

<b>NORTH LONDON WASTE AUTHORITY</b>	
<b>REPORT TITLE:</b> CONSULTATIONS AND POLICY UPDATE	
<b>REPORT OF:</b> HEAD OF OPERATIONS	
<b>FOR SUBMISSION TO:</b> AUTHORITY MEETING	<b>DATE:</b> 29 September 2016
<b>SUMMARY OF REPORT:</b>  This report provides the regular update on consultations and policy issues which have the potential to impact on Authority operations or activities. The report deals with progress regarding a planning policy document affecting the Authority's Pinkham Way site; an inquiry by the House of Commons Environment, Food and Rural Affairs (EFRA) Select Committee into food waste; and provides an update for Members on a jointly commissioned, Joint Waste Disposal Authority (JWDA) 'Circular Economy' position statement which has been revised following the EU referendum and seeks approval for the revised position paper.	
<b>RECOMMENDATIONS:</b>  The Authority is recommended to: <ul style="list-style-type: none"> <li>i) note the Authority's further statement submitted to the Planning Inspector for the LB Haringey Site Allocations Development Plan Document following the Inspector publishing a set of 'Matters and Issues';</li> <li>ii) note that officers gave oral evidence on 31 August at the Examination in Public for the LB Haringey Site Allocations Development Plan Document and delegate authority to the Managing Director, in consultation with the Chair, to make further representations in relation to protecting the Authority's interests in this regard;</li> <li>iii) approve the 'officer draft' response to the Environmental Food and Rural Affairs Committee inquiry into food waste; and</li> <li>iv) approve the modified position statement prepared by the joint waste disposal authorities on the circular economy following the EU referendum and its circulation to key stakeholders to influence the future direction of UK waste and resource policy.</li> </ul>	
<p><b>SIGNED:</b></p> <p><b>Head of Operations</b></p> <p><b>DATE:</b> 20<sup>th</sup> September 2016</p>	

## **1. PURPOSE AND STRUCTURE OF REPORT**

- 1.1 This report advises Members of three policy and consultation matters that are relevant to the Authority as they have the potential to affect the Authority's operations and / or finances.

For decision:

Section 2: LB Haringey Site Allocations Development Plan Document, with submitted response at Appendix 1.

Section 3: House of Commons EFRA Committee inquiry into food waste, with draft response at Appendix 2; and

Section 4: Circular Economy update, with draft paper at Appendix 3.

## **2. LONDON BOROUGH OF HARINGEY SITE ALLOCATIONS DEVELOPMENT PLAN DOCUMENT (*for decision*)**

- 2.1 The Site Allocations Development Plan Document (DPD) allocates sufficient sites to accommodate the identified development needs in the borough. It specifically identifies strategic sites which will make a significant contribution to meeting the Borough's growth plans set out in the Local Plan Strategic Policies document. Once adopted the Site Allocations DPD will enable LB Haringey to determine planning applications and make interventions on sites in line with the allocations.
- 2.2 The Site Allocations DPD is relevant to NLWA because one of the strategic sites within the DPD is Pinkham Way, a site which is owned in part by the Authority. The Authority had put forward Pinkham Way for inclusion in the DPD in 2013 noting that part of the total site is owned by London Borough (LB) of Barnet and part by NLWA.
- 2.3 As previously considered by Members, in 2015 the Authority responded to the Preferred Option draft of the Site Allocations DPD and, at LB Haringey's request, commented upon Pinkham Way Alliance's (a local residents' group) response to the Preferred Option draft. Earlier this year the Authority responded to the Pre-Submission version of the DPD. Copies of the Authority's responses to the consultations are available on the NLWA website at <http://www.nlwa.gov.uk/consultations/our-responses>
- 2.4 On the 24 May 2016 Haringey submitted the emerging Local Plan, including the Site Allocations DPD, to the Secretary of State for independent examination. The next stage in the DPD development process was for an independent examination to be undertaken by a Planning Inspector prior to adoption of the DPD. The examination was expected to include a series of public hearings about the DPD. NLWA's response to the Pre-Submission version of the DPD stated that the Authority did not want to be represented at these hearings so that NLWA would rely upon the written submissions to the consultations on the DPD that had already been made.
- 2.5 However, subsequent to the last Authority meeting in June, LB Haringey published a draft list of matters which the Inspector proposed to cover in the examination in public hearings. The published draft questions relating to Pinkham Way were as follows:

*“SA52 – is the purpose of the designation consistent with National Planning Policy Framework paragraph 22, which seeks to avoid the long term protection of sites allocated for employment where there is no reasonable prospect? How does it relate to strategic and development management policies and their supporting documents in terms of demonstrating that additional land is needed to meet employment needs of the Borough? Can it be demonstrated that the site can be developed without harm to biodiversity and nature conservation objectives? Is it a deliverable site?”*

- 2.6 Given that a key aspect of NLWA’s previous responses to the DPD consultations had always been to seek to protect the existing employment designation of Pinkham Way, which currently has dual planning designation for both employment use and as a Site of Importance for Nature Conservation (SINC - Borough Grade 1 status), officers were concerned that the Inspector’s questions were challenging this dual designation and that there was a risk to the Authority that the site may re-designated for nature conservation only in the adopted DPD.
- 2.7 If the employment designation for the site is removed and the site is only designated as a SINC, NLWA officers consider it unlikely to pass any screening assessment that might be used for sites to be included for wastes management use in the North London Waste Plan (NLWP). If Pinkham Way is excluded from the NLWP it will be very difficult for NLWA to seek a waste use on the site as it will have no planning designation for such use at either borough or sub-regional level. In the 2014/15 accounts the part of the site in NLWA’s ownership is valued at £11.1 million.
- 2.8 As a result of these developments officers considered it necessary to request to speak at the examination hearing and to additionally put forward a further statement re-stating the Authority’s position.
- 2.9 A copy of the additional statement provided to the Inspector prior to the public examination is included in Appendix 1 to this report.
- 2.10 The Head of Operations appeared at the enquiry (with the support of the Authority’s planning consultants, ARUP) on 31 August to give evidence at the hearing session during which Pinkham Way was discussed. The key point raised for the Authority was that it did not wish the employment designation of the Pinkham Way site to be removed. Relevant factors were:
- The suitability of the site for waste use, particularly in the north London context and with reference to both London Plan requirements for regional self-sufficiency and other planning areas’ policies to not give permission to facilities for London’s waste.
  - The fact that NLWA cannot be specific about its development intentions at this point in time, firstly because the DCO application remains underway, secondly because the Authority’s rail transfer station in Barnet is subject to compulsory purchase for a major regeneration project and thirdly because site is under active consideration within development of the North London Waste Plan.

- The fact that the site had not been developed in the past should not be taken to infer that it is unlikely to be developed in the future. Since NLWA bought its part of the site it submitted a planning application and, although this was subsequently withdrawn, the statutory nature of NLWA's duties and targets along with the wider planning matters above mean that the development considerations for NLWA are not the same as for a commercial developer perhaps looking to use the site for housing or other employment use.

- 2.11 The planning inspector's report is anticipated by the end of September with adoption of the DPD in November (source: <http://www.haringey.gov.uk/planning-and-building-control/planning/planning-policy/local-plan/local-plan-site-allocations-dpd>), but if there is an appropriate opportunity to take further steps to protect the Authority's interest in this regard it is recommended that authority is delegated to the Managing Director, in consultation with the Chair, to make further representations in relation to protecting the Authority's interests in this regard.
- 2.12 An update will be provided at a future Authority meeting on the outcome of the examination, the resultant report and DPD.

### **3.0 HOUSE OF COMMONS EFRA COMMITTEE INQUIRY INTO FOOD WASTE (*for decision*)**

- 3.1 On 11 July the House of Commons Environment, Food and Rural Affairs (EFRA) Committee launched an inquiry into the economic, social, and environmental impact of food waste in England. The background to the inquiry according to the Committee website is that in the UK, approximately 8 million tonnes of food is wasted post-manufacture, including from households, retail and wholesale and the hospitality/food sector. 60% of this food waste, which has an annual value of approximately £16 billion a year, could have been avoided according to the Committee.

#### **3.2 Terms of reference**

The Committee will examine the economic, environmental and social impacts of food waste with a focus on consumers, the retail and hospitality sectors, and local government. In particular, the Committee is asking how far voluntary initiatives can further reduce food waste or if legislation is required in this area. (The manufacturing and agriculture sectors are outside the scope of the inquiry.)

- 3.3. The Committee has been inviting written evidence as follows with a deadline of 13 September for submissions. The key questions raised by the Inquiry are:

1. What is the economic, environmental and social impact of food waste in England?

2. What measures could be most effective in reducing food waste by retailers, the hospitality sector, local government, and consumers? These can include redistribution, recycling and recovery, and improved packaging and labelling.
  3. What proposals are necessary to further reduce food waste?
  4. How effective are existing voluntary initiatives in England and is there a need for legislation?
  5. What are the comparative approaches to reducing and managing food waste in the devolved nations, and across Europe?
- 3.4 In consultation with the Chair, officers have submitted a draft response to the request for evidence in order to meet the Committee's deadline, explaining that it is subject to the approval of the Authority at this meeting. This officer draft response is attached as Appendix 2, and it is recommended that the Authority approves it.
- 3.5 The key points which are made in the draft response, which are in line with the Authority's previous responses to consultations on food waste, are:
- a) That from a local authority perspective, key issues regarding increases in food waste are the additional costs of collection and disposal, costs to residents and environmental impacts. The officer draft response also notes that food waste is a complex subject with economic, social and environmental implications across the supply chain.
  - b) That NLWA's focus is on effective measures from a local authority perspective including providing information and advice, but the response adds that retailers have an important role to play to achieve food waste reduction across the food chain including:
    - supply chain action;
    - improved packaging and labelling;
    - redistribution of safe surplus food to those in need; and
    - that the hospitality sector can contribute to food waste reduction by increasing consumer choice with regards to portion sizes, making take-away of leftover food from restaurants a norm and by redistributing surplus portions.
  - c) That the following are likely to be needed to further reduce food waste:
    - additional legislation and regulatory measures related to waste, food donations and use of by-products from the food chain for feed production;
    - implementation of circular economy package measures to reduce food waste, particularly proposals that cover the full lifecycle of products: from production and consumption to waste management and the market for secondary raw materials; and
    - a ban on commercial and industrial food waste to landfill.
  - d) That without a measurement framework, we cannot establish baseline information or monitor progress on improvements, which is a key point for future success.

- e) That voluntary initiatives will work better with legislative backing and that voluntary measures don't support nation-wide monitoring of impact.
- f) That smaller organisations may be excluded from voluntary measures so legislation is required to ensure that action is taken across a range of organisation sizes (e.g. the Courtauld Commitment is principally a large organisation initiative).
- g) That there are many initiatives to reduce food waste in other countries which the Committee could review for possible introduction in England, some of which are listed.

#### **4.0 CIRCULAR ECONOMY UPDATE *(for decision)***

##### Background of concepts and Authority actions

- 4.1 The current economic model of our society is often described as a 'Linear Economy' where we extract natural resources to make products, use and then discard these products, such that resources move one way from production, through consumption to disposal. In the 'Circular Economy' products and resources are used and reused so that physical resources constantly circulate.
- 4.2 At the September 2015 Authority meeting, Members approved a draft Authority response to a consultation on the European Commission's (EC's) proposed Circular Economy Package (the Package) which seeks to move Europe away from the linear economic model towards the circular economic model. The Authority's response is available both as an attachment to the September 2015 Authority report and also in the consultation section of the Authority's corporate website <http://www.nlwa.gov.uk/consultations/our-responses>.
- 4.3 It was recognised that the Package would have the potential to have wide ranging implications for local authorities and at the September 2015 Authority meeting Members also gave approval for involvement in and a contribution towards, research on the potential impacts of the circular economy package on local authorities. In partnership with the other five joint waste disposal authorities (JWDAs) a piece of research was commissioned through the Chartered Institution of Wastes Management (CIWM) on the potential impact of the Circular Economy Package on local authorities.
- 4.4 On 2 December 2015 the EC adopted the new Circular Economy Package. The aim of the Package is to stimulate Europe's transition towards a circular economy which the Commission says is desirable because of the potential to increase global competitiveness, foster sustainable economic growth and generate new jobs.

- 4.5 At the February 2016 Authority meeting a copy of the research report '*A high level assessment of the potential impact on local authorities of the EU Parliament proposals in the Circular Economy Package released on 2 December 2015, in relation to management of wastes*' was provided to Members. The Consultations and Policy report noted that it would be necessary for the Authority to continue to keep abreast of developments as the Package passes through different stages of implementation and reported that further updates would be brought forward to future Authority meetings as implementation progresses. The Managing Director was requested to carry out any further work on the impacts of the circular economy package so long as this is contained within the originally agreed budget.

#### Developments since last Authority Meeting

- 4.6 The six JWDA's also drafted a position paper on the circular economy subsequent to the publication of the circular economy research report noted above. However, following the EU Referendum on 23<sup>rd</sup> June officers of the JWDA's concluded that it would be helpful to update this paper with a view to the paper being used to inform policy positions when discussing the circular economy further with government in the context of 'Brexit' policy formulation and negotiations.
- 4.6 The updated position paper is enclosed in Appendix 3 and notes at the outset that the JWDA's policies reflect the UK's ambition to move towards a circular economy. The paper also notes that the aspiration to move towards a circular economy has been predominantly driven by the UK's Membership of the European Union and anticipation of the European Circular Economy Package (CE Package) up until now.
- 4.7 However, the paper sets the scene that governments and businesses around the world are increasingly seeing the importance of retaining the material resources that are the foundation of their economies. The paper states that 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.
- 4.8 The paper proposes the development of 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.
- 4.9 The paper states that an 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; and
- 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.

4.10 The paper adds that “by responding as proposed we would ensure the best possible outcome for the UK, and capitalise on the opportunities for economic growth, market opportunities and jobs.” The paper summarises that “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.”

4.11 Members are recommended to approve the modified position statement prepared by the joint waste disposal authorities on the circular economy following the EU Referendum and its circulation to key stakeholders to influence the future direction of UK waste and resource policy.

## **5.0 COMMENTS OF THE LEGAL ADVISER**

5.1 The Legal Adviser has been consulted in the preparation of this report and comments have been taken into account in the report.

## **6.0 COMMENTS OF THE FINANCIAL ADVISER**

6.1 The Financial Adviser has been consulted in the preparation of this report and has no comments.

## Local Government Act 1972 - Access to Information

**Documents used:** Site Allocations DPD, Pre-submission version, London Borough of Haringey, January 2016

Available at: <http://www.haringey.gov.uk/planning-and-building-control/planning/planning-policy/local-plan/local-plan-site-allocations-dpd>

Site Allocations and Development Management DPD Pre-Submission Version, Reg 19 Consultation, 8 January – 4 March 2016, Pinkham Way Alliance response, March 2016

Available at: <http://www.haringey.gov.uk/planning-and-building-control/planning/planning-policy/local-plan/local-plan-consultation/site-allocations-regulation-19-representations-118-235>

NLWA's Comments on PWA (Pinkham Way Alliance) Representations to Haringey Site Allocations DPD Consultation, June 2015

Available as Appendix 1 to the June 2015 Consultations and Policy Update report <http://www.nlwa.gov.uk/docs/authority-meetings-and-reports/consultations-and-policy-update---appendix-1.pdf>

London Borough of Haringey, Site Allocations DPD, Inspector's Draft Matters and Issues for Examination Available at: <http://www.haringey.gov.uk/planning-and-building-control/planning/planning-policy/local-plan/examination-public-local-plan-eip>

House of Commons EFRA Committee launch of food waste inquiry at

<http://www.parliament.uk/business/committees/committees-a-z/commons-select/environment-food-and-rural-affairs-committee/news-parliament-2015/food-waste-inquiry-launch-16-17/>

Closing the Loop an EU Action Plan for the Circular Economy, available at:

[http://ec.europa.eu/environment/circular-economy/index\\_en.htm](http://ec.europa.eu/environment/circular-economy/index_en.htm)

Public Consultation on the Circular Economy, European Commission, 28 May 2015

[http://ec.europa.eu/environment/consultations/closing\\_the\\_loop\\_en.htm](http://ec.europa.eu/environment/consultations/closing_the_loop_en.htm)

Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee of the Regions – Closing the loop – An EU action plan for the Circular Economy, European Commission, December 2015

Available at: <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52015DC0614>

Proposal for a Directive of the European Parliament and of the Council amending Directive 2008/98/EC on waste, European Commission, December 2015 Available at:

<http://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:52014PC0397>

A high level assessment of the potential impact on local authorities of the EU Parliament proposals in the Circular Economy Package released on 2 December 2015, in relation to management of wastes, Anthesis, 20 January 2016 Available as an appendix to the February 2016 Consultations and Policy report:

<http://www.nlwa.gov.uk/governance-and-accountability/authority-meetings/2016/reports-from-meeting-of-11-02-2016>

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**LB Haringey Site Allocations DPD additional statement submitted by NLWA**

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29 July 2016

Dear Inspector

**Ref: Haringey Local Plan: Representor's Additional Statement**

Thank you for the notification on Wednesday, 27 July 2016, regarding the format required for additional statements for specific examination sessions for the Local Plan. North London Waste Authority (NLWA) has confirmed that we wish to provide additional oral representation at the hearing for the Site Allocations DPD and accordingly we would also like to supply an additional statement in support of our representation. Our statement is attached to this letter.

1. To confirm:

This is a Representor's Additional Statement from: **North London Waste Authority**

Representor reference **ID: 34**

Regarding the: **Site Allocations DPD**

Matter to which this additional statement refers: **Matter 3 – Site Specific Issues**

**Sites in the West of the Borough – specifically Site SA 52 - Pinkham Way**

North London Waste Authority (NLWA) owns part of the Pinkham Way site.

2. How the evidence relates to the tests of soundness of the plan:

2.1 In our response to the pre-submission version of the Site Allocations DPD, NLWA indicated that we considered the document to be legally compliant, and compliant with the duty to co-

operate, but not sound. In relation to Site SA 52 the Authority considered that it could not be justified to seek to optimise cycling and pedestrian connectivity through the site as proposed in the Site Allocations DPD. We argued that increased connectivity through the site would compromise the site's development for employment use, including for waste use, which was the purpose of NLWA's purchase of part of the site.

2.2 NLWA supports the dual designation of the site for employment use and as a grade 1 borough level SINC (Site of Importance for Nature Conservation) but does not consider that this is deliverable with the site access proposals included in the Site Allocations DPD. Accordingly NLWA proposed in its written representations that the development guidelines for site SA52 be amended as follows (with proposed amendments in bold italics):

“Pedestrian and cycling connectivity ***from either side of*** ~~through~~ the site, including ***from*** the existing estate on Alexandra Road, to New Southgate station, which Crossrail 2 is proposed to be connected to, should be optimised as part of the design of any new development ***if it is safe to do so, recognising that the route and nature of any connectivity optimisation will depend upon the nature of the development.***”

The additional statement is appended to this letter:

### **Specific additional comments/statement**

#### **1. Introduction**

- 1.1 This Hearing Statement has been prepared by North London Waste Authority (NLWA) in response to the Inspector's draft Matters and Issues for Examination on the Site Allocations DPD and addresses Matter 3 Site Specific Issues for site SA52 located in the West of the Borough.
- 1.2 For the purposes of this Hearing Statement site SA52 is referred to as 'Pinkham Way'.

#### **2. NLWA Response**

- 2.1 The following section sets out the issues raised by the Inspector in the draft matters statement and NLWA's response.

#### **Matter 3 Key Issue**

- 2.2 The following issue has been raised by the Inspector in the Site Allocations DPD draft Matters Statement:
- 2.3 *SA52 – is the purpose of the designation consistent with National Planning Policy Framework paragraph 22, which seeks to avoid the long term protection of sites allocated for employment where there is no reasonable prospect? How does it relate to strategic and development management policies and their supporting documents in terms of demonstrating that additional land is needed to meet employment needs of the Borough? Can it be demonstrated that the site can be developed without harm to biodiversity and nature conservation objectives? Is it a deliverable site?*

#### **Consistency with NPPF Paragraph 22**

- 2.4 NPPF paragraph 22 states '*Planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed. Where there is a reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.*'
- 2.5 Taking account of the definition in paragraph 22 it is acknowledged the Pinkham Way site could be defined as having long-term protection as it was allocated in the IDP (adopted 2006), is currently allocated as Local Employment Area (LEA) within the Local Plan: Strategic Policies 2013 – 2016 (adopted March 2013) and is a Defined Employment Area (DEA) and Employment Location (EL) within the Unitary Development Plan's saved policies (March 2013). The Pinkham Way site

is also proposed for designation as Local Employment Area within the London Borough of Haringey (LBH) Site Allocations Development Plan Document (2016).

- 2.6 As the site has been afforded long-term protection, it should be demonstrated the allocation has been regularly reviewed and '*there is a reasonable prospect of the site being used for employment use*'.
- 2.7 Firstly LBH has regularly reviewed the Pinkham Way employment land allocation assessing the site within the Haringey Employment Land Update (2012) and the Employment Land Study (2015).
- 2.8 The Haringey Employment Land Update (2012) states:
- 2.9 '*The strategic location of the site, its scale and proximity to other well established industrial sites reflects its potential to become a successful, modern employment site. It offers a unique opportunity for the borough in serving a significant element of strategic, long term demand as the local economy grows and diversifies.*' (page 31).
- 2.10 The Employment Land Update considers the site is appropriate for a Locally Significant Industrial Site (LSIS) designation as this creates market certainty regarding the types of employment use appropriate for the site. It also represents a key component of future supply to meet long term demand in the borough.
- 2.11 The Pinkham Way site has also been assessed in the Employment Land Study (2015). Whilst the study recognises the site based constraints mean '*it does not appear to be likely to be developed for employment use in the near future*' (page 25), the study does recommend the site should be retained as employment land. The study advises a feasibility and viability assessment to support its findings.
- 2.12 The ownership status of Pinkham Way and its planning history, together with the excellent site access and adjacency to the trunk road network also contribute to the '*reasonable prospect of the site being used for employment use*'.
- 2.13 As NLWA is in ownership the site can be developed for owner occupier use. NLWA consider the site an asset to feature in long-term waste management plans:
- 2.14 NLWA is a statutory joint waste authority with statutory responsibility for managing local authority collected waste collected by the seven London boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest. The Authority bought part of the Pinkham Way site (SA 52) from London Borough of Barnet with the aim of developing it for waste use. The other part of the site remains in London Borough of Barnet's ownership. In May 2011 a joint planning application for Pinkham Way was submitted to Haringey

Council by London Borough of Barnet and NLWA to develop the site for waste management use, including for a waste collection depot for London Borough of Barnet. Although the application was never validated and the application subsequently withdrawn, it shows intent and interest by the owner to use the site for employment uses.

- 2.15 The Authority has consistently maintained that the site is an asset bought on behalf of seven north London boroughs and that it should remain an asset due to its strategic location and planning designation as an employment site (Pinkham Way is on the edge of Barnet, Haringey and Enfield and as such is in an ideal location from a waste transport perspective). Pinkham Way is a large site, located adjacent to the strategic road network and potentially has improving employment attractiveness as the proposals for Crossrail 2 (with the railway line adjacent to the site and New Southgate station just to the north) develop further. Accordingly the Authority argues that the site's designation for employment use is consistent with the NPPF in that there is a reasonable prospect of the site coming forward for employment use including for wastes management.
- 2.16 However, the Authority has advised that assuming it can secure planning permission for suitable residual i.e. black bag waste management facilities at the Edmonton EcoPark site in Enfield, that it currently has no immediate plans to develop Pinkham Way for such use. But, although NLWA has no immediate plans for developing Pinkham Way for residual waste use this does not mean that there is no prospect of NLWA developing the site at all. As an example NLWA and the seven north London boroughs have set a joint target to recycle 50% of the waste by 2020, which will require further investment in recycling and management of waste further up the waste hierarchy, i.e. moving away from landfill waste disposal. Suitable sites for waste use like Pinkham Way, are relatively rare in London, and with pressure to develop a more circular approach to wastes management - circulating resources through reuse, remanufacture and recycling, the Authority is keen to protect the retention of employment designation for the site in order to provide flexibility for the future management of north London's rubbish. The site would be potentially suitable for recyclables processing, remanufacture or transfer and bulking of waste for example. Compared to a residential use for example requirements for remediation of the site, might also be less onerous and therefore less costly if Pinkham Way is used for an employment use.
- 2.17 The Authority has applied for a Development Consent Order to replace the existing residual waste energy-from-waste facility at Edmonton with a new energy-recovery-facility (ERF) and associated buildings and works. This application is currently undergoing examination with a decision expected in 2017. If the DCO application is unsuccessful then NLWA would potentially need Pinkham Way for residual wastes management instead of for other wastes management purposes as outlined above. It would therefore be premature in our view to de-designate the site for employment use at a time when the statutory waste disposal authority for the area does not have approval for replacing its

residual waste management infrastructure and additionally at a time when the waste plan for the area – the North London Waste Plan is not yet finalised and is considering Pinkham Way as a potential waste site for inclusion in the Plan.

- 2.18 Taking account of the outcome of the last two Employment Land Reviews, the availability of the site and the planning history, Pinkham Way can be considered to be a reasonable prospect for employment use within the Local Plan period. This is augmented by the fact that its owners are two public bodies, with statutory responsibilities, we consider that it is not only a deliverable site for future employment use but also one which is needed in the area.
- 2.19 Prior to NLWA's planning application there was an application, submitted in 2000 (HGY/2000/0959) by Costco Wholesale Limited sought outline planning permission for the '*erection of a warehouse club building for the sale of goods (including use within A3) together with fitting bay, erection of industrial buildings, new access, car parking and landscaping...new access is to the North Circular from the existing roundabout*'. This application was withdrawn by the applicant.

#### **Demand for Employment Land**

- 2.20 It is considered matters relating to 'strategic and development management policies and their supporting documents in terms of demonstrating that additional land is needed to meet employment needs of the Borough' will be addressed by LBH.

#### **Biodiversity and Nature Conservation**

- 2.21 Matters raised by the Inspector were to demonstrate the site can be developed without harm to biodiversity and nature conservation objectives.
- 2.22 The Local Plan (2016) proposes the continued dual allocation of Pinkham Way as an employment allocation and a SINC. SINC's are protected through planning policy, primarily the NPPF, London Plan<sup>1</sup> and Haringey's Local Plan. Planning policy and biodiversity guidelines would inform the design of the future development of the site. Detailed design review would need to identify opportunities to support notable species and habitats associated with the SINC as part of the development, with provision of offsite enhancements and/or habitat creation where applicable.
- 2.23 In order to gain planning permission, it would be necessary to provide an overall net gain in biodiversity value, where possible, in accordance with the NPPF, appropriately balanced against employment needs given the dual designation of the site. Any future proposals for the site would need to provide the relevant ecological baseline and assessment, following the principles of the mitigation hierarchy, in order to inform a planning decision.

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<sup>1</sup> Greater London Authority, (2015); 'The London Plan. The Spatial Development Strategy for London. Consolidated with Alterations since 2011.'

- 2.24 It is relevant to consider the site's designation, which was as a 'typically diverse wasteland' site. Since the designation the site condition has changed and there is now a combination of rough (neutral) grassland, tall ruderal, scrub and wooded habitats, and whilst still undergoing treatment for removal, various stands of Japanese Knotweed and Giant Hogweed on site which are invasive and of negative value. Development of the site would provide an opportunity to reinstate biodiversity interests back into the operational site and to provide new and/or improved habitat areas consistent with the site's wasteland designation.
- 2.25 Further, the site sits within a wider network of ecological designations, which have different characteristics but in combination contribute to a wider network. Proposals for the site could contribute to the broader quality of this area.
- 2.26 The delivery of net gain, as part of a planning application, could be achieved through a combination of new habitat creation, plus enhancements to and management of retained habitat areas, together with the provision of off-site offsetting, if required to address additional residual impacts. This was the approach adopted for the planning application previously prepared by NLWA, which incorporated a range of measures to enhance the biodiversity for the proposal including: extensive green roofs planted to reflect the site's designation, green walls and an area of flood attenuation designed to provide for species that prefer a north facing habitat and which can withstand potential flood events, proposals for off-site mitigation were also discussed.

### **Deliverability**

- 2.27 The NLWA and London Borough of Barnet planning application (outlined above) demonstrates the site is considered viable for employment uses. In determining to progress with a planning application NLWA was satisfied that the site constraints including levels of contamination and the SINC designation could be effectively mitigated and a feasible scheme delivered. In its representations to the Site Allocations DPD NLWA has maintained that the dual allocation does not preclude employment development on the site.
- 2.28 Additionally, the site has excellent access to the trunk road network and its own existing dedicated access, removing accessibility constraints that might be found on other sites.
- 2.29 Given the wider proposals for the area associated with Crossrail 2, which would have the potential to transform the local area, and would contribute to further supporting the deliverability of employment uses on the site. It is recognised that the proposals are at an early stage, however, sustainable development requires employment uses and the Pinkham Way site is ideally located in this regard to support broader growth in the area. If Crossrail is brought forward it is highly likely that this would further support the deliverability of the site for employment.

**Commons Select Committee**  
**Food waste in England inquiry**

**Written evidence submitted by North London Waste Authority**

**1. Introduction**

- 1.1. North London Waste Authority (NLWA) is the second largest waste disposal authority in the UK in terms of the tonnage of waste managed and provides a service for approaching 1.9 million people in the London. NLWA covers the London boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington and Waltham Forest. Further information is contained in NLWA's Annual Monitoring Report of progress against the targets included in the jointly agreed (with the seven boroughs) 'North London Joint Waste Strategy' (NLJWS) which is available on our website.
- 1.2. Since 2007, NLWA has been running an extensive waste prevention programme. The aim of the 2016-18 North London Waste Prevention Plan is to reduce municipal waste arisings in north London, promote resource efficiency and improve the local environment through a comprehensive and sustainable programme of waste prevention activities. The Plan has an annual budget of £461,100 and it is estimated that through the two-year waste prevention programme, nearly 20,000 tonnes of waste will be diverted from disposal. Progress towards targets is tracked through diversion rates to indicate the proportion of a waste stream which is managed through waste prevention as opposed to disposal, or through metrics. NLWA responded to the consultation for the Waste Prevention Programme for England and, prior to that, to the Waste Prevention Call for Evidence that led to the publication of the Programme in 2013.

**2. What is the economic, environmental and social impact of food waste in England?**

- 2.1. A vast number of academic and national studies have been developed covering in depth the topic of food waste, and the response below will cover the consultation from a local authority perspective. As mentioned already, NLWA, as the waste disposal authority for north London, does not collect food waste, but rather arranges the processing of the material collected by six of the seven north London boroughs.
- 2.2. It is accepted that some amount of unavoidable food waste is inevitable; however it is desirable to both reduce the amount of avoidable food waste and ensure that the unavoidable food waste is managed in the most appropriate way possible. From the economic point of view, the main impact that any increase in food waste arisings has on local government is on the disposal and collection costs. Additionally, there are significant waste management costs associated with food waste arisings, such as maintenance of landfills, transport costs, operations costs in treatment plants, and separation costs.

- 2.3. WRAP has estimated that in London alone, 890,000 tonnes of food is thrown away per year, of which 540,000 tonnes is avoidable. The cost to London boroughs of reprocessing/disposing of this food waste is estimated at over £50 million per annum. It costs consumers £1.4billion per year to purchase the food and drink thrown away in London, and generates the equivalent of 2.1 million tonnes of CO<sub>2</sub>e.
- 2.4. Apart from cost to local authorities, increases in food waste arisings have a cost to local residents, too. National research shows that the average family throws away £60 worth of edible food per month. Price volatility as well as the increasing vulnerability of food production systems to climate change and loss of agro-biodiversity will make food even more expensive and potentially inaccessible for low income families in the future. Therefore, from a social point of view, waste of avoidable food can lead to further food shortages, increased food poverty and hunger and has an impact in particular on low income families in England. Global population is projected to increase to nearly eight billion by 2030 and more than 9 billion by 2050, with an even faster growing middle-class, creating demand for a more varied, high-quality diet requiring additional resource to produce. At the same time, a significant share of the world's population is suffering from under-nutrition or malnutrition.
- 2.5. Food waste has a great impact on the environment, too. Apart from waste of resources (such as energy and water and land use) food waste can contribute significantly to greenhouse gas emissions and has a high Global Warming Potential, which in 2011 is estimated to be at least around 227 MT of CO<sub>2</sub> equivalents. The Intergovernmental Panel on Climate Change (IPCC) identified that reducing food waste can:
- reduce greenhouse gas emissions
  - increase provision of ecosystem services via ecosystem conservation and sustainable management as well as sustainable agriculture
  - improve soil quality, reduce erosion, increase ecosystem resilience and
  - increase enforcement of existing policies for sustainable resource management.
- 2.6. In 2013, WRAP calculated the greenhouse gas emissions, water footprint and land requirement associated with avoidable household food waste in UK. The water footprint was 5,200 Mm<sup>3</sup> equivalent to 6% of the total UK water footprint, and the land footprint 19,000km<sup>2</sup>, equivalent to an area about 91% the size of Wales.
- 2.7. Overall, food waste is a wide and multifaceted problem and considering the economic, social and environmental implications across the supply chain of the impact of food waste will assist in realising the complexity of the issue.
- 3. What measures could be most effective in reducing food waste by retailers, the hospitality sector, local government, and consumers? These can include redistribution, recycling and recovery, and improved packaging and labelling.**

- 3.1 From the perspective of a municipal waste disposal authority, as food waste prevention includes many behaviour patterns, there is a need for a multi-faceted approach which combines a variety of measures linked to waste prevention attitudes and behaviour patterns. NLWA has developed a range of informational strategies to target food waste accompanied by easy-to-use instructions for residents. More extensive behavioural change campaigns have also been developed aiming to encourage residents to try new activities to reduce food waste that develop into routine habits. NLWA believes that the profile and visibility of waste prevention can be significantly raised by identifying specific activities in which residents can actively participate. However, with the current pressures on local budgets and the challenge posed by lack of robust methodology and monitoring systems to measure food waste prevention, justifying expenditure remains a big barrier for local authorities in order to continue promoting the food waste reduction message.
- 3.2 On the basis that regulatory and legislative strategies are occurring on a national level, local government can help food waste reduction by changing behaviours locally and effectively implementing the 4Es' behavioural change model; enabling people to make a change, encouraging actions, engaging with the community and exemplifying what is being done by others. NLWA finds action-oriented activities encompassing all the above elements of particular effectiveness and the current food waste programme is focusing on informational, educational and promotional initiatives.
- 3.3 Levels of food waste can also be affected by regulatory approaches to matters such as food marketing standards, food hygiene, date labelling, animal health and waste management including bans or restrictions of food waste to landfill disposal. Bans or restrictions on food waste to landfill
- 3.4 Although this response is focusing on effective measures from a local authority perspective, retailers have an important role to play to achieve food waste reduction across the food chain, with optimisation of the supply chain, use of modern technologies with regards to packaging and labelling and redistribution of safe surplus food to those in need. The hospitality sector can contribute to food waste reduction by increasing consumer choice with regards to portion sizes, making take-away of leftover food from restaurants a norm and by redistributing surplus portions.

#### **4 What proposals are necessary to further reduce food waste?**

- 4.1 To further reduce food waste additional legislation and regulatory measures are required related to waste, food donations and use of by-products from the food chain for feed production. The new circular economy package has a list of measures to reduce food waste. Proposals cover the full lifecycle of products: from production and consumption to waste management and the market for secondary raw materials.

- 4.2 NLWA believes that a common methodology and indicators around food waste prevention is necessary in order to quantify food waste levels for a solid evidence base as well as assess impact and considers that this should be a priority in order to assess the impact of any measures proposed. It is widely accepted that this is a complex task, due to the lack of available harmonised data and statistics, and to the multi-faceted nature of food waste generation. However, measuring food waste accurately would help reduce food waste by enabling companies to increase their accountability on this topic and policy makers to shape well-tailored (and integrated) public policies to tackle the issue. Furthermore, measuring the success of food waste prevention activities is a challenging process as at present there is no common set of tools or indicators that can be widely used by local authorities, central funding agencies and other stakeholders to measure the relative and absolute impact of food waste prevention initiatives.
- 4.3 NLWA also considers that restrictions on sending some types of food waste to landfill would also be beneficial. In its response to the 2010 Defra and Welsh Assembly Government consultation on the introduction of restrictions on the landfilling of certain wastes, the Authority noted that it would be relatively difficult to introduce producer responsibility legislation for this waste stream throughout the food production and distribution stream, (including to householders). However, to encourage the reduction of excess food waste the Authority recommended that a ban on commercial and industrial food waste to landfill would be useful.
- 4.4 A ban on commercial and industrial food waste would also tackle food waste produced at the manufacturing stage. A study carried out DHL Excel Supply Chain for WRAP (2009) showed that 27.2% of the total waste arising from the UK food and drink supply chain (not all of which is food) is wasted at the manufacturing stage, 7.6% at the retail stage and 64.7% at the household stage.
- 4.5 A ban on commercial and industrial food waste to landfill would have the benefit of diverting industrial food wastes from disposal, including the quantity of food waste from small restaurants and shops, thus making food waste collections potentially more viable for these premises and potentially further stimulating the market for anaerobic digestion. However, it may also have the unintended consequence of encouraging retailers to sell more short-life food to householders to avoid sending the food to relatively expensive AD and composting outlets; which would have to be guarded against.
- 4.6 The Authority supports the principle to move to reduce biodegradable waste to landfill on the basis of:
- the reduction in landfill gas resulting;
  - the contribution that the introduction of any landfill restrictions can make towards achieving overall carbon reduction targets and the implications of this; and
  - the positive impact as far as climate change is concerned.
- 4.7 However, we would comment that if any restrictions on landfilling food wastes were to be introduced this would require additional waste

management infrastructure, which aside from the requirement for funding will need to overcome the challenges of securing appropriate consents through the planning and permitting systems. Therefore the introduction of any such restrictions should take account of the planning framework and would need to be sequential to existing policies and instruments. Accordingly dates should be set sufficiently far ahead (7 to 10 years) to allow for planned implementation and associated communication programmes before, during and after actual implementation.

## **5 How effective are existing voluntary initiatives in England and is there a need for legislation?**

- 5.1 NLWA's view is that voluntary initiatives will work better as a precursor to legislative backing. Firstly, there is need for thorough assessment of the effectiveness of existing voluntary measures in order to investigate where legislation needs to be introduced. A number of voluntary initiatives exist in England at present, such as food sharing clubs, food banks, Fareshare, the gleaning network which coordinates volunteers, farmers and food redistribution charities to salvage fresh fruit and vegetables that are wasted on farms (<http://feedbackglobal.org/campaigns/gleaning-network/>) and the pig idea (<http://thepigidea.org/>), a campaign, aiming to encourage the use of food waste to feed pigs. However, without any requirements and standardised methodology for measurement and collaborative reporting it is not possible to ascertain the impact of these initiatives and reach meaningful comparative conclusions.
- 5.2 With regards to the Courtauld Commitment, according to WRAP, food and packaging waste in the grocery supply chain reduced by 7.4% over three years and successful examples include a manufacturer of pre-prepared foods identifying how to cut food waste by 25%, a retailer and supplier working together to optimise how bananas were supplied to store and examples of how bagged salad can be reduced by between a third and 80%. However, the Commitment appeals to large retailers and smaller businesses are not part of the initiative. Therefore an important part of the retail sector which has a significant presence in north London is not directly influenced by the Commitment.
- 5.3 The Hospitality and Food Service Agreement, launched in June 2012, is a voluntary agreement to support the sector in reducing waste and recycling more. The target is to reduce food and associated packaging waste by 5% and increase recycling rate to 70%. The Agreement has 230 signatories and supporters and signatories and supporters work towards delivering collective goals, and also influence their peers and supply chains. Interim results show that there has been a 3.6% decrease in food and packaging waste and 57% recycling rate. There is a range of published case studies detailing successful approaches to reduce waste, for example a meal supplier to the public sector cut waste by 60% through small changes to the size of cooking batches.
- 5.4 Overall, NLWA's view is that there have been initiatives that demonstrated successful results. However, when an initiative is driven by an individual organisation or sectors it does not force any requirements for standardised reporting and NLWA cannot comment on how effective

the initiatives are without knowing the evaluation methodology used and frequency of reporting. One of the problems we identify is that at the moment there is no requirement for voluntary incentives to report on a consistent manner or report at all.

## **6 What are the comparative approaches to reducing and managing food waste in the devolved nations, and across Europe?**

- 6.1 A number of successful actions have been developed nationwide and across Europe to reduce and manage food waste. These vary from policy and legislative approaches, to awareness raising initiatives and collaborative projects. NLWA has highlighted a number of good practice examples, as follows:
- 6.2 The Food Surplus Entrepreneurs Network (FSE Network), a European community connecting social innovators reducing food waste or valorising food surplus. It is a learning network facilitating exchange and collaboration between food surplus entrepreneurs. Furthermore, it gives visibility to these innovations to encourage replication.
- 6.3 The Menu Dose Certa project (Portugal) which aims to reduce food waste by 48.5 kilos per restaurant client per year and attempts to change attitudes and behaviours by raising awareness of food waste. The goal is to support restaurants in creating menus that generate notably less food waste. The project is a partnership between LIPOR (Inter-municipal Waste Management of Greater Porto), the Association of Portuguese Nutritionists, the local authorities of Espinho and local restaurants.
- 6.4 'Stop Wasting Food' is Denmark's largest movement of private consumers against food waste. The movement is founded to raise public awareness of food waste through campaigns, publicity, press, discussions, debate, events and other information channels and to equip consumers to minimise food waste. 'Stop Wasting Food' also inspires consumers to act locally, for example by donating edible surplus food to shelters for homeless people. Denmark has more initiatives against food waste in Europe than any other state, from awareness campaigns and partnerships to government subsidies for food waste projects and supermarkets selling products after the sell by date in order to reduce food waste.
- 6.5 The 'Slow Food Youth Network' in Germany came up with the Disco Soup idea to raise awareness of food waste that has now become a global phenomenon. People come together in a public space to communally prepare a soup from vegetables that would otherwise have gone to waste to the backdrop of live music and a festive atmosphere. Similar examples in the UK include the Pumpkin Rescue Festival that environmental charity Hubbub has developed and that NLWA supports, having hosted the annual flagship event in north London for a second consecutive year.
- 6.6 'European week for waste reduction', a project targeted on waste reduction and on promoting awareness of waste reduction strategies. Program promotes sustainable waste reduction across Europe by encouraging cooperation between different stakeholders. The main aim

is to induce positive changes of the Europeans consumptions habits and NLWA has been supporting the Week since its pilot edition in 2009.

- 6.7 In France there has recently been a ban on food waste from supermarkets. France has become the first country in the world to ban supermarkets from throwing away or destroying unsold food, forcing them instead to donate it to charities and food banks. It is expected that Italy will soon follow the French example and ban supermarket food waste, too. Businesses will be able to record donations in one simple form every month and will not face sanctions for giving away food past its sell-by date, and will pay less waste tax the more they give away.
- 6.8 The Scottish Parliament has adopted a phased approach to rolling out key measures in the Waste (Scotland) Regulations 2012, including requiring all businesses, public sector and not-for-profit organisations to present metal, glass, paper and card (including cardboard) for separate collection from 01/01/14; food businesses (except in rural areas) producing over 50kg of food waste/week to present their food for separate collection from 01/01/14; food businesses (except in rural areas) which produce over 5 kg of food waste per week to present that food waste for separate collection from 01/01/16 and a ban on key separately collected recyclables being incinerated or landfilled from 01/01/14 (plastic, card/paper, glass, metal, food waste).
- 6.9 The Brussels Environment 'Good Food' strategy, which aims to achieve a 30% reduction in food waste by 2020. The seven axes of the strategy are; production, supply, demand, good food culture, food waste, innovation and governance. Food waste, is a key focus of the strategy, with the objective of a 30% reduction by 2020, the introduction of initiatives like the 'rest-o-pack' (doggy bags) and re-distribution of unsold products.
- 6.10 Catalonia has developed its Waste & Resource General Program 2013-2020 and it is promoted by the Catalan Waste Agency (Agència Catalana de Residus). The food waste prevention objectives are to halve food waste quantities by the end of 2020 and to set a food waste reduction objective for the agro-food industry and wholesalers before the end of 2016.
- 6.11 ForMat is a collaborative programme in Norway, initiated by the food industry and financed by a range of partners. The goals of the project are to contribute to a 25% reduction in food waste by 2015, changing attitudes and improving knowledge and routines. Four years following the programme results show a reduction in food waste relative to production from 4.8% to 4.0% between 2010 and 2013 for the selected product categories, which represents a decrease of about 16% in the period.



## 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

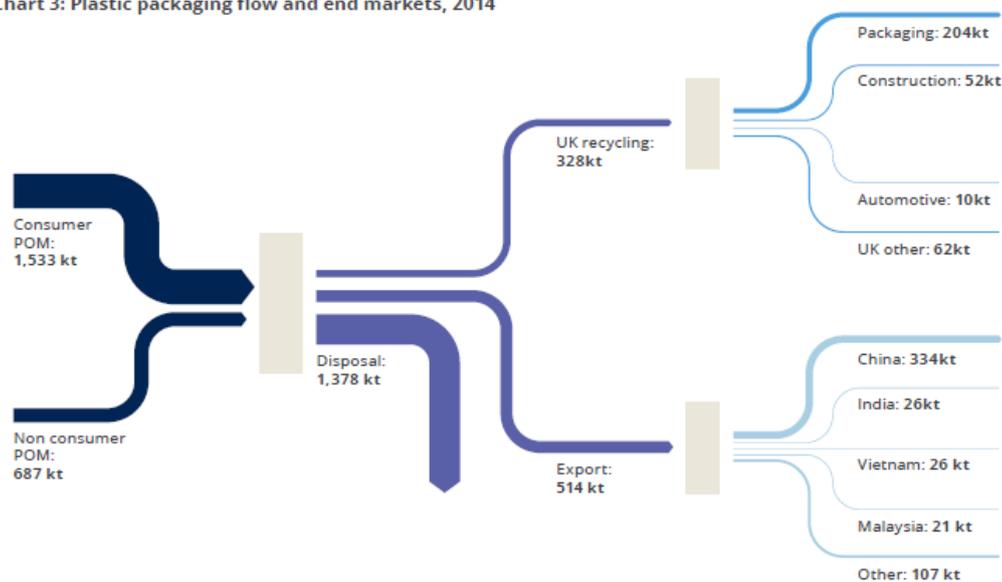
- 11.1 The EU vote to leave the UK has left significant uncertainty for the waste and recycling sector. In the medium term the industry is left in a quandary, since it is currently working towards targets in 2020 that may no longer apply depending upon the speed of the UK's exit from the EU. If there 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 plastics<sup>1</sup> 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.

<sup>1</sup> Waste Resources Action Programme (2016) Market Situation Report Spring 2016