

# FAREHAM

## BOROUGH COUNCIL

### Report to the Executive for Decision 01 April 2019

<b>Portfolio:</b>	Streetscene
<b>Subject:</b>	<b>Government Consultation: Resources and Waste Strategy</b>
<b>Report of:</b>	Head of Streetscene
<b>Corporate Priorities:</b>	Protect & Enhance the Environment

**Purpose:**

To inform the Executive about the Government's Waste and Resources Strategy and to agree how the Council will respond to the related consultations.

**Executive summary:**

The Government published its Resources and Waste Strategy for England on 18 December 2018. The Strategy sets out how the country will preserve material resources by minimising waste, promoting resource efficiency and moving towards a circular economy. The aim is to achieve a recycling rate in England of 65% by 2035.

Four consultations relating to the strategy were released by DEFRA on 18 February 2019, with a 12-week consultation period. They cover Deposit Return Schemes (DRS); Extended Producer Responsibility(EPR); Consistency in collection; and the proposed tax on plastic packaging. A summary of the key proposals is included in the report.

There are a total of 286 questions across the four separate consultation documents. These cover a very wide range of varied and complex issues that affect both local authorities and business. The deadline for submitting the responses to the consultations is 13 May 2019, except for the plastics tax consultation, which is 12 May 2019.

Given the timescales and the range of issues, the proposal is to seek Executive approval to delegate authority to the Head of Streetscene, following consultation with the Executive Member for Streetscene, to prepare and submit the response from the Council.

All Members were invited to attend the Streetscene Scrutiny Panel meeting on 14 March 2019 which considered the Resources and Waste Strategy consultations.

The Members' comments from the meeting have been collated and attached to this report as Appendix A and will be incorporated into the Council's response to the consultations.

**Recommendation/Recommended Option:**

It is recommended that the Executive agrees to delegate authority to the Head of Streetscene, following consultation with the Executive Member for Streetscene, to submit the response to the consultations on behalf of the Council.

**Reason:**

To ensure the Council provides a robust response to the four consultations by the published deadline.

**Cost of proposals:**

There are no costs associated with the recommendation.

**Appendices:**                      **Appendix A: Streetscene Scrutiny Panel Comments**

**Background Papers:**

Government Consultation on Resources & Waste Strategy – Streetscene Scrutiny Panel – 14 March 2019

**Reference Papers:**

Our Waste, Our Resources: A Strategy for England – 18 December 2018

Consultation on Reforming the UK Packaging Producer Responsibility System – 18 February 2019

Consultation on Introducing a Deposit Return Scheme in England, Wales and Northern Ireland – 18 February 2019

Consultation on Consistency in Household and Business Recycling in England – 18 February 2019

Plastic Packaging Tax Consultation – 18 February 2019

# FAREHAM

## BOROUGH COUNCIL

### Executive Briefing Paper

<b>Date:</b>	01 April 2019
<b>Subject:</b>	Government Consultation: Resources and Waste Strategy
<b>Briefing by:</b>	Head of Streetscene
<b>Portfolio:</b>	Streetscene

#### INTRODUCTION

1. The Government published its Resources and Waste Strategy for England on 18 December 2018. The Strategy sets out how the country will preserve material resources by minimising waste, promoting resource efficiency and moving towards a circular economy. The strategy covers a broad range of topics and the proposals which are most likely to directly impact upon local government are summarised in this report.
2. Four consultations relating to the strategy were released by DEFRA on 18 February 2019 with a 12-week consultation period. They cover Deposit Return Schemes (DRS); Extended Producer Responsibility (EPR); Consistency in collection; and the proposed tax on plastic packaging. This report provides an overview of the consultations and sets out how the Council will respond.

#### RESOURCES & WASTE STRATEGY

3. The strategy document is made up of 8 chapters covering a wide range of topic areas. A key strategic aim is the government's commitment to the EU Circular Economy package, which it signed up to in March 2018. This includes meeting targets for recycling municipal waste as follows:
  - 55% by 2025
  - 60% by 2030
  - 65% by 2035
4. A summary of the key issues that impact on local authorities is as follows.
  - Introduction of Deposit Return Scheme (DRS) for single use drinks containers (subject to consultation).
  - Extension of the Extended Producer Responsibility (EPR) scheme. Producers of

packaging will have to pay 100% of the costs of everything related to packaging waste. The costs of managing packaging waste will be funded by industry from the EPR system. This will see industry pay higher fees if their packaging is harder to reuse or recycle and will encourage sustainable design. The government estimate is that EPR for packaging will raise between £800 million and £1 billion a year for recycling and disposal (subject to consultation).

- New legislation specifying a core set of materials to be collected by local authorities (Subject to consultation on what the core materials will be and how they will be collected).
- Non-binding targets for recycling that account for local authorities' different circumstances.
- Minimum service standards for recycling (subject to consultation).
- Provision of free garden waste collections (subject to consultation).
- Mandatory separate food waste collections by 2023 (subject to consultation).
- Move away from weight-based targets to impact-based, with a focus on natural capital and greenhouse gas emissions. The indicators in the strategy are weight-based ones - total waste generated, residual waste per person, recycling rates and tonnes to landfill (subject to consultation).
- Goal for minimum 65% of municipal waste by weight to be recycled by 2035, with no more than 10% in landfill.
- A review of the effectiveness of current arrangements of local authority waste management and joint working will make recommendations for improvement, such as greater joint working between two tier authorities, or sharing of assets for handling household and commercial waste.
- Review recycling credits and two-tier cost sharing (dependent on implementation of EPR).
- Review Controlled Waste Regulations in relation to charging at recycling centres, (subject to consultation).
- No incineration tax, but not ruling one out in the future if reduction and recycling performance doesn't improve.
- Local authorities will receive additional resource to meet new net costs arising from the policies set out in the strategy once implemented. Including both net up front transition costs and net ongoing operational costs (likely to be funded through EPR).
- Through the Waste Infrastructure Delivery Programme. The Government is committed to spending £3bn by 2042 on developing new waste infrastructure, including facilities to help improve recycling such as Anaerobic Digestion(AD) plants for processing food waste.

## CONSULTATIONS

5. Many of the proposals set out in the Resources and Waste Strategy are subject to consultation. The Government published a 12-week consultation period on Deposit Return Schemes; Extended Producer Responsibility; Consistency in collection; and a tax on plastic packaging, on 18 February 2019.
6. The following provides a summary of the consultations:
7. **Extended Producer Responsibility (EPR)** The proposal is for businesses to bear the full net cost of managing the packaging they handle or place on the market at the end of life. This should include the cost of collection, recycling, disposal, the clear-up of littered and fly tipped packaging, and communications relating to recycling and tackling littering.
8. Fees raised from obligated businesses will be used to support the management of packaging waste and the achievement of agreed targets and outcomes. This is to include the collection of a common set of packaging materials for recycling across the UK.
9. The proposed definition of full net cost covers:
  - Collecting and transporting household/household-like packaging waste for recycling
  - Sorting and treatment of household/household-like packaging waste (where required) for recycling. The income obtained from the sale of recyclable materials would be netted off
  - Treating/disposing of any packaging disposed of in the residual waste stream
  - Providing information to consumers on recycling packaging waste and anti-littering
  - Clean up of littered and fly-tipped packaging items
  - The collection, collation and reporting of relevant packaging and waste management data (including litter and fly-tipping)
10. **Deposit Return Scheme (DRS)** DEFRA is consulting on two different options for a DRS. The government suggest this could drive up the recycling of an estimated three billion plastic bottles which are currently incinerated, sent to landfill or left to pollute streets, countryside and the marine environment.
11. The first option, known as the 'all-in' model, would target a large amount of drinks beverages placed on the market, irrespective of size.
12. The second option, known as the 'on-the-go' model, would restrict the drinks containers in-scope to those less than 750ml in size and sold in single format containers. This model would target drinks most often sold for consumption outside of the home (while 'on-the-go').
13. **Plastic Packaging Tax** – At the 2018 Budget, the government announced that from April 2022 it would introduce a world-leading new tax on the production and import of plastic packaging with less than 30% recycled content, subject to consultation.

14. The government's call for evidence on single-use plastic waste last year highlighted that recycled plastic is often more expensive than new plastic, despite its lower environmental impacts. The Government wants to shift the economic incentives involved in the production of more sustainable plastic packaging, encouraging greater use of recycled plastic and helping to reduce plastic waste.
15. The government is now seeking views on proposals for how the tax will work. For example, which packaging should be in scope of the tax, how to assess recycled content, and which businesses will be liable for the tax.
16. The consultation sets out the policy proposals for the plastic packaging tax and seeks views on its design to ensure it is introduced in a way that best meets its objectives while minimising burdens on business and includes over 50 specific questions on the following areas:
  - defining products within the scope of the tax
  - setting a threshold for recycled plastic content
  - the approach to rates
  - the precise point at which the tax is charged and who will be liable to pay
  - how to minimise administrative burdens for the smallest operators and/or low volumes of production or import
  - the treatment of imports and exports
  - promoting compliance and preventing opportunities for tax avoidance or evasion
  - how business can demonstrate the recycled content of their products in a robust way without introducing unnecessary administrative burdens
17. **Consistency in Household and Business Recycling Collections in England** – The consultation on consistency will look to see all councils collect the same materials with an indication from Defra that aluminium foil, pots, tubs and trays are likely to be the sort of the things the public want to be collected as part of the Council's service offering.
18. In addition, weekly food waste collections are proposed as is a free garden waste collection. (WRAP has calculated that if all local authorities collected garden waste for free this would contribute 4% to the recycling rate).
19. The consultation covers 20 different proposals to be considered by the government. The following provides a brief synopsis of the proposals:
  - 1) All authorities in England to collect a core set of recyclable materials at kerbside from flats and houses.
  - 2) The core set of materials will be glass bottles and containers, paper and card, plastic bottles, plastic pots tubs and trays, and steel and aluminium tins and cans.
  - 3) The core set of materials should be regularly reviewed by government and, if appropriate, expanded over time.
  - 4) By 2023 to legislate for local authorities to provide all kerbside properties and flats with access to at least a weekly separate collection service for food waste,

including provision of containers and liners.

- 5) Provide funding and support to local authorities to help put in place the necessary collections infrastructure.
- 6) It would be desirable for local authorities that have contractual commitments with In-Vessel Composting (IVC) facilities, which needs mixed garden and food waste, to require separate presentation of food waste but then be able to mix it with garden waste for treatment purposes. This is because evidence compiled by DEFRA shows that separate presentation of food waste leads to higher yields.
- 7) Households generating garden waste should be provided with access to a free collection service. If introduced, this would be a minimum fortnightly collection service of a 240-litre capacity container (either bin or sack). Local authorities may provide additional capacity or more frequent services and would be able to charge for this additional provision.
- 8) In addition to the new core set of materials that will be required to be collected, the government propose to promote separate collection of materials, where this is feasible, which can help to improve quality. The proposal is to amend the law to clarify this which will include statutory guidance on minimum service standards to help local authorities and waste operators in decision making on separate collections.
- 9) Assuming a core set of materials must be collected for recycling, the government welcomes views on whether England should move to standardised waste container colours for those materials, together with residual waste, food and garden waste.
- 10) Statutory guidance on the minimum service standards to which local authorities will be required to have regard (detail of this guidance will be subject to consultation).
- 11) Continue support for Recycle Now and the tools produced by WRAP to help local authorities to communicate effectively on recycling.
- 12) Work with local authorities and others to improve transparency of information available to householders on the end destination for household recycling.
- 13) Comments on end markets for recyclable material.
- 14) The Proposal is to develop a set of non-binding performance indicators for local authorities to use to monitor waste management and recycling and to highlight where services can be improved to deliver higher recycling and minimise waste. In addition to the headline household recycling rate for the local authority the government propose four additional indicators covering the yields of dry recycling, food waste for recycling, garden waste for recycling, and residual waste. The government would also work with local authorities to develop these and other indicators to reflect areas such as quality or contamination levels and service delivery.
- 15) Look at metrics that can sit alongside weight-based metrics and will work with interested parties to develop these as set out in the Resources and Waste Strategy.

- 16) Support and enable greater collaboration and partnership working between authorities where this would accelerate the move to consistent collections and improve recycling and delivery of services.
- 17) Increase recycling from businesses and other organisations that produce municipal waste. The government think the most effective way of doing this would be to legislate so that these establishments have to segregate their recyclable waste from residual waste so that it can be collected and recycled by waste operators.
- 18) Where a business, public body or other organisation produces sufficient quantities of food waste it is proposed to legislate for this to be separated from residual waste and arrangements made for it to be collected and recycled.
- 19) If 18 is adopted, the government proposes to support businesses, public sector and other organisations to make the transition. In particular the government would like to find ways to reduce the impact on small and micro businesses.
- 20) The government proposes to work with waste producers and waste collectors in the non-household municipal sectors to improve reporting and data capture on waste and recycling performance of businesses and other organisations.

## **RESPONSE TO THE CONSULTATIONS**

20. There is a total of 286 questions in the four separate consultation documents. These cover a very wide range of varied and complex issues that affect both local authorities and business.
21. The deadline for submitting the responses to the consultations is 13 May 2019, except for the plastics tax, which is 12 May 2019.
22. Project Integra will respond on behalf of the waste management partnership that represents all local authorities in Hampshire. Fareham Borough Council, will take account of the responses prepared by Project Integra but will submit a separate response to the four consultations.
23. Given the timescales and the range of issues, the proposal is to seek Executive approval to delegate authority to the Head of Streetscene, following consultation with the Executive Member for Streetscene, to prepare and submit the response on behalf of the Council.
24. It is important that the comments and views of members inform the Council's response to the consultation. However, covering all 286 questions and coordinating a response within the prescribed timescale would be impracticable.
25. Therefore, the intention is to focus on the proposals in the Consistency in Household and Business Recycling Collections document as they are the most relevant to the service arrangements currently delivered by this Council. Ultimately, if they are introduced by the government, this will result in a significant change to the way residents are required to manage their waste and recycling.
26. All Members were invited to attend the Streetscene Scrutiny Panel meeting on 14 March 2019. Following an introduction to the Waste & Resources Strategy and the four consultations, the meeting focused on the proposals in the Consistency in Household and Business Recycling Collections consultation.



27. The comments and views of the Members at the meeting of the Streetscene Scrutiny Panel have been collated and are attached as Appendix A to this report.
28. A provisional date for an additional Streetscene Panel meeting has been set for 25 April 2019. This meeting will be held if Members feel that they need another opportunity to comment on the proposals in the four consultations.

## **CONCLUSION**

29. This report provides a high-level overview of the proposals set out in the Resources and Waste Strategy recently published by the Government. It also provides an overview of the four consultations that are currently out and require a response submitted by 13 May 2019, except for the plastics tax, which is 12 May 2019.
30. Project Integra will respond on behalf of the waste management partnership that represents all local authorities in Hampshire. Fareham Borough Council, will take account of the response prepared by Project Integra but will submit a separate response to the four consultations.
31. Members have had an opportunity to comment on the proposals at the Streetscene Scrutiny Panel meeting on 14 March 2019. A provisional date for an additional Streetscene Scrutiny Panel meeting has been set for 25 April 2019. This meeting will be held if Members feel that they need another opportunity to comment on the proposals in the four consultations.

## **Enquiries:**

For further information on this report please contact Mark Bowler. (Ext 4420)