

NORTH LONDON WASTE AUTHORITY

REPORT TITLE:

CONSULTATIONS AND POLICY UPDATE

REPORT OF:

HEAD OF OPERATIONS

FOR SUBMISSION TO:

AUTHORITY MEETING

DATE:

5 April 2017

SUMMARY OF REPORT:

This report provides the regular update on consultations and policy issues which have the potential to impact on Authority operations or activities. The report principally provides details of the government's industrial strategy green paper to which a draft Authority response is provided for Member consideration and approval. It also addresses the LB Enfield consultation on the Enfield Leaside Area Action Plan.

RECOMMENDATION:

The Authority is recommended to:

- i) approve the draft Authority response to HM Government's 'Building our Industrial Strategy', Green Paper – Appendix 2; and
- ii) delegate authority to the Head of Operations, in consultation with the Chair, to submit a response to LB Enfield's consultation on the Enfield Leaside Area Action Plan.

SIGNED: _____ **Head of Operations**

DATE: 24 March 2017

1. PURPOSE AND STRUCTURE OF REPORT

- 1.1 The Consultations and Policy Update report is a regular report which provides an update for Members on consultations and policy issues that are relevant to the Authority such that the proposals have the potential to affect the Authority's operations and/or costs. The report additionally seeks approval for responses where appropriate.
- 1.2 For this particular report the Authority's interest is in the government's industrial strategy green paper entitled 'Building our Industrial Strategy' and referred to in this report as the 'industrial strategy'. A draft response to the consultation is attached at Appendix 2 for Member consideration and recommended Authority approval (section 2) and the proposed Enfield Leaside Area Action Plan (Section 3).

2. THE GOVERNMENT'S INDUSTRIAL STRATEGY GREEN PAPER

- 2.1 The February Authority meeting consultations and policy update report noted the publication of the industrial strategy green paper and that a full draft response would come to this Authority meeting.
- 2.2 Officers presented the headline aspects of the Green Paper to the February MRWG and circulated a draft response to borough officers for comment as attached at Appendix 2 in early March. Those boroughs that have replied have been supportive; none have expressed any reservations.
- 2.3 The objective of the draft UK industrial strategy is "to improve living standards and economic growth by increasing productivity and driving growth across the whole country." The foreword from the Prime Minister and the introduction from the Secretary of State for Business, Energy and Industrial Strategy (BEIS) set the industrial strategy in the context of the country's planning for its future outside of the European Union.
- 2.4 The government has identified ten pillars of thought and policy for the strategy which they consider, based upon evidence, will drive economic growth. These pillars are set out at Appendix 1 to this report.
- 2.5 The industrial strategy addresses such issues as the need to invest in filling skills gaps, regional variations in industrial productivity, improving procurement and encouraging trade and inward investment. In the context of NLWA's duties and activities it also references:
 - securing economic benefits from the transition to a low-carbon and resource-efficient economy in the context of energy production (page.20);
 - promoting free trade to allow UK businesses to globally access cheap and quality raw materials and other inputs they need (page.79); and
 - reducing raw material demand and waste in our energy and resource systems and promoting well-functioning markets for secondary materials and new disruptive business models in a future 25-year Environment Plan (page.91).

- 2.6 However, the industrial strategy makes no mention of waste, includes no direct references to the concept of the Circular Economy or any mention of society's need to manage physical resources better due to the finite nature of natural resources and the potential constraint that resource limitations could place upon long term economic growth. Accordingly the Authority's response focuses on these omissions. The position paper on Brexit and the circular economy that the Authority approved September 2016 (along with the other five joint waste disposal authorities) is appended to the draft response.

3. ENFIELD LEESIDE AREA ACTION PLAN

- 3.1 Edmonton Leaside is in the south eastern corner of the London Borough of Enfield and includes the Meridian Water regeneration area, several established employment estates, part of Lee Valley Regional Park, Picketts Lock and major infrastructure facilities such as the Edmonton Eco Park and the Deephams Sewage Treatment Works.
- 3.2 Enfield Council is now preparing an Area Action Plan (AAP) to support development and investment in the area. Area Action Plans set out planning policies, masterplans and maps to show how places will regenerate and what planning applications in the area will need to do. These are part of the development plan which means they are one of the most important documents when planning decisions are made.
- 3.3 Enfield Council has prepared a renewed AAP due to changing circumstances surrounding Meridian Water, which included the award of Housing Zone funding, a need for more homes and jobs, its purchase of significant land, proposals for Crossrail 2 and the procurement of a development partner. This led to the need for an updated evidence base and a review of the emerging AAP.
- 3.4 Area Action Plans must be approved by the Secretary of State and so Enfield Council is now consulting on its proposals in advance of submitting them for consideration. The Action Plan and all supporting documents are available for inspection until Friday 28 April 2017 on the Council website (www.enfield.gov.uk/eleaap) and at Enfield Council offices and selected libraries in the Borough.
- 3.5 Following the consultation Enfield Council will review the comments and consider if any changes are needed. It will then submit the document to the government for examination.
- 3.6 The Proposed AAP describes the area around the Edmonton EcoPark and the Councils plans for how this will be developed in the future. The plan recognises the EcoPark as an important waste management facility and is supportive of the Authority's plans to develop it. Enfield Council is committed to taking heat from the facility for the Lee Valley Heat Network, as well as retaining access for waterborne transport, improving the landscape and the environment and supporting business and employment initiatives.

- 3.7 Members are requested to delegate Authority to Officers to prepare a response to the consultation. This response will support the objectives of the draft AAP and help to demonstrate to the Secretary of State that Enfield Council has conducted an effective consultation with affected parties in the area.

4. COMMENTS OF THE LEGAL ADVISER

- 4.1 The Legal Adviser has been consulted in the preparation of this report and has no comments to add.

5. COMMENTS OF THE FINANCIAL ADVISER

- 5.1 The Financial Adviser has been consulted in the preparation of this report and has no comments to add.

Local Government Act 1972 - Access to Information

Documents used:

'Building our industrial strategy', HM Government, 27 January 2016. Available at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/585273/building-our-industrial-strategy-green-paper.pdf

White Paper on the Circular Economy of Greater Paris, Mairie de Paris. Available at: <https://api-site.paris.fr/images/77050>

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APPENDIX 1

The 10 Pillars of the Government's Industrial Strategy Green Paper – January 2017

1. Investing in science, research and innovation – we must become a more innovative economy and do more to commercialise our world leading science base to drive growth across the UK.
 2. Developing skills – we must help people and businesses to thrive by: ensuring everyone has the basic skills needed in a modern economy; building a new system of technical education to benefit the half of young people who do not go to university; boosting STEM (science, technology, engineering and maths) skills, digital skills and numeracy; and by raising skill levels in lagging areas.
 3. Upgrading infrastructure – we must upgrade our standards of performance on digital, energy, transport, water and flood defence infrastructure, and better align central government infrastructure investment with local growth priorities.
 4. Supporting businesses to start and grow – we must ensure that businesses across the UK can access the finance and management skills they need to grow; and we must create the right conditions for companies to invest for the long term.
 5. Improving procurement – we must use strategic government procurement to drive innovation and enable the development of UK supply chains.
 6. Encouraging trade and inward investment – government policy can help boost productivity and growth across our economy, including by increasing competition and helping to bring new ways of doing things to the UK.
 7. Delivering affordable energy and clean growth – we need to keep costs down for businesses, and secure the economic benefits of the transition to a low-carbon economy.
 8. Cultivating world-leading sectors – we must build on our areas of competitive advantage, and help new sectors to flourish, in many cases challenging existing institutions and incumbents.
 9. Driving growth across the whole country – we will create a framework to build on the particular strengths of different places and address factors that hold places back – whether it is investing in key infrastructure projects to encourage growth, increasing skill levels, or backing local innovation strengths.
 10. Creating the right institutions to bring together sectors and places – we will consider the best structures to support people, industries and places. In some places and sectors there may be missing institutions which we could create, or existing ones we could strengthen, be they local civic or educational institutions, trade associations or financial networks.
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APPENDIX 2



[DATE]

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Dear Sir/Madam

**Ref: Building our Industrial Strategy – Green Paper,
January 2017**

Thank you for providing North London Waste Authority (NLWA) with the opportunity to respond to Government's green paper 'Building our Industrial Strategy' referred to throughout this response as the 'industrial strategy'.

NLWA is the joint waste disposal authority for north London established by the Waste Regulation and Disposal (Authorities) Order 1985. As a joint waste disposal authority NLWA is responsible for the disposal of waste collected from households and local businesses by seven north London boroughs – Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest, the 'constituent boroughs'. NLWA manages the residual waste from all seven boroughs, recyclable and compostable waste from six boroughs and all the north London reuse and recycling centres except in one borough. NLWA also delivers extensive behaviour-change campaigns in the fields of waste prevention and recycling.

This response is submitted by NLWA following consultation with our constituent boroughs [and approval by Members at a formal NLWA meeting on 5th April 2017]. Our response is largely confined to the elements of the industrial strategy that are relevant to a waste disposal authority in the capital.

Comments on the Industrial Strategy Green Paper

1. No mention of resource scarcity

1.1 In NLWA's view the industrial strategy should be framed within the context of the constraints on global resources. At a time when governments and businesses around the world are increasingly recognising the importance of retaining the material resources that are the foundation of their economies, it is a clear omission if the industrial strategy for the UK fails to cover this. The industrial strategy should state that natural resources are finite and accordingly all aspects of the strategy should be written with the explicit aim

of protecting natural resources. Not to do so jeopardises the chances for future generations to sustain and enhance continued industrial productivity.

1.2 There are brief mentions¹ of resource and energy efficiency in relation to the power industry in the context of minimising burdens on UK businesses, and two sentences under the heading “affordable energy” that appear nevertheless relevant to the circular economy: the first on exploring opportunities to reduce raw material demand and waste in our energy and resource systems; and the second on promoting well functioning markets for secondary materials and ‘new disruptive business models that challenge inefficient practice’, all to be supported by the Government’s planned 25-year Environment Plan (see below)... This is not sufficient. The challenges that resource scarcity will place upon economic growth and the opportunities that a different approach to business strategy, i.e. one which recognises the protection of natural resources, is missing from the document. Resource scarcity, and therefore the need to protect natural resources, should be a dominant theme of the strategy rather than relegated to a couple of mentions within the context of rising energy costs.

2. The economic opportunities presented by a circular economy model are missing

2.1 NLWA and the other five joint waste disposal authorities in England have produced a paper, attached as Appendix 1 to this response, which calls for an English Resource Strategy. NLWA requests that the joint waste disposal authorities’ paper is considered as part of NLWA’s response to the industrial strategy consultation.

2.2 From a resource perspective the best approach is to move towards a circular economy where materials are maintained within the economy for as long as possible². NLWA would draw the Government’s attention back to its own response to the European Commission on this topic in which the Government said³ “We recognise the importance of moving to a more sustainable economy. ... There is a case for Government intervention to facilitate the transition towards a more circular economy, where the market alone does not produce the optimal situation. This includes encouraging collaborative and partnership working and promoting technological innovation and infrastructure that is needed to underpin and push the boundaries to deliver real change. This will in turn provide certainty for investment and a level playing field that support [sic] legitimate businesses.” NLWA fully accepts that the Government had a number of reservations about the Commission’s approach, but it is nevertheless doubly disappointed that the Government has not incorporated circular economy principles into the current green paper.

2.3 However, NLWA believes that moving fully towards a circular economy is likely to require a fundamental change in the way in which our economy and society is structured and to involve completely reshaping the incentives to

¹ Green paper, pages 20 and 91.

² As most notably in the work of the [United Nations Environment Programme](#), the [European Commission](#), and (from a non-governmental perspective) the [Ellen MacArthur Foundation](#),

³ [UK response to EC consultation of member states on the circular economy](#). November 2015.

business, public bodies, non-governmental organisations and consumers. The development of the UK's long term industrial strategy provides an opportunity to place circular economy principles at the heart of the country's economic thinking, but this opportunity is almost completely missed within the current green paper.

2.4 The green paper's passing reference⁴ to free trade allowing UK business to access "cheap and quality raw materials" does not suggest any commitment to the complex needs of moving to a circular economy model.

2.5 We urge the Government to reconsider its approach to the industrial strategy and to incorporate circular economy principles at the heart of the proposals. There is plenty of evidence available supporting the case for the economic benefits of a circular economy approach, but to adopt this requires a rethink of the legislative and fiscal framework and a movement towards a framework in which natural capital is properly valued.

3. Proper valuation of natural capital would provide new economic opportunities

3.1 NLWA is again disappointed that the green paper does not draw on and incorporate other recent Government thinking, in particular the work of its Natural Capital Committee⁵, tasked with supporting the preparation of the Government's 25-year plan for the environment that was promised in the summer of 2016⁶ is not yet available.

3.2 A broader product policy framework in which extended producer responsibility (EPR) would ensure that producers pay for the impact of their products would also provide opportunities for both business and the environment. As an example the waste electrical and electronic waste (WEEE) regulations work well, insofar as they require producers to take responsibility for the products they place on the market and to engage both the public and the private sector in product take-back and reuse/recycling. However, we need to improve EPR architecture across the economy to incentivise manufacturers and importers to improve the environmental performance of individual products, based upon the proper valuation of natural resources. As an example a long life washing machine attracts the same obligation under the WEEE regulations (based upon weight alone) as a short lasting machine. The obligations are not structured to take account of built in obsolescence of products, so there is no incentive for producers to supply products which last longer; in fact, if the more durable product is heavier, there is a positive disincentive because the producer's obligations are weight-based. It may be possible to develop a combined environmental rating or obligation which incorporates both a within-use energy efficiency rating, materials/resource requirements of the products as well as product life and possibly repairability/reusability. However, this type of incentive framework requires proper valuation of natural capital and a legislative and/or fiscal framework which recognises this.

⁴ Green paper, page 79.

⁵ See the [Natural Capital Committee](#) website and its [Assessment of progress report - January 2017](#)

⁶ See <https://www.gov.uk/government/publications/defra-single-departmental-plan-2015-to-2020/single-departmental-plan-2015-to-2020>.

3.3 The industrial strategy should explicitly recognise the value of natural capital and incorporate some reference to product policy and EPR. The Government shouldn't shy away from a strategy which results in the editing of consumer choice as a result of companies being incentivised to provide products and services which have less impact on the environment. The growth of the sharing economy⁷ and servitisation⁸ models are examples of the opportunities that a different approach to natural capital valuation would provide.

3.4 An example of where consideration of natural capital during the preparation of the green paper would have helped is the section about delivering affordable energy and clean growth and the challenges of transitioning to a low carbon economy. Proper consideration of natural capital would have answered the green paper's question on how to *move towards a position in which energy is supplied by competitive markets without the requirement for ongoing subsidy* such that the green paper could have proposed a solution rather than asked for one. Government has clearly been thinking about this for some years as can be seen in the work of ONS⁹.

4. Opportunities for economic growth from increased secondary materials processing should be highlighted

4.1 The industrial strategy green paper highlights the regional disparities in economic prosperity across the country. In terms of wastes management and materials reprocessing it is possible and necessary to have reprocessing infrastructure spread across the country because a spread of reprocessing capacity:

- a) provides jobs, which is essential to NLWA in a city with such a fast-growing population; and
- b) minimises the transport costs and environmental impacts of hauling materials to distance plants.

4.2 We recognise that most reprocessing will be where land is less expensive than in cities. For some secondary materials (such as food cans that need a de-tinning facility) there may be sufficient feedstock for only one facility on a national level and if so, then this would ideally be at a central location. However, for other materials an increase in secondary materials reprocessing could provide an opportunity to bring new economic possibilities to multiple different areas. We recommend that this opportunity is recognised within the document.

⁷ Sharing economy business examples:
<http://www.airbnb.co.uk>
<https://www.enterprisecarclub.co.uk/>
<http://www.uber.com> (and before that, part-time mini-cab working)

⁸ Servitisation business examples:
<http://www.desso-businesscarpets.com/services/carpet-leasing/> and
<http://www.carpetrecyclinguk.com/index.php>

⁹ See
<https://www.ons.gov.uk/economy/nationalaccounts/uksectoraccounts/methodologies/naturalcapital>

5. Other geographic business development models should be more extensively explored

5.1 The industrial strategy green paper notes the role of LEPs (Local Enterprise Partnerships) in catalysing local economic growth. However, there have been a number of other models for stimulating economic growth within a geographic area, be they regional or national. These additional approaches or models should also be referenced and considered in the green paper. In the area of resources management these include as examples:

5.1.1 The national industrial symbiosis programme (NISP) - NISP operated in the UK between 2003 and 2013. Devised by International Synergies Limited at its peak the NISP's network comprised 15,000 business members from companies of all sizes and across all industry sectors. The principle behind industrial symbiosis is that instead of being thrown away or destroyed, surplus resources generated by an industrial process are captured then redirected for use as a 'new' input into another process by one or more other companies, providing a mutual benefit or symbiosis. Industrial symbiosis applies the principles of the natural eco-system, where nothing goes to waste, to an industrial setting. Since 2007 International Synergies has exported the NISP model to more than 25 countries. According to International Synergies Limited the approach can foster eco-innovation and long-term culture change. "Creating and sharing knowledge through the network yields mutually profitable transactions for novel sourcing of required inputs, value-added destinations for non-product outputs, and improved business and technical processes."¹⁰

5.1.2 The US Clean Washington Centre was created by Washington State¹¹ on the grounds that:

- the supply of many recycled commodities far exceeded the demand for such commodities;
- many local authorities and private entities cumulatively affect, and are affected by, the market for recycled commodities, but have limited jurisdiction and cannot adequately address the problems of market development that are complex, wide-ranging, and regional in nature;
- the private sector can have the greatest capacity for creating and expanding markets for recycled commodities; and
- the development of private markets for recycled commodities can be in the public interest.

It was therefore agreed that the Clean Washington centre would be established to develop new, and expand existing, markets for recycled commodities.

¹⁰ See www.international-synergies.com) and <http://www.nispnetwork.com/about-nisp>

¹¹ See <https://app.leg.wa.gov/rcw/default.aspx?cite=70.95H&full=true>

5.2 The UK's Waste and Resources Action Programme (WRAP) and the Remade programme which followed were modelled upon the US approach to market development. We note that WRAP has some continuing interest in industrial symbiosis¹² and that regionally the London Waste and Recycling Board's 'Advance London' and 'Circular London' programmes¹³ might be supported and developed in a similar way.

5.3 In a post Brexit environment where resources and materials flows could alter, we urge the Government to review some of these models and approaches to economic development. There may be opportunities to incorporate them within the cluster approach considered in the section of the green paper on 'Creating the right institutions to bring together sectors and places'; this might be modelled on the previous work of Advantage West Midlands¹⁴, abolished by the Government along with other regional development agencies in 2012.

6. Omission of waste infrastructure

6.1 The industrial strategy green paper includes a section on supporting infrastructure. This section of the strategy is welcomed, but we do not understand the lack of connectivity between the BEIS industrial strategy green paper aspirations regarding infrastructure and the Treasury and Cabinet Office's national infrastructure plan 2014. Waste was one of the priority areas for investment in infrastructure in the national infrastructure plan but there is no mention of it at all in the green paper.

6.2 We recognise that the subsequent national infrastructure delivery plan of 2016 gave less priority to waste infrastructure than the original 2014 infrastructure plan but we still consider that the omission in the industrial strategy is important and that this omission should be rectified.

6.3 The infrastructure delivery plan was produced in March 2016, prior to the referendum vote to leave the EU. Given the changed framework within which we are now operating, NLWA considers that there is an opportunity for the industrial strategy to recognise the role that the wastes and resources sector can play in the economic prosperity of the UK, contributing to both resource security and energy security, and the associated need for waste infrastructure in the forthcoming years. The Secretary of State for Business, Energy and Industrial Strategy has recently, 24 February 2017, granted a development consent order (DCO) for NLWA to build a replacement energy recovery facility, and associated development at the Edmonton EcoPark in north London. The current plant provides power for 72,000 homes. The replacement facility could provide enough power for around 127,000 homes. NLWA is also planning to divert some of the energy to warm local homes and businesses via heat networks. This is a good example of nationally significant infrastructure being developed by the waste and resources sector.

¹² See <http://www.wrap.org.uk/content/what-industrial-symbiosis>

¹³ See <http://www.wiseuptowaste.org.uk/docs/waste-less/4-wayne-hubbard-london-waste-and-recycling-board.pdf?sfvrsn=0>

¹⁴ See <https://www.gov.uk/government/publications/advantage-west-midlands-annual-report-and-accounts-2011-to-2012>

6.4 New waste infrastructure can also make a positive impact in relation to the skills gaps that are noted in the green paper, so we suggest that the green paper should take advantage of this.

7. Procurement as a catalyst for change is identified but has some omissions

7.1 NLWA notes that the role of procurement is outlined in the industrial strategy. However because the strategy omits any mention of circular economy there is no recognition of the role that private and public procurement can play (e.g. through product specification) in moving the country towards a more circular economic model.

7.2 Subject to the full recognition by Government of any new burdens, we are keen to play our part in the transformation to a circular economy as the role of regional and local authorities' procurement could be significant within this. In cities in particular, the further development of servitisation approaches, such as leasing products rather than buying for ownership, can be very effective and other economies and cities such as Paris with its White Paper on the circular Economy of Greater Paris provides a good example of a regional economic approach. Some information on the Parisian circular economy model is available in a presentation by Paris City Council¹⁵ at a recent NLWA event, whilst at the same event the Ellen MacArthur Foundation also examined the role of business strategies for circular economy development.¹⁶

I trust that you find our response of interest, but if you have any additional questions then please do not hesitate to contact me via Andrew Lappage, Head of Operations, at the address above.

Yours faithfully,

Cllr Clyde Loakes
Chair
North London Waste Authority

¹⁵ See <http://wiseuptowaste.org.uk/docs/waste-less/1-matthieu-guerlain-paris-city-council.pdf?sfvrsn=0>

¹⁶ See <http://wiseuptowaste.org.uk/docs/waste-less/2-miranda-schnitger-ellen-macarthur-foundation.pdf?sfvrsn=0>



Joint Waste Disposal Authorities (JWDAs)

BREXIT: JWDAS POSITION PAPER

1. EXECUTIVE SUMMARY

The JWDAs (the Joint Waste Disposal Authorities of Greater Manchester, Merseyside and four covering some two-thirds of London) deal with around 16.1% of England's local authority collected waste. Our policies reflect the UK's ambition to move towards a circular economy, an aspiration that has been predominantly driven by our Membership of the European Union and the forthcoming European Circular Economy Package (CE Package) up until now.

Government and business around the world are increasingly seeing the importance of retaining the material resources that are the foundation of their economies. Leaving the EU provides an opportunity to take full control of our waste and product policies and make them fit to trade with the EU and the rest of the world.

In doing so, we would ensure the best possible outcome for the UK, and capitalise on the opportunities for economic growth, market opportunities and jobs.

Undoubtedly, the Circular Economy concept at the heart of the proposals being brought forward by Europe is at the very forefront of global waste and product policy, and has the potential to bring significant environmental as well as economic benefits. However, outside of the constraints of the existing EU Framework, and without the same need for political conciliation, we believe that the UK can lead the world in product sustainability.

- Based on our joint knowledge and experience the JWDAs would propose developing an **English Resource Strategy** that outlines a joint and shared vision across all stakeholders, to provide a long term framework that informs future investment infrastructure and market opportunities.

This English Resource Strategy should consider a suite of measures to drive action right across the value chain of all sectors from the point of specifying a product right through to its disposal by the customer to give resources the best chance of being returned to the economy. Those measures should include:

- A product policy that enables the UK to be at the forefront of product design and efficiency, by fully incorporating material eco-design.
- Developing markets for recycling materials to increase recycling rates through supporting secondary material prices to enable competition with virgin material, and through rewarding recycled content and eco-design.
- Reducing the trading risks that are leading to a high failure rate in the recycling industry, and in turn lowering investment along the value chain. This requires price

stability to allow private sector investment, and as such may need an innovative model of public sector support/profit sharing to be developed.

- Developing capacity to recycle materials within the UK, so that we have long term sustainable markets to support the value chain.
- Recognising the contribution that waste can make to energy security, and encouraging the development of UK capacity to generate more energy from waste that cannot be recycled viably.
- Designing a more practical approach to waste targets based on environmental and economic benefits rather than amounts of waste.
- Harmonising collection systems over a period of time, by converging to a system that is driven by market potential and technology.
- Being able to fully exploit the potential opportunities of having a low carbon economy outside the EU, creating economic activity and jobs for the nation.

2. CONTACT

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3. English Resource Strategy

- 3.1 Securing reliable access to raw materials is crucial to the UK's economy, as well as maintaining our health and quality of life in the long term. The UK should, therefore, put in place a national resource strategy that focuses on economically important materials for industry, as well as promoting technological progress and developing a more sustainable environment. Moving towards a 'Circular Economy,' where materials are maintained within the economy for as long as possible is clearly the right thing to do from a resource perspective. However, this will require a fundamental change in the way our economy and society is structured and will involve completely reshaping the incentives to business, local and international environmental rules, and new models of business finance. That transformation will take time and will require the participation of all relevant stakeholders involved in the lifecycle of products - private sector, research institutions, public bodies, non-governmental organisations and consumers. A long term vision that brings together shared aims and objectives and the key actions to achieve them will be essential to retaining the materials that underpin our economy in the long term. It will provide the right conditions for more stable and sustainable markets and will inform commitment for future infrastructure investment in each of the localities.
- 3.2 Stepping back from the EU focus on 'local authority collected wastes' (LACW) would enable greater progress sooner, because waste streams that are more homogenous and therefore likely to be more readily recyclable can sooner deliver gains in resource and energy security, investment, employment and business efficiency for trade. This work could look not only at products, but also at wider environmental opportunities such as for soil improvements to enhance national agricultural efficiency.

- 3.3 Notwithstanding this, the JWDAs fully recognise that continuing work on improving LACW services should be part of a new resource strategy, because the importance of these in conveying to the general public both the need for change and the progress that is being made is fully recognised by the JWDAs. Because this is where the JWDAs have the greatest expertise, our proposals predominantly relate to wastes that are LACW or would otherwise become LACW; however it is important to note that as above we do recommend that the resource strategy secures change within the much larger non-LACW waste streams.

4. Product policy

- 4.1 It has long been recognised that resource efficiency is rooted in the development of more sustainable product design that will improve durability, reduce materials use, improve reparability and enable materials to be more easily recycled. For that reason, the European Commission has set out its aims under the Circular Economy Action Plan to develop eco-design product requirements that will address material efficiency as a priority. A new eco-design directive may therefore be agreed prior to the UK's exit from Europe. There are good reasons why the UK should adopt both existing and new EU product policies that go beyond addressing our own waste: 44% of exports go to the EU, so those products will need to meet EU standards anyway; and, our businesses are already tied into EU legislation, so aligning with those standards may make more sense than looking elsewhere. Moreover, the UK has the largest design sector in Europe, so maintaining a lead in such areas is intrinsically linked to developing a more sustainable economy based on eco-design. Clearly, developing a sustainable product policy is more than just ensuring we do not become a dumping ground for poor quality products, but ensuring we maintain our place as a leader of design and advanced, sustainable manufacturing.

5. Market certainty

- 5.1 Brexit provides an opportunity to implement a truly market led approach to recycling rather than focusing on quantity. Too often local authorities and waste companies have responded to the pressure to reach targets by collecting (and developing treatment capacity) for an expanding range of materials, prior to the market being fully developed, or developed at all. As evidenced by WRAP's latest Market Situation Report for Plastic, over 60% of the plastic packaging collected is disposed (this is further analysed in Appendix A). Over collection of materials has been carried out in the belief that the availability of materials would drive recycling innovation leading to new markets. However, these measures have not provided the desired results, and in many cases it has led to either lower quality materials, or a greater need to remove contaminants, undermining the business case for its collection.
- 5.2 Unfortunately, the European Commission decided at a very early stage to keep the existing EU framework, believing it would be politically deliverable to build upon the existing success. Hence the continued focus on weight based collection targets. However, a more cost effective model would focus on market development, where a combination of eco-design product policies and augmented secondary material prices expand markets for different recyclables. That would send a clear signal across the value chain: retailers would be able to confidently specify product formats that will be recycled; reprocessor would be able to invest in making them; and waste collectors/local authorities would be able to confidently invest in collecting the right material to meet demand. This is an area where Brexit could provide a real opportunity for the UK to put in place a more efficient system that could achieve improved economic and environmental outcomes.

- 5.3 A fiscal / market driven approach that taxes virgin raw materials, and provides tax relief to recycled content can bring a greater demand for recycled materials. In developing these mechanisms it is important to focus on rewarding those that do the right thing because we need strong, buoyant companies operating in the circular economy. Positive encouragement is required because recycling companies are often in a vulnerable position, unable to secure long term revenue certainty and susceptible to changes in the spot prices for materials.
- 5.4 The market driven approach could be integrated with extended producer responsibility by providing reduced compliance fees for products with high recycled content. This would, in turn, provide a double incentive to expand the recycling market, since the producers of products with a high recycled content will be rewarded, and those with a low recycled content will need to pay more to cover the scheme costs.

6. Trading risk

- 6.1 The recycling sector is vulnerable to changes in the commodity prices, which are invariably affected by uncertainty. Hence, the continued uncertainty created by the decision to leave the EU will undoubtedly impact on commodity prices, and the recycling sector. That has been observed already when many commodity markets immediately fell closely following the vote to leave the EU in late June. Whilst they have since recovered, we should not be misled into thinking they will not fall again as commodity prices are intrinsically linked to the demand created by the economy which is again showing signs of a slowdown. Currency is another factor that was affected by the decision to leave the EU that will affect commodities. Many investors now view both the UK and Europe as more risky and are therefore moving their currency into US dollars. Since most commodities are priced in US dollars they will become more expensive in the short term as the dollar's value rises against other currencies. Higher prices, however, are likely to reduce demand since global buyers are likely to cut back purchasing, eventually leading to a fall in commodity prices in the long term. Such market variability has undermined companies that reprocess wastes, so the government should now examine how waste and recycling reprocessing capacity can be protected against potential falls in commodity prices to better manage our national resource and energy security needs.
- 6.2 A mechanism is needed to guarantee a minimum price for secondary raw materials and to reduce the volatility of prices. This could be achieved by establishing an independent, transparent reference point (or price range), below which the price is supported by a subsidy, which could be paid for by a tax on the virgin materials or recovered from producer responsibility schemes or general taxation. Above the reference point (when the economy is doing well) the price support may be reduced with tax revenues ring-fenced so they are available to provide support when the economy slows. We believe that such a mechanism if correctly constructed could be cost neutral in the long term, but enable investment confidence to be funded by the private sector, creating jobs and prosperity.

7. Capacity and self sufficiency

- 7.1 Improving UK recycling capacity and self-sufficiency is key to providing the long term certainty that would enable further investment in waste collection and processing. The present weight based collection targets encourage the collection of volume over quality. At the same time the UK packaging compliance scheme favours export over domestic recovery (since exporters can issue a compliance note before the material has actually been recycled). The combined affect is to further encourage the collection of lower quality recyclates that are sent abroad, possibly to be manually sorted. Superficially, this may appear to be a cost effective way to meet targets at the lowest collection cost, but it masks a more serious issue in that the material exported also contains valuable

materials that are needed to provide revenue to our own recycling plants, so we are inadvertently depriving our recycling industries of this revenue and growth potential.

- 7.2 Therefore, we need a smarter incentive that provides a higher reward where actual recycling has been demonstrated. This could be as simple as increasing the quantity of Packaging Recovery Notes that need to be purchased ahead of Packaging Export Recovery Notes, or placing the same burdens on exporters, as well as the suggestions made in section 5 above.

8. Energy security and refuse derived fuel

- 8.1 Recovering energy from waste can make a significant contribution to energy security, meeting renewables targets and the UK's ambitious carbon reduction goals. In determining the right mix of treatment technologies for the UK, much greater consideration needs to be given as to whether the energy expended in recycling difficult materials via multiple process can really be justified compared to the energy that can potentially be recovered.
- 8.2 In 2015 municipal solid waste combustion accounted for 3.3% of renewables, with the waste sector making a further contribution from AD (1.7%), and landfill gas (5.8%). The fact the largest contribution still comes from landfill gas shows that the UK has not been good at exploiting the potential of municipal waste combustion. A recent Biffa report 'The Reality Gap' identified a capacity shortfall of approximately 15 million tonnes per annum. A gap that is likely to persist, albeit reducing to 4.4-5.9 Mtpa by 2025. The failure to build capacity is further brought into focus by the c. 2.5 Mt/year of refuse derived fuel (RDF) that is currently sent to Europe.
- 8.3 Whilst the spare capacity for RDF in Europe has been exploited by the waste sector to achieve flexible, competitively priced waste disposal, it clearly isn't a long term solution to the UK's waste needs. Indeed, recent rises in the price of RDF treatment are beginning to show that capacity in the RDF market may have peaked. There are a number of contributing factors, but an expanding population within the receiving countries and economic growth are probably impacting. If agreed, the European CE Package will result in a significant reduction in landfill across Europe, so competition for EfW capacity in Europe looks set to increase.

9. Practical approach to waste targets

- 9.1 The resource sector has long argued that blunt, weight based targets are no longer appropriate for the waste industry. The 65% recycling target proposed by the EU would be a very difficult goal to achieve, with the environmental benefits not necessarily justifying the higher incremental cost of making further gains. An exercise undertaken by the GMWDA showed that if every single marketable material is collected in Greater Manchester, then the maximum that can be achieved is only 66% recycling. On a practical level if Manchester could get 90% of its residents to accurately recycle 90% of the time then it would still only achieve 53% recycling. Given that the other JWDA areas are all in major cities and therefore face similar issues both in term of the built environment (narrow streets, high rise flats) and socio-demographics, then it would be very costly to achieve anything near 65% recycling.
- 9.2 Brexit, therefore, offers an opportunity to take a more focused approach that seeks to ascertain the highest economic and environmental benefit, rather than meeting an arbitrary waste collection target. Ranking materials based upon the carbon/environmental benefits of recycling to prioritise investment is a logical approach, followed by setting appropriate targets or other incentives for each material determined by what the market can practically achieve. Much of the groundwork to do

this has already been achieved, with data derived through Scotland's carbon recycling calculator, and work at the European level to determine the economic importance of materials.

10. Harmonised collections

- 10.1 Lately, there have been government-led discussions around harmonising collection in the UK. Harmonisation would bring significant benefits not only in developing consistent messages to residents, but more importantly it will send a clear message to the supply chain that if they make a product in a certain format it will be recycled. That will enable retailers to clearly specify recyclable formats to manufacturers, and justify the environmental claims made to their boards to encourage further investment.
- 10.2 In our view harmonisation should be market led whereby services are designed to provide the optimal value for residents. That involves striking a balance between separate collection, and co-collecting some materials at a much lower cost, that may be later separated by technologies to provide sufficient quality for the relevant markets.
- 10.3 Harmonisation is often viewed as too difficult as a result of historical decisions that have led to a plethora of different systems, and existing contracts. However, most council collect the same 'core' materials, so the main focus should be on ensuring the same materials for which there are defined markets are collected nationally, with guidance on which materials may be co-collected.
- 10.4 Potentially, being outside the EU regulatory regime may help the UK to achieve harmonisation since the risk of more stringent future source separation requirements has been viewed differently at the point of awarding new contracts, leading to more diversity in collection systems.

11. Conclusion

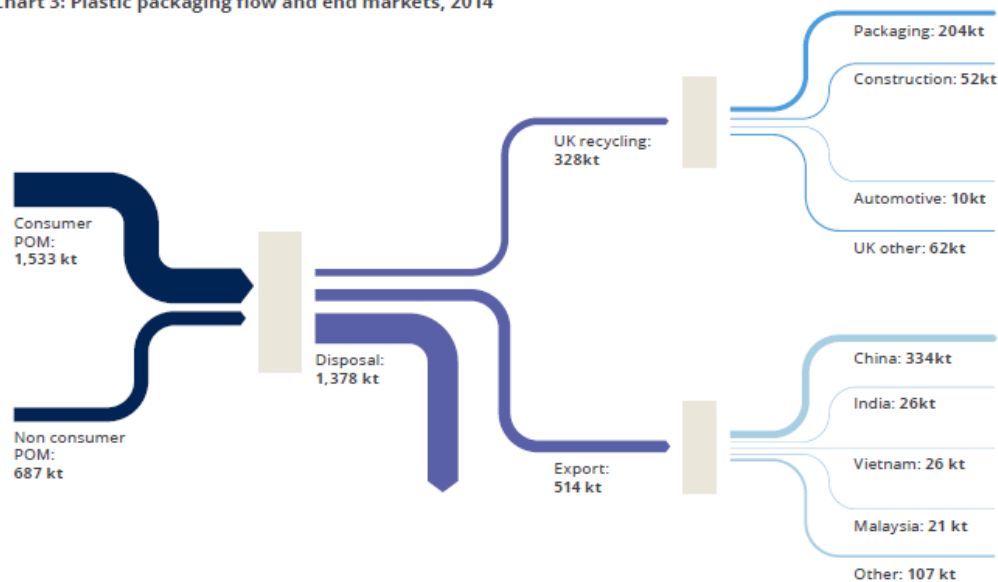
- 11.1 The EU vote to leave the UK has left significant uncertainty for the waste and recycling sector. In the medium term the industry is left in a quandary, since it is currently working towards targets in 2020 that may no longer apply depending upon the speed of the UK's exit from the EU. If there is a protracted negotiation period, that may leave the UK at a significant risk of fines from the EU, since the industry will undoubtedly pull back from further investment. In the long term it isn't clear whether the UK will voluntarily sign up to the proposed EU Circular Economy legislation or forge its own path of resource and energy efficiency to improve economic security and opportunity. Without a resource strategy then the UK will produce and import unsustainable products resulting in more waste. Clearly, it is time for the UK to have its own resource strategy to guide the industry, and bring confidence to the markets so we can invest in the future.
- 11.2 In our view the thinking behind the EU Circular Economy proposals is also positive for the UK, and we should seek to embrace this approach, notwithstanding that there are several aspects that hitherto have been steered by EU-wide political deliverability rather than the best course of action for the UK or the wider economy or environment. We would, therefore, welcome an opportunity to discuss with you the way forward for the UK.

12. Appendix A - Supporting Evidence for market development

12.1 Waste materials are only recyclable in practice if there are viable markets for the processing of these wastes and the use of the products made from them.

12.2 The data shown below is taken from WRAP's most recent Market Situation report for plastics¹ to illustrate the issue. It shows that over 60% of the plastics collected for recycling are actually disposed because there isn't a market for them. If we consider the data more critically, then it consists of 756 kt of bottles (both post-consumer and non-consumer), and a further 384 kt tonnes of non-consumer films. Both bottles and industrial films have established markets and are more easily separated compared to post-consumer films, pots, tubs or trays. It is therefore likely that bottles and non-consumer films make up the majority of the plastics actually recycled: Furthermore, the quantity of those two fractions, alone, exceeds the total amount of plastic entering the recycling market. That means the vast majority of the post-consumer films, pots, tubs and trays collected are probably being disposed.

Chart 3: Plastic packaging flow and end markets, 2014



Source: WRAP estimates

12.3 The data above shows that many local authorities are expending valuable resources, at a time of competing priorities, in collecting materials for which there is no realistic prospect of them being recycled. A smarter approach to target setting is required that goes beyond the blunt weight based targets proposed in the EU Circular Economy Package.

¹ Waste Resources Action Programme (2016) Market Situation Report Spring 2016