) and access route for collections. The inventory of properties will also inform the procurement process for the number and type of set out containers required. Knowing the exact properties that fall under this category will assist round planning and reduce the number of missed collections experienced.

As space is often an issue sack pavement collections may be more prevalent, which is already the case in most of the boroughs examined.

Operational concerns
Council collections need to be regular and reliable to avoid littering and untidy street scenes. By reviewing the existing rounds where there are many flats above shops, the council will be able to create more consistent collections and that will possibly decrease missed collections and litter on the high streets. Also residents will be more motivated to recycle and use the scheme if their street is kept tidy and their sacks are collected regularly. The recycling team need to ensure that regular deliveries of sacks are taking place so as to increase participation and recycling tonnages.

Communication with the residents
The inventory will assist in targeting communication and publicity for flats above shops. The Council should provide clear communication literature which explains how the scheme works, type of container to be used if not provided, information on collection times and days if these have been allocated, advise on set out area of container (e.g. on the pavement, back of alley or rear) to avoid confusion and how to report missed collections. Specific leaflets, posters and other communication
material should be designed specifically for flats above shops. One of the major limitations for residents in flats above shops is that their first language is not English therefore the communication material produced in each borough should be translated into the main languages spoken by the targeted audience. Also estate agents should be regularly visited to provide them with the council’s waste and recycling disposal arrangements for new tenants. Where the new or improved scheme may complement an existing service, there is the opportunity to join up these messages into larger communications campaign giving the recycling scheme the identity it needs.

**Enforcement action for residents set out time/ day**

Following the residents’ surveys undertaken in the WRWA boroughs and the research completed with other London Boroughs it was shown that some residents set containers out on non-collection days. Four out of ten boroughs examined in this report have set up a fine system to control set-out time for collections. A clear policy should be developed and be put in place and the communications team should address the issue. It should clearly explain the fining system so that residents are aware of this policy in advance. Information on the council’s website reminding residents about the policy should be available.

**Monitoring**

If the council needs to report on the tonnages collected (kg/hhld) and record participation rates from this specific housing type then monitoring will need to be done separately from existing kerbside or flat/estates recycling schemes. In order to improve the recycling performance of the flats above scheme and also improve the council’s recycling figures monitoring should become one of the priorities. It is advised to carry out regular performance monitoring of the scheme (tonnage and participation) and to carry out door-stepping as a means of improving participation and understanding amongst residents.

**Inventory of existing businesses and enforcement**

An inventory of businesses located below flats would assist in compiling a database of all the shops that have existing refuse and recycling trade waste agreements which will assist in monitoring and enforcement. Regular enforcement is needed to minimise businesses abuse over the residential refuse and recycling facilities in place. Regular spot check of black refuse bags will also help to identify businesses who abuse residential refuse and recycling collections. If a council recycling scheme is not provided a comprehensive list of private sector companies should be collated which can be used to advise business on local recycling providers.

Communal refuse and recycling bins and recycling banks should be regularly checked if overflowing. If this is the case then the council needs to ensure that businesses are not using
these facilities. One way to prevent this would be to regularly check that the containers are locked so as reduce or eliminate the abuse from other parties.
7 Appendices

7.1 Appendix 1 – Borough Questionnaire for flats above shops

General

1. Number of residential properties located above commercial premises in your borough?

Recycling

2. What type of recycling service is offered to flats above shops?
   - On street bring sites
   - Kerbside service
   - Reuse and recycling service
   - Other (describe)

3. What type of household recycling container is provided to residents living in flats above shops?
   - sacks? (colour)
   - comingled smart banks?

4. When should residents be putting their recycling out for collection?

5. How often is recycling collected? (fortnightly, weekly)

6. Do you provide recycling services on Saturdays?

Refuse

7. Is a household container provided for refuse? If yes what type of container?

8. When should residents be putting their refuse out for collection?

9. Where should residents put their refuse out for collection?

10. How often is refuse collected?

Monitoring

11. Have you used any monitoring method to collect participation data in flats above shops?

12. Have you collected any tonnage data separately for flats above shops?

13. Have you set up any fine system or fixed penalty notices to control set out time for collections? (during non-collection days)

14. Have you set up any enforcement action system to prevent businesses abusing residential refuse collections? (if yes, what type of enforcement is used?)

15. How do you deal with commercial properties using residential waste facilities to avoid paying for refuse collection?
16. Have you set up any enforcement action system to prevent residents using businesses refuse and recycling collections

17. What is the average cost per year spent on enforcement?

**Commercial Recycling Service**

18. Do you provide any commercial recycling service?
19. How much does the service cost for businesses?
20. How does your local authority deal with commercial properties using residential recycling facilities? Is this discouraged?

**Communications**

21. Language barrier and transit population is a limitation in your borough for flats above shops?
22. Have you developed a specific leaflet targeting residents in flats above shops?
23. Have you conducted door stepping surveys in flats above shops?
24. Have you received any complaints from residents? And if yes what type of complaints?
Appendix 2 - Resident Survey questionnaire

London Borough of XXX Flats above shops Questionnaire

XXX council has introduced a recycling service for flats above shops, however this study will examine residents awareness and look at ways to improve the service

Location of front entrance

Directly onto main road
Other specify

1. Thinking about recycling household waste, which of these statements best describes how important recycling is to you personally? **PLEASE SELECT ONE**

<table>
<thead>
<tr>
<th>Very Important</th>
<th>Quite Important</th>
<th>Not very important</th>
<th>Not at all important</th>
<th>Don't know</th>
</tr>
</thead>
</table>

2. Which of these statements best describes how much you recycle?

<table>
<thead>
<tr>
<th>I recycle even if it requires additional effort</th>
<th>I recycle a lot but not everything that can be recycled</th>
<th>I recycle sometimes</th>
<th>I do not recycle</th>
<th>I don't know</th>
</tr>
</thead>
</table>

3. When do you put your rubbish out for collection? **ASK ALL RESIDENTS**

<table>
<thead>
<tr>
<th>On the evening before collection, after 9pm</th>
<th>On the morning of collection before 6.00 am</th>
<th>Anytime</th>
<th>Other specify</th>
</tr>
</thead>
</table>

4. Where do you place your rubbish for collection? **ASK ALL RESIDENTS**

<table>
<thead>
<tr>
<th>In a sack on the pavement</th>
<th>In my front garden</th>
<th>In the communal refuse bin area</th>
<th>Other</th>
</tr>
</thead>
</table>

5. Are you satisfied with the refuse collection service?

<table>
<thead>
<tr>
<th>Yes</th>
<th>No specify</th>
</tr>
</thead>
</table>

6. How do you recycle paper, cardboard, tins, cans, plastic bottles and glass bottles?

| I use the orange recycling sacks | I use the bring sites | I use the civic amenity site | I do not recycle | Other |

7. When do you put your recycling sacks out for collection?

| On the evening before collection, after 9pm | On the morning of collection before 6.30 am | Anytime | Other  specify |

8. Where do you place your recycling sacks for collection?

| On the pavement by my door | In my front garden | In the nearest street bring site | Other |

9. Are you satisfied with the recycling collection service?

| Yes | No  specify |

10. Do you know when is your recycling collection day?

| Yes (please note day) | No |

11. How many recycling sacks you use per week?

| 0 to 1 | 1 to 2 | 2 to 3 | Other |

12. Where do you obtain your recycling sacks from?

| Local library | Community Centre | Town Hall | Other |
13. If not recycling, why not?

<table>
<thead>
<tr>
<th>Reason</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Not interested /can't be bothered</td>
<td>Don't have enough storage space</td>
</tr>
<tr>
<td>It gets collected with residual waste</td>
<td>Don't know when to put it out for collection</td>
</tr>
<tr>
<td>Not aware of collection from my home</td>
<td>Don't know what/how to recycle</td>
</tr>
<tr>
<td>Recyclable are never taken when I do put them out</td>
<td>I always forget to put them out</td>
</tr>
<tr>
<td>Don't believe in the environmental benefits</td>
<td>Don't have time</td>
</tr>
<tr>
<td>It's more expensive than landfill/incineration</td>
<td>No benefit to me</td>
</tr>
<tr>
<td>It's not convenient to recycle</td>
<td>Local collection service is poor</td>
</tr>
<tr>
<td>Other</td>
<td></td>
</tr>
</tbody>
</table>

13. Gender

<table>
<thead>
<tr>
<th>Male</th>
<th>15-19</th>
<th>45-54</th>
</tr>
</thead>
<tbody>
<tr>
<td>Female</td>
<td>20-24</td>
<td>55-64</td>
</tr>
<tr>
<td></td>
<td>25-34</td>
<td>65+</td>
</tr>
</tbody>
</table>

14. What is your main language?

<table>
<thead>
<tr>
<th>English</th>
<th>Polish</th>
</tr>
</thead>
<tbody>
<tr>
<td>Albanian</td>
<td>Portuguese</td>
</tr>
<tr>
<td>Amharic</td>
<td>Serbian</td>
</tr>
<tr>
<td>Arabic</td>
<td>Somali</td>
</tr>
<tr>
<td>Bengali</td>
<td>Spanish</td>
</tr>
<tr>
<td>Croatian</td>
<td>Urdu</td>
</tr>
<tr>
<td>Farsi</td>
<td>Other</td>
</tr>
<tr>
<td>French</td>
<td></td>
</tr>
</tbody>
</table>
7.3 Appendix 3 – Wandsworth leaflet on flats above shops

Weekly Recycling and Nightly Refuse Collections

YOUR ORANGE SACK COLLECTION DAY
MON WED THURS FRI SAT SUN

Refuse and recycling collections for residents
This leaflet gives you important information about your local recycling and refuse collection services. Please read it and keep it.

Your recycling collection service
Your recycling is collected once a week. Your collection day is shown on the front of this leaflet. This information is also available at www.wandsworth.gov.uk/wasteservices

Put all your recycling in your sacks and leave them outside your home by 6.30am on your collection day. Do not put your orange sacks out earlier than 8pm the evening before.

If you have any questions please call the Wandsworth Recycling Hotline on (020) 8871 8558. You can also pick them up at your local library.

Your refuse collection service
Your refuse is collected every night after 8pm. This service is for non-bulky household rubbish that can’t be recycled in the orange sacks. All refuse must be contained in the refuse sacks. Again, do not put your refuse out for collection before 8pm.

For more information about recycling phone (020) 8871 8558, email recycling@wandsworth.gov.uk or visit www.wandsworth.gov.uk

Thank you for recycling

Printed on 100% recycled paper

What can I recycle?
You can put all the items shown below in your orange sack:

GLASS BOTTLES and JARS
Please rinse and remove lids.

ALL PAPER and CARD
Please remove bases.

ALL DRINK CANS, FOOD TINS
and ABRASIVES
Please rinse tins and ensure aerosols are empty.

PLASTIC BOTTLES ONLY
Please remove lids.

NO OTHER PLASTIC

Do not put the following in your orange sacks:
X yoghurt pots, plastic bags, margarine tubs
or other plastic food containers.
X waxed or foil lined cans (Tetra Pak) e.g. juice cartons.
X kitchen foil or foil trays.
X clothes or shoes.

for more information visit www.wandsworth.gov.uk/wasteservices
WHAT GOES WHERE?

GLASS-METAL-PLASTIC
- Glass bottles and jars for food and drink
- Metal cans
- Soft drink cans
- Aluminium containers (pie plates, roasting pans, etc.)
- Empty, clean paint cans
- Jar lids
- Plastic bottles, jars and jugs
- Tubs, tub lids (yogurt, sour cream, hand cleaner, margarine containers, etc.)
- Milk, juice cartons
- Drink boxes
- Cardboard cans (Pringles, frozen juice, etc.)

NO STYROFOAM
NO PLASTIC BAGS
NO PLASTIC PACKAGING

PAPER-CARDBOARD
- Newspaper and flyers
- Magazines and catalogues
- Telephone books
- Cereal and cracker boxes (liners removed)
- Shoe and laundry detergent boxes
- Fine paper such as writing paper, computer paper, paper pads, advertising mail
- Hard and soft cover books
- Paper egg cartons, toilet paper and paper towel rolls
- Paper gift wrap, greeting cards
- Clean paper shopping bags or paper packaging
- Pizza boxes (no pizza please!!!)

FOR ADDITIONAL INFO, PLEASE SEE YOUR BUILDING MANAGER.
HEY – THAT’S NOT GARBAGE!

TAKE IT BACK!
Dispose of hundreds of household items through the City’s Take it Back! program. More than 500 local stores and businesses will take back household items such as used needles, expired medication, motor oil, car batteries, dry cleaning bags and hangers, computers and computer parts, rechargeable batteries, plastic flower pots and flats, and tires. To find participating retailers in your community check online at ottawa.ca/takeitback or call 3-1-1.

ONE-DAY DEPOTS FOR HOUSEHOLD HAZARDOUS WASTE
From April to November, one-day depots will accept products such as turpentine, aerosol cans, fire extinguishers, pool chemicals, pesticides, stain, disinfectants, medication, used needles and syringes. Depot dates and locations are available at ottawa.ca/hhw or by calling 3-1-1.

PLASTIC BAGS
Bring them back to any Ottawa-area LOEB store.

WHAT TO DO WITH SPECIAL ITEMS

APPLIANCES
Appliances (stoves, refrigerators, freezers, dryers, dishwashers, hot water tanks, furnaces, oil tanks, etc.) are not picked up by the City of Ottawa. Residents must make their own arrangements. Contact your superintendent for more info.

LEAF AND YARD WASTE
Leaf and yard material is collected at the curb once every two weeks from April to mid-October and every week from mid-October until mid-November. Call the City at 3-1-1 to get a collection calendar or visit ottawa.ca/recycle.

PAINT (LATEX)
latex paint can be easily hardened with clumping kitty litter, or paint hardener and the paint disposed of in the garbage. The empty can is recyclable.

BATTERIES
Some Take it Back! retailers will accept rechargeable batteries at the end of their lifecycle. Small quantities of household batteries can be included in your residential garbage.

LARGE BULKY ITEMS
Don’t place furniture (sofas, mattresses, etc.) in the garbage bin. Contact your superintendent for proper disposal info.

NEEDLES AND SYRINGES
Do NOT flush needles and syringes down the toilet or put them in garbage bins or recycling containers. Take them to selected Take it Back! pharmacies or drop them off in Needle Drop-Boxes located across the city. Call 3-1-1 for more information, or visit ottawa.ca/recycle.

TIRES
No tires in garbage or recycle containers. These can be taken back to participating Take it Back! retailers. See Take it Back! information at top of page.

DO NOT RECYCLE

PLASTIC
• Toys
• Makeup jars
• Caulking tubes
• Plastic egg cartons
• Plastic food wrap
• Garden products bags
• Drinking cups
• Molded bakery food trays
• Motor oil jugs
• Bags
• Plant trays and flower pots
• Styrofoam cups
• Dishes and egg cartons
• (polystyrene or Styrofoam)
• Plastic containers for fruits, veggies, take-out food, or food storage

GLASS
• Drinking glasses, dishes, cups, crystal
• Window glass
• Light bulbs
• Mirrors
• Pottery
• Pots and pans
• Makeup containers

METAL
• Food-contaminated foil
• Coat hangers
• Pots
• Batteries

PAPER/FIBRE
• Tissues
• Waxed paper
• Foil gift wrap
• Waxcd cardboard
• Foil wrapping paper
• Ice cream cartons
• Chip bags

Source: http://www.ottawa.ca/city_services/recycling_garbage/apartment/index_en.html