

Greater Manchester Combined Authority

Our Waste, Our Resources: A Strategy for England

An Overview

Key Aims of the Strategy

The Strategy has two overarching Objectives:

1. To maximise the value of resource use; and
2. To minimise waste and its impact on the environment.

Which are supported by five Strategic Objectives:

1. To provide incentives through regulatory or economic instruments if necessary and appropriate, and ensure the infrastructure, information and skills are in place, for people to do the right thing;
2. To prevent waste from occurring in the first place, and manage it better when it does;
3. To ensure that those who place on the market products which become waste to take greater responsibility for the costs of disposals – the ‘polluter pays’ principle;
4. To lead by example, both domestically and internationally; and
5. To not allow our ambition to be undermined by crime.

The Strategy aims to contribute to the delivery of five strategic ambitions:

- 1 To work towards all plastic packaging placed on the market being recyclable, reusable or compostable by 2025;
- 2 To work towards eliminating food waste to landfill by 2030;
- 3 To eliminate avoidable plastic waste over the lifetime of the 25 Year Environment Plan;
- 4 To double resource productivity by 2050; and
- 5 To eliminate avoidable waste of all kinds by 2050.

To measure its success it has 3 strategic Indicators, which will aim to maximise the value of resource use, and minimise adverse environmental impacts by monitoring:

1. Raw material consumption;
2. Carbon footprint of resource use; and
3. Carbon footprint of a basket of consumer goods

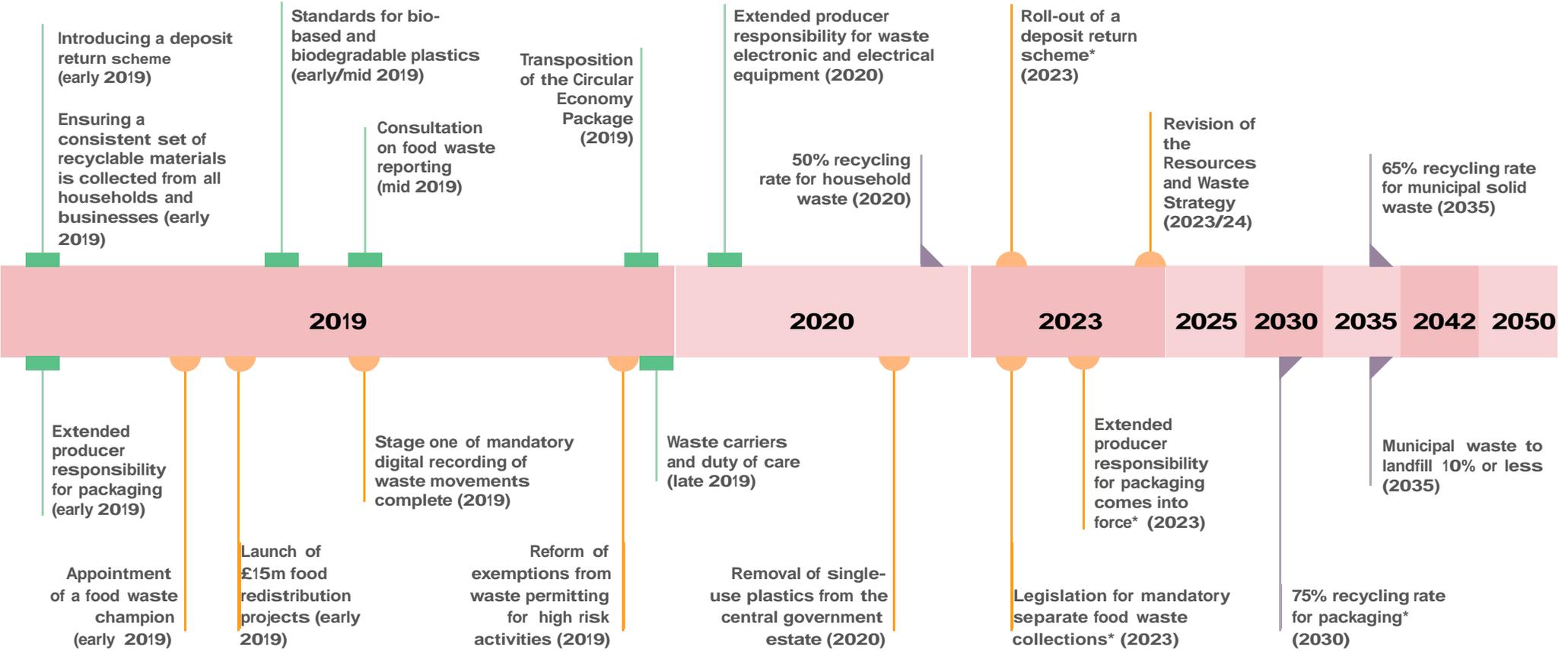
The terms of the Strategy aim to minimise waste and its impact on the environment; they will monitor:

1. Waste generation
2. Recycling
3. Landfilling
4. Illegal waste sites
5. Litter

Currently metrics are framed in tonnage terms, however they have stated that they are committed to moving away from weight-based to impact-based targets.

WRS: KEY MILESTONES

- Double resource productivity by 2050
- Eliminate avoidable waste of all kinds by 2050
- Eliminate avoidable plastic waste over the lifetime of the 25 Year Environment Plan
- Work towards eliminating food waste to landfill by 2030
- Work towards all plastic packaging placed on the market being recyclable, reusable or compostable by 2025



STRATEGIC AMBITIONS ▲

CONSULTATIONS ■

TARGETS ▼

KEY MILESTONE ●

*subject to consultation

Chapter 1: Sustainable Production

80% of the damage done to the environment from waste products can be avoided if more thoughtful decisions were taken, meaning that too many products are discarded before their useful life is over. The Strategy wants to encourage the adoption of resource efficient business models, such as:

-) Product service systems;
-) Hire and leasing;
-) Incentivised return;
-) Reuse; and
-) Product life extension

To drive the switch to a more circular economy based on resource efficient models, they will be focusing on:

-) Extended Producer Responsibility (EPR);
-) Sustainable material choices; and
-) Manufacturing processes which maximise resource productivity

a. EPR

The Strategy continues to use EPR as their main environmental approach to place extended responsibility on the producer for a product to its post-use stage. EPR is used to incentivise producers to design their products to enable reuse and be recyclable at their end of life, thus moving waste up the hierarchy and stimulating secondary markets. (See Annex B1)

Currently in the UK EPR schemes cover four waste streams; Packaging, End-of-life vehicles (ELV), batteries and accumulators and Waste Electrical and Electronic Equipment (WEEE).

Packaging

Plans to review the current EPR schemes are at the forefront of the priorities within the Strategy, and a framework to shape that review focuses on: having clear targets, objectives and responsibilities; producers to bear the full net cost of managing their products at the end of life; looking at modulated fees to encourage products which are easy to reuse, repair and/or recycle; and develop schemes which are easy for consumers to play their part. A consultation will start in January 2019 (currently not released) and be operational by 2023 (see timeframe set out in Annex B).

The packaging reform will look to incentivise design for greater reuse and recyclability. Currently less than a 10th of the costs of managing household packaging waste is covered by producers. The reform will look to change this and the full net costs will be covered. Subject to the results of the consultation this could include collection, recycling, disposal, reduction of littering and fly-tipping, communications, data collection and reporting, compliance monitoring and enforcement.

WEEE

A review of the effectiveness of the 2013 WEEE Regulations will take place in 2019 with views being sought by the end of 2020, which will then be incorporated into the findings on the EPR consultation.

Batteries

It is estimated that under the current scheme there are currently 320 million portable batteries which aren't being recycled every year in the UK. Consultation will take place before the end of 2020 on potential changes to the batteries regulations to resolve the imbalance in recycling of portable batteries.

End of Life Vehicles

Whilst in 2016, the overall recovery rate was 92% this fell short of the target of 95%. A review of the regulations is scheduled for 2021.

Extending EPR to other waste streams

By the end of 2025, consultations should have taken place on five other waste streams; textiles, bulky waste, certain materials in the construction and demolition sector, vehicle tyres and fishing gear.

b. Sustainable material choices

Introduction of a tax on plastic packaging with less than 30% recycled plastic

Subject to consultation, a tax on plastic packaging with less than 30% recycled plastic will be introduced from April 2022, to encourage manufacturers to produce more sustainable packaging and create greater demand for recycled material.

Reduce the environmental impacts of clothing

To achieve the overarching targets within the Strategy, it is recognised that material streams with the biggest environmental impact will need to be identified. Clothing represents the eighth largest sector in terms of household spending and the fourth biggest in terms of environmental impact, affecting the natural capital in many ways through water pollution, water use and microplastic shredding to name a few. Since 2011 a voluntary agreement, the Sustainable Clothing Action Plan (SCAP), has been working together to reduce their carbon and water footprints by 15%, waste to landfill by 15% and whole lifecycle waste by 3.5% by 2020. The results of SCAP will form part of the review and consultation on EPR for textiles.

c. Manufacturing processes which maximise resource productivity

The Strategy sets out an ambition to double resource productivity and manufacturing processes by 2050. To achieve this they aim to develop a model for realising resource efficiency savings by working with businesses through 'resource efficiency clusters'. This work will start with a review of the results being achieved in Local Enterprise Led (LEP), local authority and industry led clusters.

Work will also commence with the Green Construction Board to increase efficiency and minimise waste in the construction sector, by establishing a definition of zero avoidable waste and then developing a roadmap by 2020 for the sector.

Chapter 2: Helping consumers take more considered action

This chapter sets out a number of areas that are intended to help consumers choose more sustainable products or services. These include:

-) Extending product lifetimes through warranties and disclosure, through incorporating warranties into labels;
-) Amending waste regulations to enable Household Waste Recycling Centres (HWRCs) to perform a more effective role in resource efficiency by clarifying the duty in relation to reuse. They will also consider whether to set reuse targets;
-) Expand refill points on the City of Sea's free mobile app;
-) Consider the introduction of a Deposit Return Scheme (DPS). Consultation will look at how the scheme might sit alongside other measures to boost recycling and how it will operate; and
-) Government's commitment to remove single-use plastics from central government buildings by 2020 and review its procurement policies to strengthen sustainability and social value.

Chapter 3: Recovering Resources and Managing Waste

This chapter confirms Government's commitment to adopt the EU Circular Economy targets for recycling and landfill diversion for municipal waste; 65% recycling and no more than 10% to landfill by 2035; whilst reconfirming its intentions to move away from weight-based targets in the future. The Strategy recognises that household waste (45%) and business recycling rates have stalled and there has been insufficient action to drive better quantity and quality in recycling.

a. Better waste collection and recycling

To increase recycling and start to make progress, in addition to EPR and DPS, the Strategy aims to:

Households

-) Subject to consultation they aim to legislate to allow Government to specify a core set of materials to be collected by all local authorities and waste operators. Timings for introduction will be subject to discussions at spending review.
-) They will consult on which materials should comprise this core set, and which collection systems would be most effective at preserving material quality. The

consultation will be carried out in parallel with the consultation on reforms to the existing packaging waste regulations.

-) To support higher levels of recycling by local authorities they will also consult on whether introducing non-binding performance indicators for the quantity of materials collected for recycling and minimum service standards for recycling would support this outcome.

Businesses

Recycling rates in businesses are often lower than households – it frequently costs businesses more to separate packaging or food waste for recycling. They will take action, including, where necessary legislating, to ensure that businesses present recycling and food waste separately from residual waste for collection and publish or make available information on what is recycled.

Reducing greenhouse gas emissions from landfill by ensuring that every householder and appropriate businesses have a weekly separate food waste collection

Subject to consultation, they will legislate to ensure that this is in place from 2023. The consultation will also explore whether households with gardens should have access to free garden waste collections. New duties will be assessed to account for new burdens, and funded appropriately. Separate food waste collection also leads to higher yields of food waste collected than if it is captured mixed with garden waste.

Garden Waste

Garden waste sent to landfill can generate greenhouse gas emissions akin to those from food waste. They will consult on the provision of free garden waste collections for households with gardens and seek views on the impacts and costs for local authorities so these can be taken into account in assessment of new burdens. Garden waste can be treated by open windrow composting which avoids landfill and is cheaper for local authorities than landfill disposal.

Improving urban recycling rates, working with business and local authorities

Recycling rates for urban authorities are often lower than those of rural or suburban authorities. They plan to work with Metro Mayors, local authorities in urban areas and other relevant organisations and stakeholders to:

-) Review collection models for densely populated commercial and residential districts to improve recycling and reduce costs whilst maintaining frequency of collections needed to protect local amenity. This could include piloting shared domestic and business collection rounds or zoned collection services;
-) Engage with landlords and estate managers to promote recycling in houses in multiple occupation (HMOs) and other properties where they have responsibility for waste management arrangements;
-) Work to align the National Planning Policy for Waste and planning practice guidance with the Resources and Waste Strategy and continue to maintain building regulations guidance to support its objectives;

-) Work with transport hubs and other destinations such as hospitals and universities to promote effective and high quality recycling (including on-the-go).

Improving working arrangements and performance between local authorities, especially in 'two-tier' areas

-) Agree minimum standards for waste collection and recycling across England would reduce many barriers to joint working. It would also increase the quality and quantity of the materials collected for recycling and could increase the bargaining capacity of local authorities when selling secondary materials.
-) They will review the effectiveness of current arrangements for local authority waste management and joint working and make recommendations for improvement. As we leave the EU they also want to widen the performance measures we use and promote waste minimisation and better quality recycling. They will work with local authorities to develop new performance metrics for waste to complement and move beyond current weight-based targets to ones which recognise environmental benefits of sound waste management.

Investigating amending the recycling credit system used by two-tier authorities

Review of the recycling credits system to incentivise recycling. Depending on how packaging producer responsibility is reformed, recycling credits and two-tier cost sharing more generally will need to be reviewed.

Reviewing the Controlled Waste Regulations and Household Waste Recycling Centres to ensure they are delivering value for money

Review of the Controlled Waste Regulations that sets out charging arrangements for different categories of waste, including waste delivered to HWRCs, to ensure that they continue to be fit for purpose, and to investigate extending the role of HWRCs as necessary to have in place arrangements for the collection of hazardous household waste and textiles by 2025, subject to consultation and assessment of potential for new burdens. The review will also explore whether setting minimum service standards for HWRCs would be helpful.

b. Improved Waste Management

Residual Waste

Whilst Defra acknowledge that Energy from Waste (EfW) is better than landfill, they want to drive efficiency of EfW by encouraging the use of the heat the plants produce. However, they have also stated that they will consider the introduction of an incineration tax should recycling rates not increase.

Domestic Recycling Infrastructure

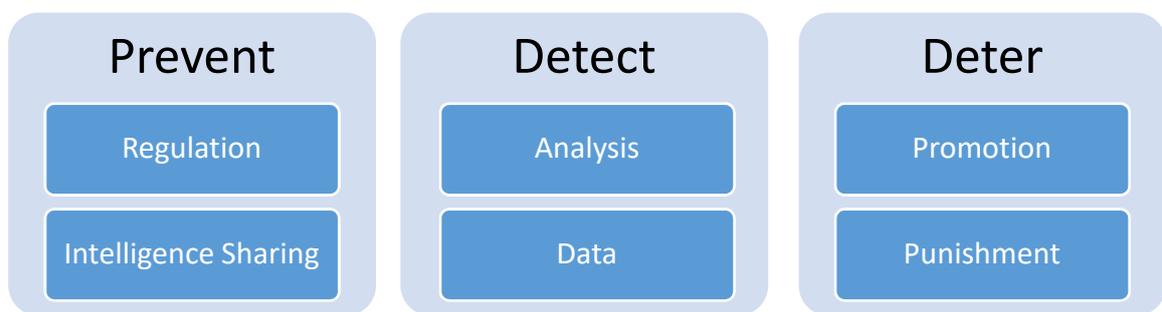
The Government is committed to spending £3billion by 2042, through the Waste Infrastructure Delivery Programme, to increase facilities to help improve recycling, such as Anaerobic Digestion plants.

Hazardous Waste

There will be a consultation in 2019 to consult on the approach on how the new requirements should be transposed; this will include reporting regimes and the application of how best to implement the waste hierarchy for hazardous waste and develop guidance on the best overall environmental option (BOEO) for hazardous waste.

Chapter 4. Tackling Waste Crime

This chapter builds on existing initiatives and contains some new and existing measures on the prevention, detection and deterrence of waste crime:



-) Fixed Penalty Fines from 7th January 2019 to enable EA and LAs to fine for breach of duty of care and can be varied to reflect the changing cost of waste disposal;
-) Consultation in 2019 on regulations governing Duty of Care, registration of waste carriers, brokers and dealers, hazardous waste and international shipments;
-) Consider introducing tax-registration status checks for people operating in the waste sector;
-) They will consult on their intention to legislate to make waste records, including international shipments, digital and mandatory;
-) They will create a Joint Unit for Waste Crime within the EA to strengthen intelligence sharing through a multi-organisations approach;
-) Consultation on a financial provision system requiring waste site operators to make an upfront payment based on the risk of the site being abandoned and requiring clean up;
-) Reforming the exemptions regime; and
-) Toughening penalties for waste crimes.

Chapter 5. Enough is enough: cutting down on food waste

A fifth of UK's carbon footprint is from food and drink consumed. To reduce this, the Strategy contains a number of measures such as:

-) A £15m fund launched in 2019 for pilots to reduce food by working with businesses and charities to redistribute surplus food;
-) Consult in 2019 on annual reporting of food surplus and waste by food businesses and on seeking legal powers for food waste targets and food distribution obligations;
-) Publication of a new food waste surplus and waste hierarchy along with guidance in 2020;
-) Review of food labelling regarding current recommendation around 'best before' dates for pre-packed food;
-) Appointment of a new Food Surplus and Waste 'Champion' in early 2019; and
-) Continued support for the existing Courtauld 2025 agreement.

Chapter 6: Global Britain-International Leadership

This chapter pulls together what actions will be required on both an international and national level; providing assurances that either the UK will maintain or possibly enhance EU environmental standards, in areas such as targets/metrics, plastics and the Chemical Strategy.

Chapter 7: Research and Innovation

This chapter explains that they have identified five 'areas of research interest' (ARIs) to support and invest to stimulate innovation; EPR, resource efficiency and circular economy, food waste, plastics and minimising environmental impacts. It does not however show how much research funding will be devolved to these areas.

Other areas covered include:

-) Call for evidence to develop standards for bio-based and bio-degradable plastics;
-) £20m for a Plastic Research and Innovation Fund;
-) £10m for a Plastic and Waste Investment Fund;
-) £10m to pioneer innovative approaches to boost recycling and reduce litter;
-) Continued funding for WRAP (£9.35m in 2018/19)

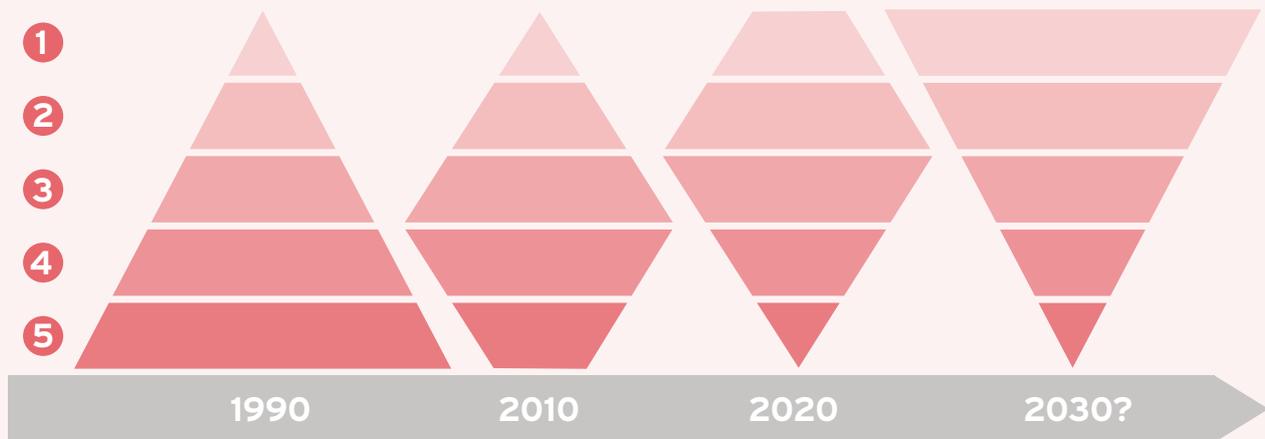
8. Measuring Progress, data, monitoring and evaluation

The Strategy acknowledges that there are currently shortcomings in waste data and proposes to address this by working with stakeholders, however it does not stipulate any specifics. It also sets out to look to move away from weight-based targets and reporting towards impact-based targets and reporting, focusing initially on carbon and natural capital accounting.

Whilst the Strategy sets out a wide range of indicators (see Annex C), it does also highlight that for some base line data doesn't exist. Defra however have committed to publishing a first update on progress against the indicators that do exist in 2019.

In terms of evaluation, an evaluation plan is scheduled to be published for Spring 2019 after various consultations have been held.

Evolution of Waste Management Practices: In the past, most waste was dealt with by disposal, but over time that will shift increasingly to recycling, reuse and ultimately prevention.



1 Prevention

Using less material in design and manufacture. Keeping products for longer; reuse. Using less hazardous materials.

2 Preparing for reuse

Checking, cleaning, repairing, refurbishing, whole items or spare parts.

3 Recycling

Turning waste into a new substance or product. Includes composting if it meets quality protocols.

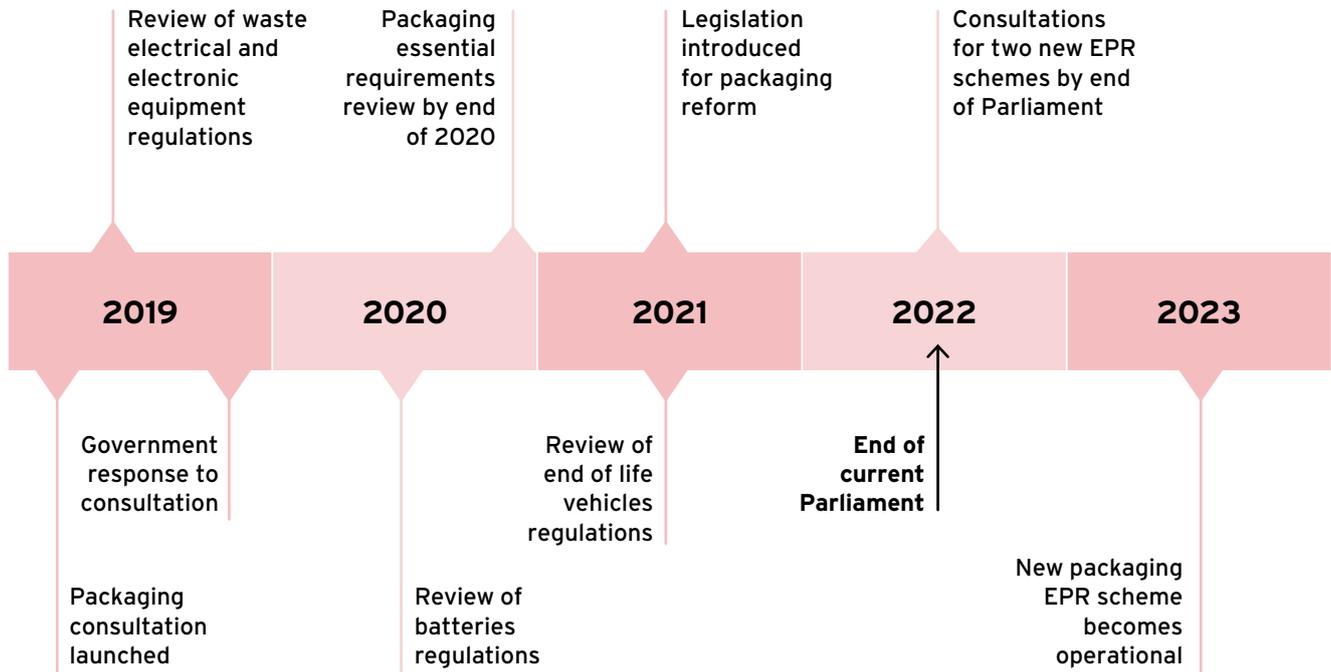
4 Other recovery

Includes anaerobic digestion, incineration with energy recovery, gasification and pyrolysis which produce energy (fuels, heat and power) and materials from waste; some backfilling.

5 Disposal

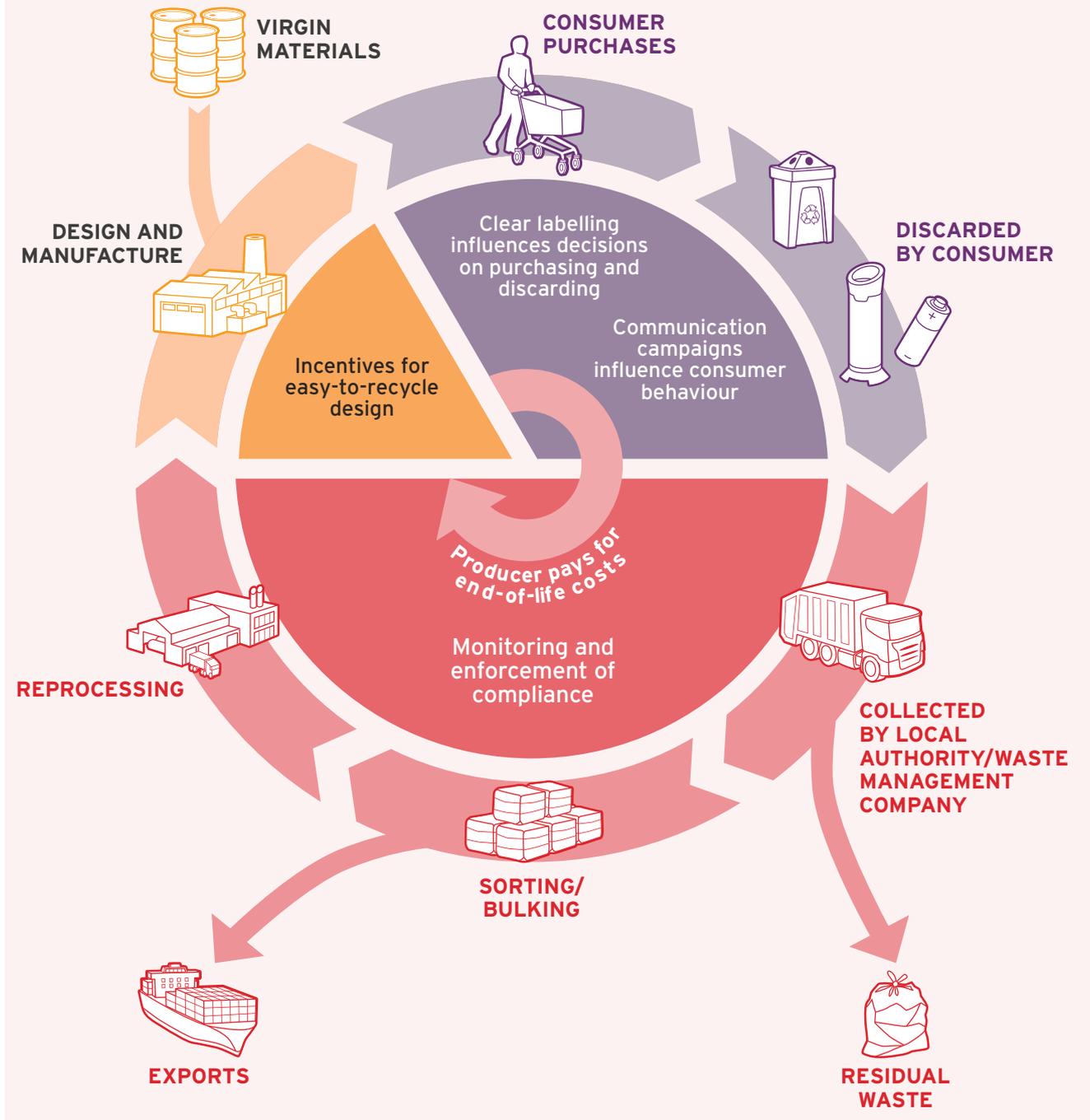
Landfill and incineration without energy recovery.

EXTENDED PRODUCER RESPONSIBILITY TIMELINE



Indicative timeline only

EXTENDED PRODUCER RESPONSIBILITY



For all EPR schemes, we will put in place appropriate risk-based monitoring and effective enforcement to ensure compliance by all obligated parties, and structure the chosen models to minimise the opportunity for fraud. We will work with producers to ensure that there is a level playing field, so that no one can gain an unfair or illegal advantage.

Figure 8.1: Indicator Framework for Monitoring the Resources and Waste Strategy

