

## **Defra Resources & Waste Strategy Consultation Workshop – March 2019**

“we will introduce a world-leading tax to boost recycled content in plastic packaging, make producers foot the bill for handling their packaging waste, and end the confusion over household recycling”.

# The areas under consultation

- Measures to accelerate consistency in recycling for both households and businesses in England
- Reforming the packaging producer responsibility regulations in the UK
- Introducing a deposit return scheme for drinks containers in England, Northern Ireland and Wales
- introduce a world-leading new tax on the production and import of plastic packaging with less than 30% recycled content.

# Consistency in Household and Business Recycling Collections in England

- Recycling rates rose from 11% in 2001 to 45.2% in 2017.
- Since 2017 rates stagnated around 44 - 45%.
- Some still improving but some have seen falls in recycling and reductions in materials collected.
- Some still not collecting food waste.
- Landfill Tax only real driver to increase recycling rates.
- Plastics now high on public agenda – different types causing confusion and Chinese ban on post-consumer contaminated plastics.
- Contamination still a problem.
- Need to improve collected materials quality – increase demand amongst UK firms and meet higher quality demands for export.
- Greater consistency in materials collected and how it is collected.

# Key questions

## Proposals 1-3

- Setting aside how, do you agree with a core set of materials for recycling?  
(**glass bottles/containers, paper/card, plastic pots/tubs/trays, steel/aluminium cans**)
- Government thinks it should be possible for local authorities to collect the core set of materials – do you agree if not why?
- How would this work in relation to flats and HMO's?
- Core materials any exclusions or omissions – and why?
- Other items for future collections?
- Should core materials be regularly reviewed and if possible expanded? ( based on there are clear benefits, available processing technology, sustainable end markets and LA's not adversely financially impacted)

- **Proposals 4 – 8**

- By 2023 legislation proposed to provide kerbside properties/flats with at least **weekly food waste collections**, including provision of containers and liners – agree or not?
- Any practical reasons why this could not happen?
- What support would LA's need to make weekly food collections happen?  
( financial support, procurement support re renegotiating contracts/ centralised purchasing of containers, communications, technical support e.g. round re-profiling).
- If have agreement with IVC to present food and garden waste mixed , as view that separate food collections get better yields, present food separately and mix with garden at later stage. Practical?
- From 2023, LA's to offer free minimum fortnightly garden collections up to 240 litre. More frequent or larger capacity's could be chargeable. - Views.
- Statutory guidance on minimum service standards suggest separate collections of core materials to obtain better quality yields. – problems?

- **Proposals 9 - 13**

- If core materials are agreed should there be standardised waste container colours, including residual waste, food and garden waste? ( to be introduced as contracts expire or as old containers are replaced?)
- **Should statutory guidance be issued on minimum service standards to which LA's will be required to have regard (regular review with sufficient lead-in times)?**
- Use guidance to introduce minimum service standard of fortnightly residual waste collections. – Agree/disagree?
- Continue to support WRAP and Recycle Now re help to LA's to communicate on recycling. - Agree/disagree?
- What information is needed to help residents recycle better?
- More transparency on end destination for household recycling materials. Agree/disagree?
- Measures being introduced will mean better material quality, a steady supply and result in greater investment in a better UK recycling infrastructure. Agree/disagree?

- **Proposals 14 – 17**

- Proposed development of **non-binding local performance indicators** to monitor recycling performance and help highlight areas for improvement. Normal recycling rate figures plus yields of dry recycling, food waste and garden waste recycling and residual waste based on discussions with government. – Agree/disagree.
- Do you think alternatives to weight-based metrics should be developed to better understand recycling performances?- Agree/disagree?
- Should these metrics sit alongside weight-based metrics and should other considerations such as environmental, economic or social metrics be developed?
- Do you think greater partnership working will lead to improved waste management and higher levels of recycling? Agree/disagree/barriers.
- Do you think businesses, public bodies and other organisations which produce municipal waste should be required to separate dry recyclables (which ones?) from residual waste so it can be collected for recycling?
- Do you think this is practicable, if not, should such organisations be exempt from this requirement or different methods introduced to promote business recycling?

- **Proposals 18-20**
- Should legislation be introduced to make those businesses, public bodies or other organisations which produce sufficient quantities of food waste made to separate it from residual waste for recycling? What should be classed as 'sufficient'?
- How can we help business et al. to make the transition, particularly small and micro businesses?
- As part of implementing consistency, better data capture and reporting on waste and recycling performance by waste producers and collectors in the non-household municipal sectors will be required, how will this be introduced?
- **ANY COMMENTS?**

**Consultation closes 13<sup>th</sup> May 2019**



# Introducing a Deposit Return Scheme

- Legislation excludes Scotland – but looking for UK-wide consistency
- Make it easy for consumers to return drinks containers to increase recycling and reduce street litter.
- Wales government had success with capturing 75% of plastic bottle but looking to improve, Defra looking to undertake additional research on impact of this on Local authorities collections, costs passed on to customers and carbon emissions from increased transport and movement.
- Links to enhanced producer packing regulations and proposed plastics tax.
- Need for clear definition of what can be returned , where to and how to reclaim deposit
- Topographical considerations (urban/rural) and accessibility
- Producers and retailers take responsibility for what they put on market but not placing undue costs on compliance.
- Strong measures to promote compliance and limit opportunities for fraud.

- PET and HDPE, steel and aluminium cans and glass bottles
- 443k tonnes of plastic bottles in 2017 – 97% PET (317k) and HDPE(118k)
- PET (soft drinks) HDPE (milk bottles)
- 2 options 'based on size of containers - all-in' or 'on the go'
- Washing and re-using / recycling.
- Most international DRS do not include milk containers.
  
- Drinks proposed to be **in scope**:
  - Water, Soft drinks ( excluding juices)
  - Juices ( fruit and vegetable)
  - Alcoholic drinks
  - Milk containing drinks
  
- Drinks containers need to show part of DRS and **deposit value** – value added on top of drink and cost would be passed through supply chain consumer, retailer, distributor, producer)
- Return points to allow consumer flexibility on where they return drink container.
- Producer pays value of deposit to **Deposit Management Organisation(DMO)** any unclaimed deposits retained to ensure enough return points are provided by producers.
- Automated return point using reverse vending machine or shop – 'handling fee' (DMO pays)

- Once collected DMO owns materials - recorded and sorted and sent to recycling centre ( arrangements funded by DMO).
- DMO 'not for profit' and funded DRS producer fees and income from recycled materials. Government or **trade** run
- Government will set DMO high recycling targets
- Materials likely to be of high quality and therefore income will be derived.
- Recyclers will then be able to sell plastics back to producers creating a '**circular economy**'.
- Clear links to plastics tax and reformed packaging producer responsibility.
- DRS, plastics tax and reformed packaging producer responsibility will lead to more recycling and increased recycled content.
- Producers mandated to join the scheme – '**producer fee**' used to fund collection, transport, sorting and treatment, communications campaigns and clean-up costs of littered items.

# Consultation questions

- Do you agree with the principles of a DRS?
- Should the following materials be in the scope of a DRS ( PET, HDPE, aluminium cans, steel cans, glass bottles) - Any others?
- Should glass bottles be re-used for refill or immediately recycled?
- Should the following drinks be in scope of DRS? Drinks proposed to be **in scope**:  
Water, Soft drinks ( excluding juices), Juices ( fruit and vegetable),Alcoholic drinks  
Milk containing drinks, plant-based drinks ( e.g.soya), milk – others?
- Do you think disposable cups should be part of DRS?
- Should DMO be responsible for meeting high collection targets set by government?
- Do you agree with the method of funding proposed for the DMO – government or trade run?
- Do you agree with the responsibilities of the DMO?( setting deposit levels, managing the financing of the scheme, siting RVM and deposit return points, owning the materials, recording and transporting materials to recyclers, income receipt and communications campaigns).
- Do you agree with definition of producer and should there be a a limit set as to when they are mandated to join the scheme? ( number of employees, amount they put on the market?)
- Should producers pay for the set up costs of the DMO and operational costs?
- Where do you think the best places are for siting RVM's? (urban/rural)
- What deposit level would be needed to incentivise return of drinks containers (6p -35p) **flat rate?**
- How should deposits be redeemed? (vouchers, apps,return to debit card, cash, charity donation)

- Should DMO be required to provide evidence materials have been recycled and in what quantities/types?
- All-in option **or** 'on-the-go' – size limitations (less than 750ml) main aim to promote recycling but **reduce litter**, also not adversely affect local authority collections.
- Net benefits of all-in option are greater.
- Possibility of starting with on-the-go and rolling out all-in at a later date do you agree with this approach?
- How will DRS affect your local authority? Benefits/disadvantages
- Should LA's be involved in collecting waste from collection points?
- How should DRS drive better design in packaging – reflect environmental costs of materials placed on market, or extra producer fee on difficult to recycle or unnecessary packaging?

**Consultation closes - 13th May 2019**

# Plastics Packaging Tax

- Products used for the containment, protection, handling, delivery and presentation of goods. (includes predominantly plastics).
- Tax would apply to all plastic packaging manufactured in the UK and unfilled plastic packaging imported into the UK.
- The tax would be charged on the full weight of the packaging product, at a flat rate set per tonne of packaging material based on the point when it is made available for use or onward sale.
- Need for better design and less wasteful production methods.
- Easier to recycle and 30% recycled content in new products.

## High level Consultation questions

- Do you agree with definition of packaging and 30% recycled content?
- Do you agree that the tax should apply to imported unfilled packaging?
- Effective compliance needs to be monitored and evidence provided by producers via robust record keeping. Do you agree with this approach?
- **ANY COMMENTS ?**

**Consultation closes 12 May 2019**

# Reforming the UK Packaging Producer Responsibility System

- Measures to reduce the amount of unnecessary and difficult to recycle packaging and increase the amount of packaging that can and is recycled, through reforms to the packaging producer responsibility regulations.
- The full net costs of managing packaging waste are placed on those businesses who use packaging and who are best placed to influence its design. This is consistent with the polluter pays principle and the concept of **extended producer responsibility**.
- Reform needed as concerns on how income from the sale of evidence has supported packaging waste recycling; local authorities receive limited direct financial support for managing packaging waste; and that there is not a level playing field for domestic reprocessing.
- Fewer packaging items to be littered and for it to be easier for people and businesses to recycle their packaging waste.

- Aim is for the collection of a common set of packaging materials for recycling across the UK. Local authorities will be expected to meet any minimum service standards (in place in each nation) for the household collection service they provide.
- All packaging should be labelled as recyclable or not recyclable to make it easier for people to recycle and dispose of packaging waste.
- Businesses will bear the full net cost of managing the packaging they handle or place on the market at end of life. Subject to this consultation, this should include the cost of collection, recycling, disposal, the clear-up of littered and fly tipped packaging, and communications relating to recycling and tackling littering. For more packaging to be designed to be recyclable
- For unnecessary packaging, that is packaging items that can be removed altogether or where less packaging could be used, to be reduced
- For packaging materials that are difficult to recycle to be reduced or no longer used (such as black plastic, PVC and Polystyrene (PS))
- For more packaging to be recycled – this means that by 2030 70% of all packaging placed on the UK market will be recycled.



# Implications of the proposals for different stakeholders

- The management of packaging waste costs **local authorities** in the region of £820m per year
- Local authorities will be paid by producers for collecting and managing packaging that arises in household waste.
- Local authorities will have to collect all recyclable packaging that is identified for collection through household collection services.
- Collection services will have to meet with any minimum collection standards required in each nation.
- This will lead to more consistent service provision across the country.
- **Waste companies** will have the confidence to invest in collection services and recycling infrastructure.
- **Reprocessors and manufacturers** can expect to have greater confidence in the supply of materials resulting from the adoption of more consistent approaches to collecting recyclable materials.
- **Consumers** will have clarity on what packaging items can be recycled and those that can't be recycled.
- For items that can be recycled consumers will be able to recycle them wherever they live. Combined with more consistent collection services, this will reduce confusion and contribute to more packaging being recycled, less contamination and hence better quality materials.

# Consultation questions

- Do you agree with the principles of the EPR?
- Do you agree with an **approved list** of recyclable packaging materials?  
*Materials/formats not on the 'approved' list would be those that cannot be recycled.*  
**Three fundamental elements** to determining if packaging is recyclable:
  - *That the packaging item technically can be recycled*
  - *That it can be collected and sorted for recycling at an acceptable cost*
  - *That it can be recycled back into a new product for which end markets exist*
  - *Expected to include: paper and card; glass, clear and coloured; aluminium, steel, food and drinks cartons, and plastics: PET, clear and coloured; HDPE (and possibly LDPE), clear and coloured; and PP.*
- Are there other types of packaging not currently considered which should be?
- What do you consider to be the most appropriate approach to a single point of compliance, the Brand-owner or the Seller approach?

- Do you agree that payments to local authorities for collecting and managing household packaging waste should be based on:
  - *provision of collection services that meet any minimum standard requirements (by nation)*
  - *quantity and quality of target packaging materials collected for recycling*
  - *cost of managing household packaging waste in residual waste*
- Should producer fees be used to support nationally-led communications campaigns in each nation?
- Do you agree it should be mandatory for producers to label their packaging as Recyclable/Not Recyclable?
- Do you think that the percentage of recycled content should be stated on product packaging?
- **ANY COMMENTS?**

## Packaging material Proposed Target 2025 (2030)

- **Paper & card** 82% (85%)
- **Glass** 70% (75%)
- **Aluminium** 55% (60%)
- **Steel** 75% (80%)
- **Plastic** 50% (55%)
- **Wood** 30% (30%)

## Total Packaging Recycling 66% (70%)

- Do you agree with the packaging waste recycling targets proposed for 2025/(2030)?
- Should a proportion of each material target be met by “closed loop” recycling, e.g. as is the case for glass recycling targets? *i.e. evidence that packaging has been recycled to a level necessary to be used again in equivalent packaging.*
- Should accredited reprocessors and exporters be required to generate evidence for every tonne of packaging waste that they process?
- Do you think there is a need to make more information on packaging available to consumers?

**Consultation closes 13<sup>th</sup> May 2019**

# Inquiry into the implications of the Resources and Waste Strategy for England on local authorities

- Housing, Communities and Local Government Committee launched inquiry.
- Considering financial implications of strategy proposals to meet increased waste standards
- Likely impact in recycling rates
- How strategy may impact existing contracts for waste collection and disposal
- Should waste services be standardised across England or should there continue to be flexibilities for local authorities
- Are there opportunities for closer joint-working between authorities particularly in two-tier areas
- deadline for written submissions is **26 April**

<https://www.parliament.uk/business/committees/committees-a-z/commons-select/housing-communities-and-local-government-committee/news/waste-strategy-local-authorities-inquiry-launch-17-19/>

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