GMCA Waste and Recycling Committee

Date: 14th October 2020

Subject: England's Resource and Waste Strategy Update – Part A

Report of: Sarah Mellor, Head of Sustainable Consumption and Production, Environment Team

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PURPOSE OF REPORT

The purpose of the report is to provide an update on recent Government publications and update the Committee on work that is on-going in preparation for the second round of public consultations on England's Resources and Waste Strategy.

RECOMMENDATIONS:

The Committee is recommended to:
1. Note the principles set out in DEFRA's Resources and Waste Management Strategy: Evaluation Plan;
2. Approve the proposed response to the Waste Management Plan for England consultation; and
3. Note the work that is on-going in preparation for the second round of consultations on England's Resources and Waste Strategy.

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Risk Management – considered in the body of the report
Legal Considerations – considered in the body of the report
Financial Consequences – Revenue – considered in the body of the report
Financial Consequences – Capital – considered in the body of the report

Number of attachments included in the report: 1
Appendix A – Draft Response to the Waste Management Plan

BACKGROUND PAPERS:

- o [England's Waste and Resource Strategy: Evaluation Plan](#)
- o [Waste Management Plan for England](#)
- o [A framework for greater consistency in household recycling in England](#)

TRACKING/PROCESS	
Does this report relate to a major strategic decision, as set out in the GMCA Constitution	Yes
EXEMPTION FROM CALL IN	
Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?	No

GM Transport Committee	Overview & Scrutiny Committee	

1. INTRODUCTION

1.1 On 18th December 2018 Government published its long awaited Our Waste, Our Resources: A Strategy for England, which in the main sets out Government's interpretation of the European Union's (EU) Circular Economy (CE) package (EUCEP).

1.2 Following the publication, four consultations were released on 18th February 2019, covering:

- Consistent Collections;
- Extended Producer Responsibility (EPR);
- Deposit Return Scheme (DRS); and
- Plastic Packaging Tax

1.3. Whilst the second round of consultations are still awaited in the above areas, Defra have released two further documents; the Strategy's Evaluation Plan and the Waste Management Plan, which includes a Strategic Environmental Assessment (SEA) relating to the Plan. Wrap have also released 'A framework to greater consistency in household recycling in England' which provides a real insight into the direction of the next round of public consultation in relation to consistent collections.

2. RESOURCE AND WASTE STRATEGY: EVALUATION PLAN

2.1 The Evaluation Plan sets out how Defra intend to evaluate the impact England's Resources and Waste Strategy and focuses on the following key areas:

- Extended Producer Responsibility (EPR) – Packaging;
- Deposit Return Scheme (DRS);
- Consistency;
- Waste crime and poor performance;
- Impact of actions on the use and waste of plastics; and
- Overall impact of the Strategy.

and follow the evaluation principles set out below:

- High quality, rigorous and robust;
- Independent of influence;
- Inclusive of stakeholders, not only as participants in the delivery phase but also in the development of the scoping and design phases;
- Transparent and open to scrutiny;
- Proportionate, both in terms of time and money;
- Flexible and appropriate for complex situations; and
- Inclusive of an economic evaluation, if appropriate.

2.2 Upon setting secondary legislation there is now a duty to include a statutory review position when the legislation has an effect on business. This means that a lot of the Strategy's commitments will be subject to a 'Post Implementation Review (PIR)' to establish whether:

- A measure has achieved its original objectives;
- These objectives remain appropriate;
- The measure is still required;
- It remains the best opinion for achieving those objectives; and
- Objectives could be achieved in a way which involves less onerous regularly provision in order to reduce burden on business and/or increase overall societal welfare

2.3   Reviews will be undertaken every 5 years, the first being 5 years after the regular measure comes into force.

2.4   PIR guidance suggests that evaluation should focus on assessing the extent to which the goals set out in the Regulatory Impact Assessment (RIA) have been achieved in actuality and whether any unintended consequences have occurred. (https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/726992/producing-post-implementation-reviews-pir.pdf)

2.5   **Monitoring**

As there are over 100 commitments within the Strategy it is not Government's intention to monitor them all, just the major policies. However, the suite of monitoring indicators will include:

- Resource productivity;
- Reducing greenhouse gas emissions;
- Reducing waste production;
- Increasing recycling;
- Reducing landfill; and
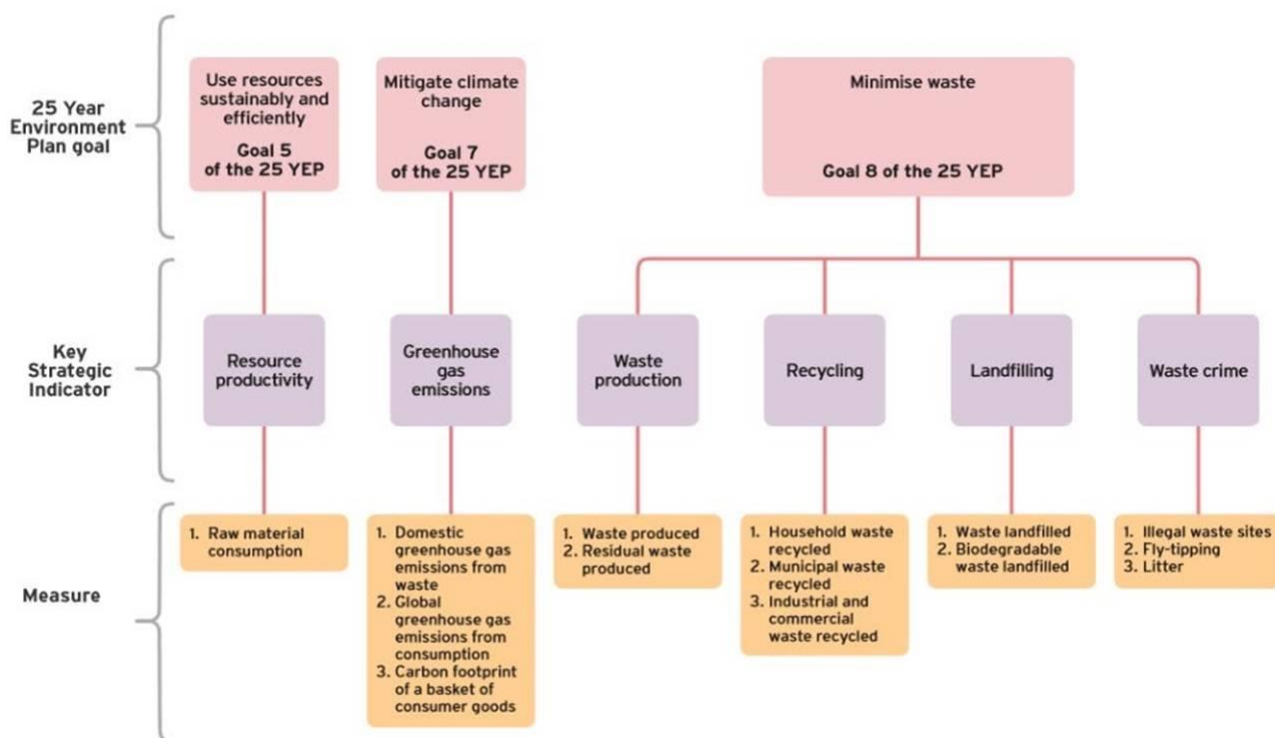- Eliminating waste crime.

2.6   The monitoring regime aligns not only to the Strategy but also with 3 goals within the 25 year Environment Plan:

Goal 5: Use resources sustainably and efficiently;
Goal 7: Mitigate Climate Change; and
Goal 8: Minimise Waste.

2.7   The diagram below shows the goal, the key strategic indicators and what measures will be used to measure the impact on that goal.

25 Year Environment Plan goal	Use resources sustainably and efficiently Goal 5 of the 25 YEP	Mitigate climate change Goal 7 of the 25 YEP	Minimise waste Goal 8 of the 25 YEP			
Key Strategic Indicator	Resource productivity	Greenhouse gas emissions	Waste production	Recycling	Landfilling	Waste crime
Measure	1. Raw material consumption	1. Domestic greenhouse gas emissions from waste 2. Global greenhouse gas emissions from consumption 3. Carbon footprint of a basket of consumer goods	1. Waste produced 2. Residual waste produced	1. Household waste recycled 2. Municipal waste recycled 3. Industrial and commercial waste recycled	1. Waste landfilled 2. Biodegradable waste landfilled	1. Illegal waste sites 2. Fly-tipping 3. Litter

2.8 Additional indicators will also include and are not highlighted above:

- Work towards zero food waste to landfill by 2030, while exploring policies to achieve zero biodegradable waste to landfill by the same date;
- Double resource productivity by 2050;
- Zero avoidable plastic waste over the lifetime of the 25 year Environment Plan;
- Zero avoidable waste by 2050;
- Work towards all plastic packaging placed on the market being recyclable, reusable or compostable by 2025;
- UN Sustainable Development Goal 12.3 target: To halve global food waste at consumer and retails levels by 2030; and
- EU Circular Economy Targets:
  - Recycle: 55% municipal waste by 2025, 60% by 2030 & 65% by 2035
  - Reduce landfill to a maximum of 10% municipal waste by 2035
  - Recycle 65% pf packaging waste by 2025 and 70% by 2030.

2.9 These indicators will aid the shaping of Greater Manchester's 'Zero Waste' Strategy and ensure that there is a consistent approach to data that is collected to measure the impact of both strategies.

3. WASTE MANAGEMENT PLAN FOR ENGLAND

3.1 Whilst England's Waste and Resources Strategy sets out the vision, the Waste Management Plan for England focuses on waste arisings and their management. The Plan is a high level document and provides an analysis of the current waste management situation in England

and evaluates how the Plan will support the implementation of the objectives and provisions of the Waste (England and Wales) Regulations 2011.

3.2   The Plan, which must be reviewed every six years, aligns with the changes to the National Planning Policy Framework and the Resources and Waste Strategy. The relationship between the strategy and plans is set out below.

3.3   The updated Plan incorporates all the requirements to be made by the transposition of the Circular Economy Package and looks to bring all current waste management policies under one umbrella and covers the following areas:

- Waste arisings (Household, Commercial and Industrial (C&I), Construction, Demolition and Excavation (CDE), Hazardous and waste which is imported and exported);
- Waste Services (recycling, separate collection of bio-waste, arrangements for hazardous, C&I, CDE, business and marine waste, EPR including packaging prevention of littering);
- Infrastructure;
- Proximity principle; and
- Waste Planning.

3.4   Sitting alongside this Waste Management Plan is an independent Strategic Environmental Assessment which evaluates whether the Plan, if implemented will have a positive, neutral or negative impact on the environment. The conclusion of that assessment is that no measures within the Plan will have a negative impact on the environment and in most cases, the Plan, if implemented will have a positive impact.

3.5   Upon publishing the Plan and SEA, a short online consultation was released which required submission by 15th October. The purposed response to the consultation is set out at

Appendix A of the report, which the Committee is requested to consider and approve for submission.

4.   WRAP: A FRAMEWORK FOR HOUSEHOLD RECYCLING CONSISTENCY FOR ENGLAND

4.1   Prior to publication of England's Resource and Waste Strategy the Waste and Resources Action Programme (WRAP) published 'A framework for household recycling consistency' which set out the following principles:

   a)   All households to be able to recycle the same core set of materials

   Eight core waste streams (plastics including bottles and packaging such as pots, tubs & trays)), metal packaging, glass bottles and jars, paper, card, food and drinks cartons and food) make up 60% of waste collected from households. These are the same waste streams in the first consultation and there's a possibility that plastic bags and film will also be added either straight away or later through a phased approach;

   b)   Fewer Collection and Sorting Systems

   WRAP's research with industry and stakeholder engagement identified three collection systems on the basis of cost and performance, material quality and household satisfaction. The framework states that dry recycling capacity should be equivalent to at least 120 litres per week and residual waste capacity should be restricted to a maximum of 120 litres per week and collected on a fortnightly basis. See diagram below; and

Multi-stream with separate food	Two-stream (fibres separate) with separate food	Co-mingled with separate food
Residual waste (up to a maximum equivalent of 120 litres weekly)	Residual waste (up to a maximum equivalent of 120 litres weekly)	Residual waste (up to a maximum equivalent of 120 litres weekly)
Minimum of 120 litres collected weekly	Minimum equivalent of 120 litres weekly	Minimum equivalent of 120 litres weekly
Plastics, metals and cartons / Glass and card* / Paper	Plastics, metals, cartons and glass / or Paper and card	Plastics, metals, cartons, glass, paper and card**
Food	Food	Food
Plastics, metals, cartons, glass, card, paper and food	Plastics, metals, cartons, glass, card and paper / Food	Plastics, metals, cartons, glass, card and paper / Food

*Glass and card would be presented in the same box but separated into different compartments on the vehicle. In flatted properties card and paper could be collected together. Glass would be collected as a separate stream.
** The advice from reprocessors is that glass and paper are collected separately to maintain material quality.

c) A common container colour system

Common colours and containers has been identified as the next step in public engagement to simplify both national and local communications.

4.2 Having reviewed the responses to the first consultation and this framework, it seems extremely likely that the framework will continue to form the main basis of the second consultation.

4.3 Whilst the Greater Manchester collection system is more closely aligned with the two-stream options there are still significant changes that would need to be made around food, frequency of services and a common container colour system.

4.4 With the second round of consultation expected between January – March next year, work is being commissioned to quantify the financial, resource and environmental impacts of the collection systems proposed should they be placed in secondary legislation. The Committee is recommended to note and agree that further modelling of possible scenarios continue to be undertaken so that an in-depth evidence based response to the second round of consultations can be developed.

Appendix A – Draft Response to the Waste Management Plan

1. **Will the draft Waste Management Plan for England – when combined with the local specific guidance in waste planning policy – meet the requirements of Schedule 1 of the Waste (England & Wales) Regulations 2011? Agree/Disagree, if you disagree please state why**

    Agree

2. **Do you agree with the conclusions of the Environment Report?**

    Yes, in principle, however to deliver the ambitions within the Plan and Waste Strategy, a considerable amount of infrastructure is required as well as behavioural change on local authorities, businesses and consumers.

3. **Do you have any evidence to support your view?**

    As evidenced within the SEA assessment under 4.5 of the report there are a considerable amount of uncertainties to the environmental impact of the Plan. Please see Question 4.

4. **Do you agree with the following statement 'There will be no additional burdens for businesses, consumers & local authorities arising directly from the adoption of the Plan. If you disagree, why?**

    Disagree.

    Businesses:
    Whilst large organisations have waste management contracts in place, SME's generally are struggling to get affordable recycling contracts in place. The move to a circular economy, is the right direction of travel, but could also place negative economic burdens on small business, and as outlined in the SEA assessment the full environmental and economic impact of adopting a circular economy is not known. With the introduction of EPR, it is also unknown what impact this will have on businesses and waste management infrastructure and could place additional financial burdens on all sectors.

    Local Authorities:
    As a waste disposal authority who currently uses IVC technology for Greater Manchester's bio-waste, alternative technologies would be required to move to separate food and waste collection services. Delivering separate services would also require additional vehicles and potentially additional depots and transfer loading stations, all of which would place additional burdens on collection and disposal authorities.
    The introduction of EPR will also see a change in packaging which, in turn, could mean that current MRF's need to be modified which will also place an additional burden on local authorities.

Consumers

Either through the changes in packaging through EPR or the changes made to collection regimes, with separating recycling waste streams will place additional burdens on consumers, both financially as existing product costs could increase to help finance EPR and through local tax increases to meet Government's consistency agenda.