

**NORTH LONDON WASTE AUTHORITY**

**REPORT TITLE:**

**WASTE STRATEGY FOR ENGLAND 2007**

**REPORT OF:**

**HEAD OF WASTE STRATEGY AND CONTRACTS**

**FOR SUBMISSION TO:**

**AUTHORITY MEETING**

**DATE:**

**27<sup>th</sup> June 2007**

**SUMMARY OF REPORT:**

This report summarises the Government's recently published (24<sup>th</sup> May 2007), *Waste Strategy for England 2007*. It outlines the key matters raised including increased recycling, composting (and re-use) targets for household waste, a new performance measurement framework and increased focus on waste prevention. Where relevant the report refers back to the Authority's Waste Strategy consultation response, the main principles of which were agreed at the Authority meeting on 5<sup>th</sup> April 2006.

**RECOMMENDATIONS**

The Authority is recommended to:

- (i) delegate authority to the Head of Waste Strategy and Contracts, in consultation with the Chairman, to approve a response to the Government consultation on 'Incentives for Recycling for Households', May 2007 as outlined in paragraph 1.7 of the appendix; and
- (ii) delegate authority to the Head of Waste Strategy and Contracts, in consultation with the Chairman, to submit to the Government (in conjunction with boroughs) a 'zero waste places' proposal, should an invitation for such proposals be forthcoming before the next Authority meeting as outlined in paragraph 8.5 of the appendix.

**Signed by: Head of Waste Strategy and Contracts**

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**Date:** .....

## **1.0 BACKGROUND**

- 1.1 This report and attached appendix provide a summary of the government's recently launched 'Waste Strategy for England 2007' which is the new national strategy for all wastes and which now replaces 'Waste Strategy 2000'. The appendix covers the background to the new national waste strategy, the proposals contained within it (including both the financial and regulatory changes needed to achieve the government's objectives) as well as proposals for specific products and industry sectors. The need for investment in waste collection and treatment infrastructure and the balance between local and regional governance in terms of meeting the needs of the Strategy is included, as well as discussion of the role of the different players involved.
- 1.2 A significant number of the proposals contained within the new Strategy relate to the government's proposals for implementing already known EC regulatory and legislative changes. Some of proposed changes are already underway and/or going through existing consultation processes. Where these changes are not already underway, the Strategy sets out future timetables for change, where known.
- 1.3 Some of the key new proposals which will have significant effects on the Authority are outlined below. However, it should also be noted that the Strategy is a high level document so that much of the necessary detail required in order to fully assess the impact of the proposals is not yet available. This will follow in subsequent consultation documents and plans and will be brought before the Authority in due course.

## **2.0 KEY NEW PROPOSALS**

- 2.1 Key new proposals included in the Strategy are as follows:
- Proposals to explore the potential for counting re-use and home composting tonnages towards local authorities' recycling and composting and landfill diversion targets. More information on this will be announced in the autumn.
  - No proposals to introduce charging for household waste but instead the government proposes to give local authorities the legal power to choose to introduce revenue-neutral schemes to financially incentivise householders to recycle and reduce waste.
  - Work to clarify when certain categories of waste can be deemed to have been fully recovered and cease to be waste.
  - Proposals for additional and higher packaging recycling targets.
  - Proposals to band Renewables Obligation Certificates, which provide financial support for energy recovery processes, including greater support for anaerobic digestion, gasification and pyrolysis.
  - Longer term consideration of developing a greenhouse gas emissions performance indicator for local authority performance on waste.
  - Ensuring that Private Finance Initiative credits and other funding mechanisms do not prevent local authorities and their waste management contractors from developing facilities to cater for both municipal and non-municipal waste.

- A series of new national targets for household waste recycling and composting (including proposals to include home composting and re-use) as well as new residual waste targets for reducing the amount of household waste not re-used, recycled or composted.

### **3.0 IMPLICATIONS FOR THE AUTHORITY**

- 3.1 Because of the high level and relatively long term nature of the Strategy, the full implications of the proposals contained within it are at this stage uncertain in many cases. However, there are a number of more immediate specific proposals for which the implications can be identified.
- 3.2 The first of these is the proposal to potentially give local authorities the power to choose to introduce a revenue-neutral scheme to financially incentivise householders to recycle and reduce waste, where this is desired locally. A consultation paper on this issue was issued on the same day as the Strategy and a corresponding recommendation in relation to this proposal is outlined in Section 4. It is suggested in the consultation paper that the ability for local authorities to introduce such schemes might help local authorities to meet their recycling targets and their obligations under the Landfill Allowances Trading Scheme. The logistical implications and costs of introducing such schemes would primarily be a matter for the Authority's seven constituent boroughs, although the benefits which such schemes might realise would potentially also impact positively on the Authority in terms of improvements in recycling and composting rates. Paragraphs 1.7 and 3.7 to 3.10 in Appendix 1 provide more detail.
- 3.3 The second key proposal, on which further information will be forthcoming in the autumn, is the potential for tonnages of material diverted through re-use and home composting to be counted towards local authority recycling, composting and landfill diversion targets. This proposal would impact positively on the Authority and its constituent borough councils and would go some way to offsetting the higher targets which have been set in the Strategy. Borough and Authority plans to encourage further re-use and to promote home composting, which are outlined in individual borough strategies and the Waste Prevention Implementation Plan included elsewhere on this agenda are likely to assume greater prominence if these proposals come to fruition. Authority officers will provide further updates on this issue as more information is forthcoming.
- 3.4 At this stage it is too early to consider whether the targets contained within the North London Joint Waste Strategy will need to be increased in line with the national increases in targets as it is not yet known how the new national targets will be translated locally, or what contribution re-use and home composting might additionally contribute towards existing performance. A watching brief and then further modeling work will need to be undertaken before any such proposals are considered. However, the importance of timely consideration of such issues once further information is forthcoming, cannot be under-estimated because any changes to the joint waste strategy targets would affect the Authority's procurement process and potentially the services and facility mix required in order to meet them. Inevitably, any change is likely to have a cost implication.

3.5 The other proposals outlined in Appendix 1 and section 2 above are not so immediate, although a recommendation is included below in relation to proposals for 'zero waste places' which are proposed in the Strategy. Paragraph 8.5 of Appendix 1 provides more detail.

#### **4.0 RECOMMENDATIONS**

The Authority is recommended to:

- (i) delegate authority to the Head of Waste Strategy and Contracts, in consultation with the Chairman, to approve a response to the Government consultation on 'Incentives for Recycling for Households', May 2007 as outlined in paragraph 1.7 of the appendix; and
- (ii) delegate authority to the Head of Waste Strategy and Contracts, in consultation with the Chairman, to submit to the Government (in conjunction with boroughs) a 'zero waste places' proposal, should an invitation for such proposals be forthcoming before the next Authority meeting as outlined in paragraph 8.5 of the appendix.

#### **5.0 COMMENTS OF THE FINANCIAL ADVISER**

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

#### **6.0 COMMENTS OF THE LEGAL ADVISER**

The Legal Adviser has reviewed this paper and her comments are incorporated within it.

#### **Local Government Act 1972 – Access to information**

##### **Documents and Websites used:**

Waste Strategy for England, 2007, DEFRA, May 2007

Waste Strategy for England, 2007, Annexes, May  
DEFRA, 2007

Waste Strategy 2000, DEFRA, 2000

Securing the future, delivering UK sustainable  
development strategy, HM Government, March 2005

Consultation on Incentives for Recycling by Households,  
DEFRA, May 2007

Thematic Strategy on Waste Prevention and Recycling,  
European Commission, December 2005.

The Economics of Climate Change: The Stern Review,  
Nicholas Stern for HM Treasury, 2007

Lyons Inquiry Report – ‘Place-shaping: a shared  
ambition for the future of local government’, Sir Michael  
Lyons, March 2007

Waste Framework Directive (WFD), European  
Commission, (2006/12/EC)

Clean Neighbourhoods and Environment Act 2005

UK Transfrontier Shipment of Waste Regulations (TFS  
Regulations), 1994 (SI 1137)

The Haz Guide, National Household Hazardous Waste  
Forum, available online at [www.nhhwf.org.uk](http://www.nhhwf.org.uk)

Directive 2005/32/EC on the Eco-design Requirements  
for Energy Using Products

Planning Policy Statement 10, ‘Planning for Sustainable  
Waste Management’, Office of the Deputy Prime  
Minister (now Department for Communities and Local  
Government), July 2005

Meeting the Energy Challenge, A White Paper on  
Energy, Department of Trade and Industry, May 2007

North London Joint Waste Strategy, Mayor’s Draft,  
September 2004, NLWA, 2004

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## **APPENDIX 1 – DETAILED SUMMARY OF WASTE STRATEGY FOR ENGLAND 2007**

### **1. BACKGROUND**

- 1.1 A new national waste strategy, 'Waste Strategy for England 2007', was published on 24<sup>th</sup> May 2007. This paper summarises the new Strategy and outlines the key matters raised.
- 1.2 The new Strategy follows a review of 'Waste Strategy 2000' and now supersedes the latter. The Authority responded to the consultation review with the main principles of the Authority's response being agreed at the Authority meeting on 5<sup>th</sup> April 2006. Where relevant this paper refers back to the Authority's consultation response.

#### **Rationale for a New Waste Strategy**

- 1.3 The two key reasons for the review and publication of a new Strategy were:
1. Because the Government had made a commitment in 'Waste Strategy 2000' to undertake periodic reviews of the national Waste Strategy to ensure that England is on track with meeting its targets.
  2. Secondly because there was a need to give a stronger focus in the new Strategy to the link between waste management and its contribution to tackling climate change and to put in place additional steps to address this key challenge.
- 1.4 The new Waste Strategy 2007 is also designed to deliver the Government's objectives for waste within the context of its overall Sustainable Development Strategy 2005, 'Securing the Future'.
- 1.5 The paper which follows is broadly organised according to the sections contained within 'Waste Strategy 2007'.
- 1.6 This paper does not cover the detail contained within the 565 pages of the Strategy's annexes, which include: a final impact assessment (following on from the partial regulatory impact assessment contained within the consultation draft); an outline of the delivery landscape and decision-making framework; a series of annexes which summarise the amount of material produced for a range of different waste streams, growth trends for those streams, government objectives for management, associated policies and targets and the resultant impacts or sector responses. Additional annexes cover markets and materials; summary guidance on energy-from-waste; illegal waste activity; horizon scanning, plans for waste and resources research; a full list of licensed facilities in England, organised by planning region and waste planning authority; a summary of the legal framework for waste management and general technical requirements and an environmental assessment statement.
- 1.7 Much of the detail of the delivery strategies, plans and policies that will implement the objectives contained within the Strategy will be subject to further consultation papers which will be brought before the Authority in due course. A consultation on 'Incentives for Recycling for Households', May 2007 has just been published as a first example, with a deadline response

date of 16<sup>th</sup> August 2007. It is recommended, because the consultation deadline for this is before the anticipated next Authority meeting, that authority to submit a response is delegated to the Head of Waste Strategy and Contracts in consultation with the Chairman.

- 1.8 In the following sections of this summary, ***key proposals and plans are highlighted and italicised in the body text. Sections 3, 6, 7 and 9 contain the most immediately relevant information.***

## **2. WASTE STRATEGY 2007**

- 2.1 Total waste arisings in England are approximately 272 million tonnes per annum. Of this figure:

- 9% (24.5 million tonnes) is generated by households,
- 24% (65.3 million tonnes) by industry and commerce,
- 30% (81.6 million tonnes) by mining and quarrying activities,
- 32% (87 million tonnes) by construction and demolition operations.
- 5% (13.6 million tonnes) comes from dredgings, agriculture and sewage sludge.

In North London, approximately 1 million tonnes of municipal waste (mainly household, but including some local authority collected commercial and industrial waste) is generated each year.

- 2.2 Whilst the Strategy acknowledges that progress has been made over the last few years as outlined in table 1, the Strategy recognises that better management of waste can contribute to:

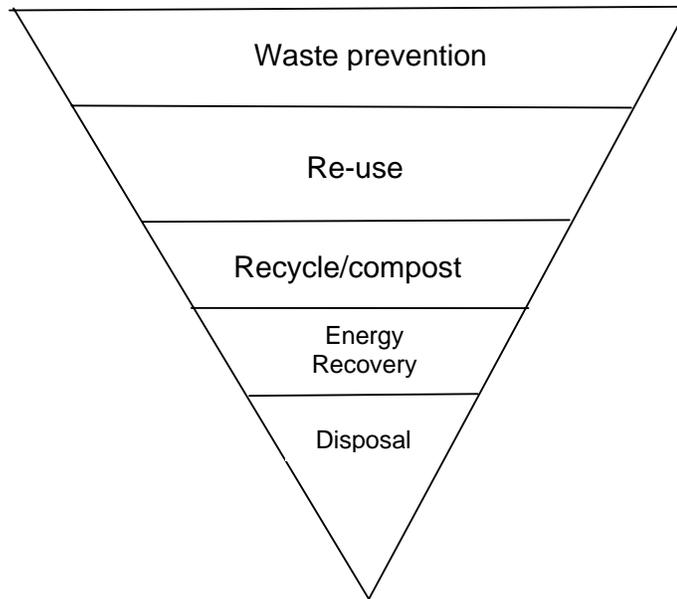
- Reducing **greenhouse gases** - notably methane from landfill sites
- Improving **resource efficiency** – saving energy and reducing material use
- Protecting **public health** – through safe management of potentially hazardous substances
- Protecting **ecosystems** – soil, groundwater and emissions to air
- Safeguarding social **amenity** – ensuring household waste is collected, reducing flytipping by households and businesses and limiting local nuisances from waste facilities

**Table 1 – Improved Performance – Indicators Outlined in Waste Strategy 2007 for England**

	<b>Measure/indicator</b>	<b>Performance - Year</b>	<b>Performance - Year</b>
1.	Municipal waste growth per annum (relative to GDP)	3.5% per annum prior to 2000	0.5% per annum between 2001 and 2006
2.	Household recycling and composting rate	25% for 2005 (target)	27% in 2005/06 (actual)
3.	Packaging waste recycling rate	27% in 1998	56% in 2006
4.	Million tonnes of waste landfilled at landfill sites registered for landfill tax	80 million in 2000/01  (down from 96 million in 1997/98)	72.5 million in 2004/05
5.	Percentage of population saying they are 'committed recyclers'	45% prior to the commencement of the national 'Recycle Now' campaign	57% now
	It is estimated that current UK recycling of paper, glass, aluminium and steel is saving 18 million tonnes of carbon dioxide a year through avoided primary material production (equivalent to 14% of UK transport related emissions).		

- 2.3 The Strategy acknowledges that interventions by Government to achieve improved resource efficiency may occur at a number of places within the life cycle of a product, e.g. by influencing behaviours during extraction of the raw material, production of the products, purchasing by consumers or industry, consumption, how the 'waste' products are discarded and how they are collected, recovered or ultimately disposed.
- 2.4 The Strategy endorses the continued use of the 'waste hierarchy' as a good 'general guide' to the relative environmental benefits of different waste management options as shown below and Chapter 8 of the Strategy includes a summary of how the measures contained within it can help to drive waste prevention as the most preferable option at the 'top' of the hierarchy.

**Figure 1 – The Waste Hierarchy**



Source: Waste Strategy for England 2007, DEFRA, May 2007

- 2.5 The purpose of the Strategy as outlined in the document is to ‘map out, at a high level, the direction of travel over both the medium and longer term for all waste (not just municipal waste).’ It is also intended that the Strategy is in line with, and contains similar objectives to the European Commission’s Thematic Strategy on Waste Prevention and Recycling, published in December 2005.
- 2.6 The main elements of Waste Strategy 2007, according to the document itself are to:
- Provide **stronger incentives** for businesses, local authorities and individuals to reduce waste
  - Encourage greater consideration of **waste as a resource**
  - Make **regulation more effective** so that it reduces the costs to compliant businesses
  - **Target actions** on the materials, products and sectors of the economy with the greatest scope for improvement
  - Ensure that when waste is recycled overseas, that it makes an environmentally sound contribution to **reducing demand for global resources**
  - **Improve national, regional and local governance** with a better framework to deliver more coordinated action and services on the ground

- **Increase engagement** of business and the public by communicating and supporting behaviour change – with Government taking the lead on this too.

The overall aim is that the country's strategy on waste contributes towards the country's goal of living within its environmental means.

### 3. ACHIEVING CHANGE THROUGH THE USE OF FINANCIAL INSTRUMENTS

3.1 Chapter 2 of the Strategy looks at the financial instruments which will be used in forthcoming years to deliver the necessary changes outlined in paragraph 2.6 above. The Strategy notes that the Stern Report<sup>1</sup> calls for 'policies that promote sound market signals and overcome market failures'; financial instruments are regarded as such.

3.2 Three key financial instruments are outlined, all of which have relevance to the Authority:

#### **Taxation – and specifically Landfill Tax**

3.3 The Strategy states that the Government is using a number of tax measures to support waste policies and that the landfill tax is the most important of these. The Strategy points to the reduction in the amount of waste landfilled, since the introduction of the landfill tax in 1996 (shown in Table 1) as a demonstration of the success of this tax in bringing about change. Accordingly, as already announced by the Chancellor in the Budget 2007, and reported to the Authority at its last meeting, ***the standard rate of landfill tax will be increased by £8 per tonne, each year from 1<sup>st</sup> April 2008***, until at least 2010/11 in order to encourage greater diversion of waste from landfill and the use of more sustainable waste management options.

#### **Trading Schemes**

3.4 Trading schemes set limits on environmentally 'bad' behaviour, but award 'environmental' credits to organisations which demonstrate environmentally 'good' behaviour. Such schemes then allow those who have surplus 'environmental' credits to sell credits to those who are in deficit. Such schemes are already in place for packaging recycling and recovery whereby 'obligated' companies must secure evidence in the form of 'packaging recovery notes' or 'packaging export recovery notes' that they have recycled and recovered the required quantities of packaging to meet their obligations, and for waste disposal authorities, in terms of landfill allowances which limit the amount of biodegradable municipal waste that each waste disposal authority can landfill. Such schemes, according to the Strategy can deliver greater environmental outcomes at lower costs.

3.5 According to the Strategy, the Landfill Allowance Trading Scheme (LATS) in particular is regarded as having been successful in its first year of operation (April 2005 to March 2006). The scheme sets statutory limits on the amount of biodegradable municipal waste disposal authorities can send to landfill. Waste disposal authorities landfilled 18.5% less biodegradable municipal

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<sup>1</sup> The Economics of Climate Change: The Stern Review, Nicholas Stern for HM Treasury, 2007

waste in 2005/06 than their total allocation under the scheme. All waste disposal and collection authorities also reported validated waste data for the first year of the operation of LATS using the centralised database 'WasteDataFlow'. Accordingly the Strategy focuses on the development of the LATS system in forthcoming years.

3.6 Three main actions are proposed as follows:

- As a 'small minority' of waste collection authorities are persistently reporting waste data late and so hindering waste disposal authorities' abilities to meet their reporting obligations under LATS **the government will consider introducing new legislation to oblige waste collection authorities to report waste data for LATS.**
- **DEFRA will be reviewing the operation of the LATS in 2007, to ensure that it is working efficiently.**
- As part of the above review **DEFRA will also explore how the development of a reporting and monitoring procedure might be taken forward to allow local authorities to fully account for the diversion of biodegradable municipal waste from landfill through 'supported' home composting schemes.** The Waste and Resources Action Programme (WRAP) and others are already working on this. This is a significant development, because if progressed, it would potentially allow 'supported' home composting tonnages to be counted towards composting and recycling and LATS targets. No timetable for implementation, however, is outlined in the Strategy nor is a definition of the term 'supported' home composting scheme given.

### Financial Incentives for Recycling

3.7 The third fiscal instrument outlined in the Strategy is the use of incentives (and charges). The Lyon's report<sup>2</sup> recommended giving local authorities the powers to introduce charging schemes as an incentive to reduce and recycle waste. However, **the Government has concluded**, according to the Strategy **that it does not wish to introduce a local variable waste charge**, i.e. to introduce charging for household waste, as seen elsewhere in Europe.

3.8 However, the Strategy notes that the Government believes that an important part of increasing local flexibility is to give authorities the power to determine locally how to respond to the waste management challenges they face (as well as giving authorities the tools to meet the LATS targets for which they are obligated).

3.9 Accordingly the Government is consulting on removing the ban on local authorities using **financial incentives for waste prevention and recycling**. One proposal is a 'recycling incentive' scheme. This would be revenue neutral, so that low waste households would get money back. There would be no overall increases in charges from such a scheme. Subject to the

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<sup>2</sup> Lyons Inquiry Report – 'Place-shaping: a shared ambition for the future of local government', Sir Michael Lyons, March 2007

outcome of the consultation, ***the Government proposes to legislate to remove the ban on local authorities introducing such schemes at an early legislative opportunity.***

- 3.10 The Strategy states that local authorities are already using a range of tools to encourage more recycling by householders, including reward schemes such as prize draws, alternate weekly collections, 'no side waste' policies and compulsory recycling. The Strategy says that the Government does not advocate any particular tool, but wishes to give authorities maximum flexibility to decide the best way to encourage sustainable waste behaviour in their local area.

#### **4. ACHIEVING CHANGE THROUGH BETTER REGULATION**

- 4.1 Chapter 3 of the Strategy contains the Government's proposals for regulations to achieve sustainable waste management. In summary it includes proposals for:

- Actions to deliver proportionate risk-based regulation on waste
- The strategy for tackling illegal waste activity
- Dealing with hazardous waste
- The future regulation of landfill
- Actions in some other waste sectors
- Ensuring that those working in the waste industry have the necessary skills and training and a safe and healthy working environment

##### **Defining Waste**

- 4.2 One of the first commitments in this section of the Strategy is for ***DEFRA and the Environment Agency (EA) to shortly publish, for stakeholder consultation, draft updated guidance on the interpretation of the definition of waste.*** The Strategy states that whilst the European Commission Waste Framework Directive (WFD) currently defines waste as 'any substance or object...which the holder discards or intends or is required to discard' and notes that the European Commission's current proposal to revise the WFD will not change the definition, the Government believes that clear guidance and explanation can help business and others affected to more readily understand the definition and its implications. The Strategy notes that the consultation responses were generally ***in favour of retaining the current definition of waste*** for England and that the Government agrees with this.

##### **The Environmental Permitting Programme**

- 4.3 The Strategy contains an outline of the Environment Agency's plan to modernise waste management licensing processes. The first phase of this, ***effective from April 2008, will be to integrate the waste licensing and pollution prevention and control permitting systems.***
- 4.4 In addition to above, following an already conducted review of a range of options to ***clarify the interface between planning and pollution control,*** DEFRA and the Department for Communities and Local Government will incorporate the outcome of this review into the environmental permitting (i.e.

regulation and licensing of operations) and planning systems, subject to a full quantitative regulatory impact assessment.

### **Exemptions from waste management licensing**

- 4.5 In December 2006, DEFRA, the EA and the Welsh Assembly Government launched a **review of the current exemptions from waste management licensing**. This will be completed with the aim that those operations currently exempt from the requirement for a waste licence are regulated in a proportionate risk-based way. Exemptions from waste management licensing mainly apply to some of the community sector organisations whom the Authority has registered for the payment of re-use and recycling credits, but also to some larger scale activities such as bottom ash recycling at LondonWaste's Edmonton site. Any proposed changes to the regulatory regime for exempt operations may have need to be incorporated into the Authority's guidance for organisations wishing to claim re-use or recycling credits from the Authority, but until such time as the review is completed it is too early to consider any possible amendments.

### **Clarifying when waste ceases to be waste**

- 4.6 The EA and WRAP are already working with industry sectors to **establish domestic waste protocols to determine the point at which certain categories of waste can be deemed to have been fully recovered and cease to be waste**. This will help a number of agencies and could in future provide a UK contribution to the European Commission's proposed EU-wide, 'end-of-waste criteria process' which will form part of the revision to the Waste Framework Directive. The impact of any such changes for the Authority is unknown at this stage, but it could significantly affect the viability of waste technologies such as MBT (mechanical biological treatment) where the fuel they produce is currently classified as 'waste' which restricts where it can be burned.

### **Changing the regulation of inert waste**

- 4.7 The Strategy states that DEFRA and the EA have also put in hand a review of the regulation of inert waste. **Stakeholders will be consulted on options for reforming the regulation of inert waste by the end of 2007**. It is anticipated that the Authority will wish to respond to this consultation.

## Reform of the controls on the handling, transfer and transport of waste

- 4.8 ***A consultation on the review of controls on the handling, transfer and transport of waste commenced in November 2006.*** The Authority responded to this initial consultation (February 2007). A further consultation on a set of draft amending regulations that will combine the legislative changes needed to improve the controls on waste carriers, brokers and the Duty of Care<sup>3</sup>, will follow. It is anticipated that the Authority will wish to respond to this consultation too.

### Engaging stakeholders in better waste regulation

- 4.9 DEFRA has published a strategy for engaging stakeholders in the better waste regulation agenda with the aim of involving stakeholders at an early stage in the development of waste regulation policy and to maintain an interactive dialogue with them throughout.

### Illegal waste activity

- 4.10 Annex F of the Strategy contains ***details of plans*** (a series measures with associated timetables and anticipated benefits) for the Government to work with the EA, local authorities and other key groups such as the police and business representatives ***to develop and implement an action plan to tackle illegal waste activity.*** These plans primarily affect the Authority's constituent collection authorities and include such actions as the development of regulations to implement the provisions of the Clean Neighbourhoods and Environment Act 2005 relating to powers to stop, search and instantly seize vehicles being used to commit certain waste offences.
- 4.11 One aspect which is included in this action plan is the ***review of the powers of the regulators in relation to imports and exports of waste in the light of changes to the EC Waste Shipments Regulation.*** The latter contains new provisions which place an obligation on anyone shipping green listed waste (recyclables) for recovery to provide certain information (as set out in Annex II of the Waste shipments regulation) to accompany the waste. There is also a provision which enables Member States to request that the information be provided for inspection, planning and statistical purposes. Regulators would then have access to better information on the scope, scale and pattern of trade, according to the Strategy, which could be used to target enforcement action, and there would be greater knowledge of who is involved in the export of green list waste. The Government is revising the UK Transfrontier Shipment of Waste Regulations (TFS Regulations) to include new powers in relation to the export of waste. DEFRA has proposed a

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<sup>3</sup> The Duty of Care is set out in section 34 of the Environmental Protection Act 1990 and associated regulations. It applies to anyone who is the holder of 'controlled' waste. So anyone who produces, keeps or stores controlled waste is subject to the regulations. A small office producing a weekly bin full of paper and office waste is subject to the Duty of Care requirements as is the Authority organising for the collection of municipal waste from the constituent boroughs. Those who are subject to the regulations must ensure that the waste is managed properly, recovered or disposed of safely, does not cause harm to human health or pollution of the environment and also ensure that it is only transferred to someone who is authorised to receive it. The duty applies to any person who produces, imports, carries, keeps, treats or disposes of controlled waste or as a broker has control of such waste.

provision in the TFS Regulations which makes shippers and transporters of waste liable for any illegal export of waste carried by them. DEFRA has also proposed that HM Revenue and Customs' powers in relation to detaining waste at ports for suspect shipments be extended from the current three days to five days. The Strategy acknowledges the Government's welcome of the compliance scheme and associated code of practice on the export of recyclable materials, recently developed by the Environmental Services Association.

### **Risk-based compliance and enforcement**

- 4.12 For a number of the current regulatory regimes the principle tool used to do this is the Operator Pollution Risk Appraisal (OPRA). This works by taking into account both inherent risks (e.g. nature of waste, type of activity, sensitivity of the local environment) and then secondly the performance and compliance history of the operator. Individual operators/sites are then given an overall 'OPRA' score based upon the above. The Environment Agency uses these **scores** to prioritise the regulation and monitoring of sites. The scores enable the EA to target resources on poor performers and higher risk activities. ***The EA plans to introduce OPRA-based approaches across all regimes by 2008.*** This information is publicly available on the EA website at [www.environment-agency.gov.uk](http://www.environment-agency.gov.uk)

### **Hazardous Waste**

- 4.13 The Strategy contains a number of proposals in relation to hazardous waste with the aim of Government continuing to pursue policies which lead to reductions in hazardous waste arisings. The proposals include:
- ***Sponsorship (by the Environment Agency) of a scheme to encourage small to medium sized enterprises in six key sectors to minimise and manage hazardous waste.***
  - ***Continued support by Government for the Environment Agency's Oil Care Campaign***, which aims to improve and promote the better management of waste oils. ***It is not intended at this stage to bring forward the development of a producer responsibility scheme for waste oil***, but to review this in the light of the outcome of the European Commission's review of waste directives, including its proposal to repeal the Waste Oil Directive.
  - Taking forward work on ***decorative paints and garden chemicals*** with a view to ***discussing*** with the relevant sectors, ***scope for voluntary agreements to increase separate collection, recycling and recovery*** of these wastes.
- 4.14 This section of the Strategy also confirms the Government's endorsement of the National Household Hazardous Waste Forum's guidance on the management of household hazardous waste, available at [www.nhhwf.org.uk](http://www.nhhwf.org.uk). Local authorities are encouraged to adopt this guidance. The Authority is a member of the Household Hazardous Waste Forum so officers receive regular updates on these issues.

- 4.15 The Strategy also confirms the Government's support for the separate collection of household hazardous waste and the Strategy encourages all authorities to follow those who have already introduced separate collections and to publicise such services. However, the Strategy is not prescriptive in this regard and does not bring forward any further proposals to require authorities to collect such material separately.

### **Landfill Regulations**

- 4.16 The Strategy outlines two key proposals in relation to the regulation of landfill sites, in line with the repeated endorsement of landfill as the 'home of last resort for waste'. These proposals are:

- Subject to further analysis, ***proposed consultation on whether the introduction of further restrictions on the landfilling of biodegradable wastes and recyclable materials*** would make an effective contribution to meeting the objectives set out in the Strategy. The Government cites other EU Member States with supplementary approaches to landfill, including landfill bans on combustible wastes suitable for incineration, bans on reusable or recoverable waste or bans on organic wastes. Any such consultation on proposals would be linked to further work on priority waste materials. The introduction of supplementary landfill bans would have a further impact on the plans contained within the North London Joint Waste Strategy and the implementation of the same, but until more detailed proposals are forthcoming it is too early to anticipate the exact nature of such impacts.
- Consultation on ***proposals to extend the requirement for a written description of waste***, already needed under the duty of care, ***to require the details of basic characterisation and any pre-treatment carried out to be recorded on waste transfer notes***. This would help to implement and integrate the requirements for the pre-treatment of all non-hazardous waste going to landfill which will be introduced in October 2007 into the existing regulatory regime. This consultation is already in the early stages as part of the review of controls on the handling, transfer and transport of waste which commenced in November 2006 to which the Authority responded as outlined in paragraph 4.8.

### **Regulation of other waste sectors**

- 4.17 Two other sectors are singled out in the Strategy for further regulation namely:
- Agricultural waste – the Strategy states that the Government will be putting a statutory producer responsibility scheme in place for non-packaging farm plastics in 2008. This follows on from the recent reclassification of agricultural waste and its inclusion within 'industrial' waste and the associated regulations which apply.
  - The Government will also be transposing the EC Directive on the management of waste from the extractive industries into national law by 1<sup>st</sup> May 2008. Mine waste facilities would be subject to the new provisions by 2012.

## 5. **ACHIEVING CHANGE THROUGH INCREASED RESOURCE EFFICIENCY: TARGETING SPECIFIC MATERIALS, PRODUCTS AND SECTORS**

5.1 Chapter 4 of the Strategy outlines a wide range of new policies and actions for tackling targeted and specific waste materials, products and sectors; those with the greatest scope for improving environmental and economic outcomes. The key criteria for selection for action are: waste volume/growth, cost, practicality and environmental impact in terms of carbon and hazardousness. The chapter is organised with proposed actions on materials, products and then sectors. This paper is similarly constructed.

### **Materials**

5.2 Although the Strategy recognises a range of uncertainties around using for example life cycle approaches to assess the environmental impact of different materials, it notes that there are 'significant potential savings in greenhouse gas emissions (in the UK and elsewhere) from greater diversion of certain materials from landfill, through recycling and energy recovery, over and above current efforts.' The relative and absolute carbon benefits of diverting a range of different waste materials away from landfill is assessed in the Strategy via recycling, incineration with energy recovery, anaerobic digestion and composting. The following actions are proposed for the following key materials:

#### 5.2.1 **Paper and card**

The Government proposes to establish ***a voluntary agreement with the paper industry to reduce paper waste and increase paper recycling.***

It also proposes to ***increase cross-government procurement of paper with recycled content,*** although no targets are outlined.

### 5.2.2 Food and garden wastes

On food and garden waste the Government proposes to support the development of anaerobic digestion.

Through WRAP, **to extend the Courtauld Commitment<sup>4</sup> to more food brands** and to hold round-table discussions with retailers on how household food waste reductions are to be delivered.

Through the Food Industry Sustainability Strategy, **to implement a target for reducing the food industry's own waste.**

### 5.2.3 Aluminium

As each tonne of aluminum recycled saves eleven tonnes of carbon dioxide, according to the Strategy, it is noted that small increases in recycling tonnages would have significant greenhouse gas benefits. An action for aluminium is that **the Government proposes to develop proposals (subject to further analysis) for higher packaging recycling targets beyond 2008 European targets.**

### 5.2.4 Glass

A series of proposals is put forward for glass. It is unclear whether these would be mandatory:

**Light weighting glass in containers** – through the use of 'best in class' standards e.g. the lightest 300g jar of instant coffee might be described as the 'best in class' to which all others should aspire.

Developing and **trialing collection services for glass from small businesses** e.g. licensed premises.

Developing a **specification for minimum recycled content** for glass products. (Proposals for re-use and refill are included in paragraph 5.7).

### 5.2.5 Plastics

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<sup>4</sup> The Courtauld Commitment took shape at a Ministerial summit, held at the Courtauld Gallery in March 2005, where the Environment Minister and Chief Executive of WRAP met with senior representatives from grocery retailers and the British Retail Consortium. The aim was to find new packaging solutions and technologies, so that less rubbish ends up in the household bin. The meeting resulted in 'in principle' support for WRAP:

- (1) To design out packaging waste growth by 2008;
- (2) To deliver absolute reductions in packaging waste by 2010 and;
- (3) To identify ways to tackle the problem of food waste.

**The current retail signatories to the Courtauld Commitment are :** Asda, Boots, Budgens, the Co-operative Group, Londis, Iceland, Kwik Save, Marks & Spencer, Morrison's, Sainsbury's, Somerfield, Tesco and Waitrose. **The current brand signatories are:** Heinz, Northern Foods, Unilever and Premier Foods.

The Strategy notes that burning plastics has a general net, adverse greenhouse gas impact due to the release of fossil carbon, and that plastic recycling has significant potential for carbon and energy savings, but that the scale of this benefit varies widely depending on the processing route. The key proposals for this material are therefore:

To **develop proposals (subject to further analysis) for higher packaging recycling targets beyond 2008 European targets.**

To **support the work of WRAP**, which is already underway, to increase recycling of plastics and the recycled content of certain plastic containers.

Nothing is specifically included in the proposals about reducing the diversity of polymer types used in plastic packaging to aid recycling, although this is a point which could be discussed with WRAP.

#### 5.2.6 Wood

The Strategy notes that wood has relatively low embodied energy, (energy consumed in extraction) but a high calorific value. Accordingly the key actions proposed are:

To take forward a **programme of work to develop energy markets** for waste wood.

To include, **non-statutory, guidance to accompany construction Site Waste Management Plans** which highlight the options for wood waste other than landfill.

#### 5.2.7 Textiles

For textiles, the key proposal in the Strategy is to **develop policies to achieve higher levels of textile re-use and recycling** and **more value-added markets** for recycled textiles, including through discussions with stakeholders.

#### Products

5.3 Work is currently underway to identify those products which have the greatest environmental impact. **A new Products and Materials Unit is being established within DEFRA** to take this work forward and **a progress report will be published in Spring 2008.**

5.4 Ten 'product roadmaps', i.e. life cycle assessments showing both the environmental impact of the product and also identifying the best places and method for intervening to reduce this impact, are currently under development. DEFRA's Market Transformation Programme is carrying out more work to support the reduction of waste impacts through action taken at the design stage of the supply chain.

5.5 The Strategy notes that the Government has recently consulted on the **implementation of the European Directive on Energy Using Products<sup>5</sup> in the UK.** (This was not a consultation to which the Authority responded). This **will establish a framework for setting eco-design requirements for**

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<sup>5</sup> Directive 2005/32/EC on the Eco-design Requirements for Energy Using Products

**energy using products.** Waste impacts will need to be considered as part of the wider life-cycle assessment of energy using products.

- 5.6 In addition to the above, the Strategy notes that the Government will **continue to support a range of initiatives to help develop re-use and re-manufacture**, where market opportunities appear not be fully exploited, **through the BREW** (Business Resource Efficiency and Waste) **programme and through the third sector.** (No comment is made regarding the scope of these initiatives going forward).
- 5.7 Specifically these actions will include:
- **Continued support for the National Industrial Symbiosis Programme** (NISP) which matches one organisation's waste with another's raw material needs.
  - Funding for a **feasibility study into developing refillable packaging** systems.
  - Producing **updated guidance to encourage local authorities to pay re-use credits** to third parties where there are 'environmental, social and economic benefits'. The Authority has already agreed to pay these to eligible and audited organisations.
  - Work which has already been completed, through which DEFRA funded the **Furniture Re-use Network** to set up an **accreditation scheme** for their members to access national re-use contracts.
- 5.8 In addition to the above, the Strategy notes that 'there is still a problem of excess packaging around many products'. Accordingly the Strategy commits the Government to, in consultation with the industry, **looking to amend the producer responsibility regulations to achieve packaging minimisation**, while keeping in mind businesses' commercial objectives. This would include setting optimal packaging standards for a product class. WRAP has estimated for example that if just 10% more of imported wines were bulk imported and bottled here in 'best in class' recycled wine bottles, 138,000 tonnes of carbon dioxide equivalent a year could be saved.
- 5.9 Alongside the proposals for packaging minimisation targets, **the Strategy also proposes (subject to analysis) higher recycling targets for the period beyond 2008.** (The Packaging Directive targets for 2008 are 60% recovery and 55% recycling of packaging waste). Whether proposed targets are likely to be material specific or apply to all packaging is not specified – at present there are both material specific and overall targets in place. However, building upon the previous sections of the Strategy, it should be noted that recycling different packaging materials results in different carbon dioxide benefits.
- 5.10 A number of other product based initiatives are mentioned in the Strategy, but as these specifically apply to the implementation of known EC legislation into the UK, they are not covered in any further detail here.
- 5.11 However, the final product related proposal included in the Strategy, is an **already agreed 'opt-out' service for unaddressed mail with the Direct**

**Marketing Association.** The current 'Mailing Preference Service' whereby householders can request to opt out of receiving direct mail, only applies to 'addressed' direct mail, so the proposals suggest that a similar scheme is developed for 'unaddressed' direct mail. Unaddressed direct mail, including magazine inserts accounts for a much larger percentage of the total amount of direct mail (368,500 tonnes out of the total of 550,000 tonnes) and is increasing at a rate of between 1% and 2% per annum.

- 5.12 The Strategy also notes that ***the Government will be looking to other sectors of the paper industry, such as free newspapers, catalogues, and directories, and possibly other products as well to incorporate or establish similar agreements.*** In its response to the consultation the Authority called for action to extend product stewardship to merchandising and suggested that producers be required to pay some 'penalty' for the creation of extra waste associated with producing products purely for merchandising reasons, e.g. giving away a free umbrella, bag or CD with a newspaper, or a free first aid kit for opening a new bank account.

### **Sectoral Approaches**

- 5.13 The last section of Chapter 4 of the Strategy, looks at sectoral approaches to achieving change. The key proposals identified are as follows:

- A commitment from the EA to report '**resource efficiency league tables**' which will be published as an annual Resource Efficiency Inventory covering all processes which are regulated by the EA through the pollution prevention control regime. This will allow performance to be compared sector by sector, company by company and site by site.
- In line with a prioritisation of the food and retail and the construction and demolition sectors, the Strategy also puts forward the following actions:
  - An extension of the Courtauld Commitment to non-food retailers, and a range of other measures for the food sector as outlined in paragraph 5.2.2.
  - ***Publication of a Sustainable Construction Strategy later in 2007.***
  - ***A possible new target to halve the amount of construction, demolition and excavation (CD&E) waste going to landfill by 2012.*** Proposals will be put forward in the Sustainable Construction Strategy following consultation with stakeholders.
  - ***A voluntary agreement to reduced plasterboard waste*** to landfill and increase collection and recycling.
  - ***Mandatory Site Waste Management Plans (SWMPs)*** for construction projects over a certain size, (£250,000 is proposed). This proposal is currently out for consultation.

- Work with the Building Research Establishment (BRE) to develop **a strategic implementation plan for construction waste**.

## 6. ACHIEVING CHANGE THROUGH INVESTMENT IN WASTE COLLECTION AND TREATMENT

- 6.1 Chapter 5 of the Strategy looks at the infrastructure investment required to manage waste sustainably into the future. The Strategy takes a number of different aspects of infrastructure in turn as follows:

### Collection and Food Waste

- 6.2 The Strategy states that ‘the Government does not believe it is right to prescribe from the centre how collection is done in different parts of the country.’ The Strategy goes on to say that ‘the evidence does not suggest alternate weekly collection is the only way to boost recycling but equally experiences from authorities in both the UK and abroad suggests that such schemes can work well, and can contribute to significantly higher recycling rates provided they are well designed and implemented’. In relation to food waste specifically, **WRAP is already supporting a number of trials of different food waste collection arrangements to establish good practice options and to identify barriers to further roll out.**
- 6.3 The Strategy notes that **the Government funds information and support to local authorities through WRAP** on bulky waste collections, alternative kerbside collection systems for recycling, and managing civic amenity sites. **The Strategy confirms the Government’s commitment to further strengthening this service** including support on collection systems, the use of different kinds of material recycling facilities (MRFs), Private Finance Initiative (PFI) and contractual arrangements that optimise the environmental and financial value obtained from recycling.

### The Waste Infrastructure Delivery Programme (WIDP)

- 6.4 The Strategy says that the Government set up WIDP within DEFRA in order that the unit would establish and monitor the shortfall in residual waste treatment capacity required for England to meet its share of the UK’s Landfill Directive targets. It was also established to support local authorities, as the main organisations responsible for meeting these targets, with high quality, comprehensive support, including financial support through Private Finance Initiative (PFI) credits where appropriate, grants and consultancy advice.
- 6.5 The Strategy notes that WIDP aims to ensure that:
- The necessary infrastructure is planned for.
  - That synergies between municipal and other waste treatment are maximised.
  - Where local authorities procure infrastructure directly that they have access to high quality dedicated support.

- The flow of large transactions is handled in an orderly fashion, so that procurement takes place in as competitive an environment as possible.
- The scale of procurement of residual waste infrastructure takes account of changes in expected waste arisings and recycling levels while ensuring that meeting England's share of Landfill Directive targets can be safely assured.
- Steps are taken to encourage new entrants to the waste treatment market.
- Markets are developed for secondary recovered fuel.
- Excellent communications with local stakeholders are maintained at all stages of the waste planning and implementation process.

### Planning for Waste Infrastructure

- 6.6 The Strategy commits the Government to working closely with the Regional Assemblies and regional partners to help secure regional spatial strategies and local development documents with waste content that are in line with the expectations contained with Planning Policy Statement 10 on 'Planning for Sustainable Waste Management'. The Strategy states that **'engagement with the planning process will be a factor in deciding on the allocation of additional financial assistance and support to be provided to local authorities through WIDP'**. This is to be noted in relation to the Authority's application for PFI credits through WIDP.

### Recovering Energy from Waste

- 6.7 The Strategy notes that the Government's Energy White Paper published in May 2007, places energy from waste in a wider energy policy context. Specifically this sets out **proposals to band the Renewables Obligation (RO)**. The Renewables Obligation Certificates (ROCs) System provides support for electricity produced from the biomass content of waste treated in gasification, pyrolysis, anaerobic digestion and good quality combined heat and power plants. Energy from waste facilities are also exempt from the Climate Change Levy.
- 6.8 **A consultation document on the RO, published alongside the Energy White Paper** sets out the **proposed levels of financial support** under a banded RO, including **greater support for anaerobic digestion, gasification and pyrolysis**. In addition the Strategy says that the Government has announced plans to remove barriers to the burning of secondary recovered fuel (SRF) alongside ROC eligible biomass at co-firing stations and proposals to facilitate the accreditation of eligible schemes by the regulator Ofgem, through taking account of the energy content of mixed waste. These changes will, according to the Strategy, encourage greater recovery of renewable energy from waste through anaerobic digestion and other energy from waste technologies.
- 6.9 Annex E to the Strategy contains summary guidance on energy from waste technology. The Strategy states that **the Government wishes to encourage local authorities and businesses to consider using anaerobic digestion**. DEFRA has established an Anaerobic Digestion Policy Network to take forward work on anaerobic digestion. **WRAP is**

**charged with developing markets** for the output of anaerobic digestion – referred to as anaerobic digestate and **the Environment Agency intends to have an operational protocol for anaerobic digestate by Spring 2008.**

- 6.10 However, apart from the above, the Strategy notes that Government does not generally think it appropriate to express a preference for one technology over another, since local circumstances differ so much. That being said, the Strategy notes that **greenhouse gas emissions should be an important criterion for stakeholders developing energy from waste plant** and notes that the Environment Agency has developed a new software tool (WRATE – Waste and Resource Assessment Tool) for assessing waste management options in an area. (This replaces the previous WISARD tool which was used by the partners in North London to assess the most appropriate option for managing waste in North London when developing the North London Joint Waste Strategy).

### **Improving Contract Design**

- 6.11 The Strategy notes the importance of suitable contract design in order for local authorities to realise benefits both from keen pricing and from economies of scale. The Strategy notes that the move to disaggregated contracts has the potential to open up the market for less capital intensive services, and that contracts, including those for PFI, must be sized to combine both the benefits of economies of scale as well as attracting the interest of a wide range of suppliers.
- 6.12 Building on the UK Government Sustainable Procurement Action Plan, published in March 2007, the Strategy says that **the Government is exploring the potential of including ‘social clauses’ in (waste) procurement processes**, whereby community benefits can be specified alongside the traditional asset or service being procured. **The Office of the Third Sector is commissioning work to increase evidence and spread experience of those who have used social clauses, and identify further opportunities for those who wish to take them.** It is important to note that the Authority does not have any ‘well being’ powers, so how this proposal might affect the Authority is unclear at this stage.

### **Markets for Recycled Materials**

- 6.13 A further final development included in the Strategy for stimulating investment in waste collection and treatment is that the Government will be asking **WRAP to create a centre of expertise on export markets for recycled materials.** This would extend WRAP’s traditional role of developing UK markets for recycled materials.

## **7. GETTING LOCAL AND REGIONAL GOVERNANCE RIGHT**

- 7.1 In terms of governance, the Strategy confirms that the Government is developing new arrangements for local authority waste performance standards. **Whilst the Government has set performance standards for recycling and composting for all local authorities for 2007/08, the**

**Strategy notes that these will be the final set of Best Value Indicators (BVPIs) for waste.**

- 7.2 **A new local authority performance framework will be put in place from next year.** Under this framework, there will be a strengthened role for Local Area Agreements (LAAs). How these new arrangements might affect an area such as the Authority's is unclear however, although the Strategy does note that the main feature of the new framework will be a set of national outcomes and 200 mandatory indicators for all local government services, set by central government, which will be announced in conjunction with the Comprehensive Spending Review 2007.
- 7.3 **From next year, every local authority will have to report against all 200 indicators and agree up to 35 of these as 'local improvement targets'.** Each area will also have 18 Department for Education and Skills statutory improvement targets. Again, it is unclear how the 200 indicators and up to 35 improvement targets for a multi-purpose authority, might be transposed to a single purpose authority such as the North London Waste Authority.
- 7.4 Alongside the new performance framework, **a new monitoring and assessment regime will be introduced. This will replace the current Comprehensive Performance Assessment and will be called 'Comprehensive Area Assessment'.** The Strategy notes that the new regime will be more proportionate and risk based and enable better targeting of support or intervention when things go wrong.
- 7.5 The Strategy notes the overwhelming support, from the Strategy consultation, also supported by the Authority, for continued statutory performance standards. Accordingly, the Strategy states that **the Government is developing proposals for local authority waste performance indicators** to be included within the new performance framework. The proposed indicators will focus on:
- The amount of municipal and household waste produced
  - The amount recycled and composted
  - The amount landfilled
  - It is also envisaged that the focus for 'local improvement targets' will be local authorities' **performance on the average amount of household waste per person that is not re-used, recycled or composted.**
  - Consideration is also being given (as outlined in paragraphs 3.6 and 5.7) to how **tonnages diverted from landfill through re-use and home composting might be included** within the new set of indicators. (It is not proposed that re-use within the home or re-use of non-municipal solid waste, e.g. materials taken to charity shops, be included in any such indicators).
- 7.6 The finally agreed performance package will be published later in 2007.
- 7.7 In the longer term, the Government is **considering developing a greenhouse gas emissions performance indicator for local authority performance on waste.**

- 7.8 The Strategy makes the business case for partnership working, saying that research for DEFRA suggests that, 'most local authorities could benefit from economies of scale through cooperating with other authorities including between counties and unitaries, as well as between districts, when procuring new waste treatment facilities.' Accordingly, the Strategy states that the **Government will work closely with local authorities to develop the concept of Multi Area Agreements (MAAs)**. The Government is also legislating to **allow the creation of joint waste authorities** through the Local Government and Public Involvement in Health Bill.
- 7.9 Through the WIDP, the Government will also **produce a 'comprehensive package of guidance' on inter-authority agreements**. No timescale is given for this however.

### **Local Authorities and Business Waste**

- 7.10 The Strategy quotes research which suggests that 51% of the mixed (unsorted) commercial waste that is collected, comes from small and medium enterprises (SMEs). (It is unclear whether this means local authority collected commercial waste or total commercial waste). A particular issue for these smaller businesses noted in the Strategy, is likely to be the requirement for 'pre-treatment' of any non-hazardous waste destined for landfill which comes into force in October 2007. **The Strategy is not proposing to change local authorities' role or to place any specific new duties on local authorities in relation to business waste**, at this stage. However, the Strategy notes that **'the Government is encouraging local authorities to use their role as local community leaders** in partnership with businesses, other local, sub-regional and regional public sector organisations and third sector organisations **to achieve a more integrated approach to resources and waste in their area.'** This encouragement by central government, for local authorities to develop a more integrated approach to waste in their area (i.e. including business waste within their plans), will come in the form of:
- **Funding for pilot initiatives** – an existing programme in Oxfordshire, involving the Local Government Association, the National Industrial Symbiosis Programme and Oxfordshire County Council is piloting work on what local authorities can do to effectively contribute to business waste management and resource efficiency and how they can do this.
  - **Ensuring that PFI and other funding mechanisms do not prevent local authorities and their waste management contractors from developing facilities to cater for both municipal and non-municipal waste.**
  - Supporting the **preparation of guidance and dissemination of good practice** on this wider role.
- 7.11 In addition to the above, **the operational review of the LATS in 2007, will review whether current LATS monitoring appropriately supports a balanced approach to collecting and treating commercial waste.** It will

be important for the Authority to consider both how it might respond to the LATS review, particularly in relation to commercial waste and also to note the potential opportunity to be including consideration of commercial waste within development plans for new facilities as part of the Procurement Strategy. If further information is available before the next Authority meeting it will be brought before Members at that time.

- 7.12 The final two sections of Chapter 6 of the Strategy note the Government's intention to promote the Government Offices as a link between national government and local players on waste as well as their key role in relation to regional spatial strategy and Development Plan Documents. The final section outlines the plans for London, specifically noting the outcome of the Government's review of the powers and responsibilities of the Mayor of London and the Greater London Authority (GLA). The package of resultant measures, as outlined in the Strategy provide the Mayor with 'a stronger strategic role in waste'. The requirement for waste authorities to deliver services in 'general conformity' with the Mayor's waste strategy is noted along with his existing power of direction. The Strategy notes that 'It is particularly important that the new arrangements in London strengthen the boroughs' and JWDAs' (Joint Waste Disposal Authorities') ability to meet their allowances in a cost-effective way, and so give England the best chance of meeting the EC Landfill Directive target'.

## 8 ROLES AND RESPONSIBILITIES – A SHARED RESPONSIBILITY

- 8.1 Chapter 7 of the Strategy looks at partnership approaches to delivering on the targets, including the role of others in information and awareness, the role of the third sector and education and action in schools.

### **Providing Information and Raising Awareness**

- 8.2 The Strategy notes that the Government will build on the national 'Recycle Now' campaign, focusing in future not just on recycling, but also on prevention and resource use in general. The future programme will include:

- ***Continuation of the national 'Recycle Now' campaign*** to boost the number of committed recyclers.
- ***Targetting of 'harder to reach' areas*** and 'light' recyclers
- ***Continued support for individual local authority campaigns*** which focus on increasing public participation in recycling initiatives.
- ***Extending the existing communication work into waste prevention***
- ***Providing funding for community groups*** through WRAP's Behavioural Change Local Fund for communications that increase participation in household recycling

- 8.3 In addition to the above, the Government has also launched a greener living guide on the Direct.gov website, which provides consumer information on greener living in general, including advice on reducing and recycling waste.

### **Waste Prevention**

- 8.4 On waste prevention, the Strategy notes that a number of local authorities are using the National Resource and Waste Forum's Waste Prevention

Toolkit as an aid to assisting their plans to encourage a reduction in the amount of waste collected. WRAP has updated the toolkit as a web-based tool, and the Government encourages local authorities to use it when developing their local strategies.

- 8.5 The Strategy also notes that the Government will launch a 'zero waste places' initiative in the autumn with the aim of inviting a number of places, including cities, towns and rural communities to become exemplars of good environmental practice on all waste. The Authority is recommended to authorise officers (in conjunction with borough colleagues) to put forward suggestions for 'zero waste places' in North London, should an invitation for proposals be forthcoming before the next Authority meeting. The North London Joint Waste Strategy, Waste Prevention Implementation Plan includes a recommendation for an action to develop a 'zero waste business park' as an exemplar for North London and it is recommended that this suggestion also be put forward for a potential 'zero waste place' under the initiative.

### **The Third Sector and its Role in Delivering Waste Prevention**

- 8.6 The third sector includes voluntary and community based organisations, as well as charities, co-operatives and social enterprises. The Strategy notes that the Treasury and the Office of the Third Sector, will work with others to consider the best way to build the framework and evidence base on the value which the third sector contributes to improving public services.
- 8.7 DEFRA has also asked WRAP to draw up, develop and implement a programme of work to increase the third sector's capacity. The Strategy notes that some work is already underway including:
- The **extension of Futurebuilders** to waste and all other areas of service delivery from March 2008. Futurebuilders is a national programme which provides competitively bid for funding, including low interest loans, to third sector organisations to increase their capacity and ability to bid for work delivering public services, usually under contract.
  - An **accreditation scheme for re-use organisations** to allow them to access nationally negotiated re-use contracts for furniture and electrical appliances.
  - **Research into the success factors behind social enterprises.**
- 8.8 The Strategy notes that **waste prevention at a local level will become increasingly important as authorities seek to meet the proposed new residual waste targets.** Research is already underway which seeks to establish good practice in involving the third sector in this work. **The Government will consider what action is needed to promote good practice in waste prevention by the third sector** in the light of this research.

### **Retailers and Carrier Bags**

- 8.9 The Strategy notes that 'in the longer term, **the Government envisages that the single-use carrier bag, issued free at point of sale, will become a thing of the past.**' This is a considerable change, considering that each

adult receives on average nearly 300 disposable bags each year. However, in the interim, the Strategy notes that ***the Government, WRAP, the plastics industry and UK retailers are working on a voluntary plan to achieve a 25% reduction in the environmental impact of free carrier bags (both plastic and paper) by the end of 2008***. A range of measures will be used to achieve this including reducing the impact of each bag, e.g. through using less material or including more recycled content in the production of the bag, as well as actions to change consumer behaviour.

### **Recycling bins in Public Places**

- 8.10 The Strategy states that the Government wishes to extend the recycling 'culture' to all aspects of peoples' lives. Accordingly a key new voluntary initiative will be to ***promote recycling (through the installation of additional bins) in the street and public places***. To support this, ***the Government will develop guidance and a voluntary code of practice with key stakeholders, to be published by the end of 2007***, with the intention of stimulating a new wave of public recycling from 2008. There will clearly be street scene implications to this, but these will be a matter primarily for our constituent borough councils.

### **Waste and its Contribution to Climate Change**

- 8.11 The Strategy notes that dealing with waste is one element of the more environmentally friendly behaviours we need to adopt to avoid dangerous climate change. Building on the work of the Sustainable Consumption Roundtable, which reported in May 2006, DEFRA has been looking at defining some priority behaviour goals in energy, water, waste, personal transport and products (including food). With regard to waste, the Strategy states that ***increasing recycling, segregating waste better and wasting less food are particular priority behaviours*** that have been developed with stakeholders. However, the Strategy notes that ***information is required*** to communicate the link between individual action and climate change – i.e. ***to 'help increase carbon dioxide literacy'***.
- 8.12 Accordingly the Strategy announces ***the development a series of information tools*** including:
- ***A carbon dioxide calculator***, using standardised statistics and factors to enable users to assess their carbon dioxide footprint.
  - ***A proposal for a code of best practice for carbon offsetting and an associated quality mark.***
  - ***A new short film***, helping individuals to understand the connection between their own actions, carbon dioxide emissions and climate change.
- 8.13 The carbon dioxide calculator will initially include end-user direct emissions from fuel for personal transport, fuel for domestic heating and electricity for domestic heating and appliances. Over time, consideration will be given to whether the impacts from wider embedded emissions, including from waste, might be incorporated into the tool.

## Waste Education and Action in Schools

- 8.14 Although the Strategy recognises the role of schools as both waste producers, and environmental educators of tomorrow's adult population, the emphasis for DEFRA and the Waste Strategy is focused on the former. Accordingly, the Strategy acknowledges the Government's National Framework for Sustainable Schools which sets out a pathway for all schools to become models of sustainable best practice. *Purchasing and Waste* is one of the 'doorways' within the Framework, so this sets a good context for linked work between the Department for Education and Skills (DfES) and DEFRA within the school environment.
- 8.15 The Strategy also acknowledges the work that WRAP and Waste Watch<sup>6</sup> have already done in supporting schools in this area and makes a commitment to WRAP supporting and encouraging a more focused and comprehensive schools response. Through WRAP's 'Recycle Now in Schools' series of programmes, (that may duplicate work already being done in parts of our area), the following will be developed:
- **A training programme** aimed at providing local authority waste and recycling officers with the knowledge and skills to implement effective recycling schemes in schools.
  - **A schools recycling trial** aimed at gathering data on the business case for schools recycling and improving recycling services for schools.
  - **Resources for schools**, including a web-based tool to help schools put recycling into practice.
  - **A primary school programme** which communicates reduce, re-use and recycle messages and gives pupils examples of how to put these behaviours into practice at home and at school.
- 8.16 Additionally, the Strategy commits DEFRA to working with the DfES and other partners to help schools overcome barriers to recycling their own waste. This package of actions includes:
- **Clarification of the definition of schools waste** and encouragement for local authorities to provide reliable, high quality recycling facilities for schools.
  - **Advice for schools** on how to improve their waste collection and recycling arrangements, in line with the DfES national framework for Sustainable Schools.

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<sup>6</sup> The Authority supported the Waste Watch Education Funding Campaign (launched in December 2004), which called for funding for strategic waste education work in schools, for DEFRA to recognise the valuable role that education plays in helping to achieve sustainable waste management, and to give urgent priority to the allocation of a proportion of landfill tax revenue to waste education-based work in schools. It also called for DEFRA to agree to work with other government departments including DfES and to take more of a lead role in this area. The campaign argued that at a time when other parts of society are being encouraged to do more to reduce, reuse and recycle the engagement of young people is in danger of being ignored.

- **Stronger guidance** to schools of waste reduction and re-use, **including guidance on purchasing.**
  - Working with the DfES and local authorities to establish **a National Sustainable Schools Forum** to develop and share best practice in enabling schools to address sustainable development.
- 8.17 The Strategy also recognises the importance of schools as models of sustainable construction and through the DfES Capital Programme, the Strategy states that DEFRA will explore and champion the role of schools in delivering national waste prevention goals. Specific proposals include giving attention to:
- Reducing waste arisings in new build, maintenance and refurbishment projects.
  - Increasing the content of recycled materials in school building projects.
  - Designing school buildings and grounds in ways that enable and encourage waste prevention behaviours.
- 8.18 The Strategy also commits DEFRA to working with ENCAMS (Environmental Campaigns, formerly Tidy Britain Group), to **encourage more schools to register with Eco Schools and move towards green flag status.**
- 8.19 The final section of Chapter 7 deals with the Government's own targets which are set out in Table 2. The Strategy states that the Government is also committed to extending and updating the list of procurement 'Quick Wins' (which require government departments to apply minimum environmental standards across a wide range of commonly purchased products) and to **consulting on the establishment of a 'Centre of Sustainable Procurement Excellence'**. The Quick Wins list will include waste prevention criteria as well as recycled content standards. The Government has already pledged that its office estate will be carbon neutral by 2012.

**Table 2.** New Waste Targets for Government Departments

	<b>Target</b>	<b>Deadline date</b>	<b>Base date</b>
1.	5% reduction in departmental waste arisings	By 2010	2004/05
2.	25% reduction in department waste arisings	By 2020	2004/05
3.	40% recycling rate for each department	2010	n/a
4.	75% recycling rate for each department	2020	n/a

## 9 IMPLEMENTATION AND MEASURING SUCCESS

9.1 The final chapter of the Strategy deals with implementation and measurement. This section also outlines new targets for recycling and composting of household waste so has important implications for the Authority. These targets have been set in the light of lower levels of waste growth than anticipated. The targets are set out in the following tables, (note that re-use is included for the first time in these targets):

**Table 3.** New Targets to Reduce the Amount of Household Waste not Re-used, Recycled or Composted for England

	Amount of household waste not re-used, recycled or composted in million tonnes	Year	Equivalent kg/person
Actual	22.2	2000	450kg
Actual	18.6	2005	370 kg
Target	15.8	2010	310 kg
Target	14.3	2015	270 kg
Target	12.2	2020	225 kg

The above change is equivalent to a 45% reduction between 2000 and 2020.

**Table 4.** New Targets for Household Waste Re-use, Recycling and Composting for England

Year	<b>Waste Strategy 2000</b> target for % of household waste recycled and composted	<b>Waste Strategy 2007</b> target for % of household waste re-used, recycled and composted	North London Joint Waste Strategy household waste recycled and composted
2010	30%	At least 40%	35%
2015	33%	45%	45%
2020		50%	

The Government will review the targets for 2015 and 2020 in the light of progress to 2010. The current national performance is a 27% recycling and composting rate.

**Table 5.** New Targets for Municipal Waste Recovery for England

Year	<b>Waste Strategy 2000</b> Target for % of municipal waste to be recovered e.g. through energy from waste processes	<b>Waste Strategy 2007</b> Target for % of municipal waste to be recovered e.g. through energy from waste processes	North London Joint Waste Strategy Target (excluding re-use)
2010	45%	53%	LATS compliance
2015	67%	67%	LATS compliance
2020		75%	LATS compliance

**Note:** 'Recovery' includes recycling, composting and energy recovery.

The 'actual' recovery rate of **household** waste only in North London in 2005/06 was 55.25% (34.35% from energy recovery, 15.27% from recycling and 5.62% from composting).

- 9.2 In addition to the above national targets, the Government has also set out the following targets:
- A minimum 20% reduction in commercial and industrial waste to landfill by 2010 (compared to 2004 tonnages).
  - 50% reduction in construction, demolition and excavation wastes to landfill by 2012 (compared it is assumed to present tonnages).
  - A minimum 9.3 million tonnes reduction in carbon dioxide equivalent emissions per year from waste, by 2020, compared to 2006/07.
- 9.3 At this stage it is unclear how the national targets will be distributed locally and regionally, within the framework of a new performance assessment framework outlined in paragraph 7.5. However, a forthcoming report for the next Authority meeting, which will assess the Partners' progress towards meeting the North London Joint Waste Strategy targets will take these new national targets into consideration.
- 9.4 In addition to the above, the Strategy announces the establishment of a Waste Strategy Board which will be chaired by the lead DEFRA Director for Sustainable Consumption and Production and include representatives from a range of other government departments. The Board will also include two non-executive members with relevant experience to provide independent challenge and advice. The Board will be responsible for driving delivery of the Strategy across Government, for monitoring and evaluating the implementation of the Strategy and for providing advice, support and direction.
- 9.5 A 'Waste Stakeholder Group' will also be established to provide advice and input to delivery of the strategy and the future development of policy and strategy.

- 9.6 Finally, the Strategy commits the Government to producing '**periodic**' **reports on the implementation of the Strategy**, to publishing **a second three-year research and development strategy in summer 2007** and to **developing Wastenet**, a web-based public information portal which will provide access to waste-related research from DEFRA and other sources, to be launched later this year. The existing Waste Data Strategy will continue to be implemented.

**Report Ends**