



# Waste Strategy 2000

England and Wales *Part 1*



SUSTAINABLE  
DEVELOPMENT



# Waste Strategy 2000

for England and Wales

Part 1

Presented to Parliament by the Secretary of State for  
the Environment, Transport and the Regions  
by Command of Her Majesty:  
Laid before the National Assembly for Wales by the First Secretary:  
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# FOREWORD

Ensuring a better quality of life now and for generations to come – ‘sustainable development’ – is at the heart of our programme. The economy is growing steadily, employment is at record levels, and we are making good progress on social issues such as rough sleeping. In March we announced that we are on track to meet and exceed our internationally agreed climate change targets.

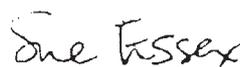
But if we are to deliver sustainable development it is crucial that we begin to tackle our growing mountain of waste. This means designing products which use fewer materials and using processes that produce less waste. It means putting waste to good use, through re-using items, recycling, composting, and using waste as a fuel. And it means choosing products made from recycled materials.

To engineer this step change in the way we think about waste we must work in partnership – with businesses, local authorities, community groups and the public. Persuading people to change their own approach to waste on a person by person, business by business, basis is probably the biggest challenge we face.

This strategy sets out our vision for the future, and the actions that each partner will need to take to deliver it. Only by working together will we begin to make the changes needed for a truly sustainable society.



Rt. Hon. Michael Meacher MP  
Minister for the Environment



Sue Essex AM  
Assembly Secretary for the  
Environment

# SUMMARY

Each year we produce huge quantities of waste – over 100 million tonnes from households, commerce and industry. Most of this waste is landfilled. Landfill can be a wasted opportunity, and produces greenhouse gases. We have agreed with our European partners tough targets to reduce the amount of waste sent to landfill.

This strategy describes our vision for managing waste and resources better. It sets out the changes needed to deliver more sustainable development.

We must tackle the quantity of waste produced, breaking the link between economic growth and increased waste. Household waste is growing by around 3% each year. If this growth rate continues we will need nearly twice as many new waste management facilities by 2020 as we would if the amount of waste stayed constant. This would increase pressures on the land available for development, and we do not believe it will be acceptable to the public. This is not a problem with a single, easy solution. Businesses, households, the community sector and local authorities must all play their part.

Where waste is created we must increasingly put it to good use – through recycling, composting or using it as a fuel.

Much of our waste comes from industry and commerce. Just over a third of that is already recycled or composted, and a further small proportion has energy recovered from it. But much more is possible and the Landfill Tax escalator announced last year's budget will help us achieve more in these sectors.

Our target is, by 2005, to reduce the amount of industrial and commercial waste landfilled to 85% of 1998 levels. In meeting this target we must focus on recovering value and reducing environmental impacts. This means not only putting waste materials to better use, but tackling any growth in waste.

Household waste is a relatively small part of the overall waste stream, but it is important that we make significant progress towards managing it more sustainably. At present, just 9% is recycled and a further 8% has energy recovered from it.

The Government and the National Assembly have set challenging targets to increase the recycling of municipal waste.

- To recycle or compost at least 25% of household waste by 2005
- To recycle or compost at least 30% of household waste by 2010
- To recycle or compost at least 33% of household waste by 2015

To ensure that all local authorities contribute to achieving these targets, the Government will set statutory performance standards for local authority recycling in England. Local authorities will need to make significant strides in recycling and composting to meet these new statutory standards. The standards will be part of the existing Best Value framework which requires local authorities to set challenging targets to improve waste management services. We will work with local authorities to pilot schemes encouraging householders to reduce waste, and to participate in recycling schemes.

We have already begun putting measures in place to deliver the step change to more sustainable waste management. And we will do more.

We need to develop new and stronger markets for recycled materials. We will set up a major new Waste and Resources Action Programme. The Programme will deliver more recycling and re-use, help develop markets and end-uses for secondary materials, and promote an integrated approach to resource use.

Public procurement can also play an important role in strengthening demand for recycled products. We will pilot a scheme to require public procurement of certain recycled products, initially paper goods.

Increasingly, producers must expect to arrange for recovery of their products. We already have mechanisms in place to encourage the reduction and re-use of packaging, and the recycling and recovery of packaging waste. The Government has reached agreement with the Newsprint Publishers Association on target levels of recycled content of newsprint, rising to 70% by 2006. We intend to introduce producer responsibility initiatives more widely, beginning with an initiative on junk mail. Further producer responsibility proposals for end-of-life vehicles, batteries, and electrical and electronic goods are under consideration in the EU.

In his 1999 Budget Statement, the Chancellor announced that the standard rate of landfill tax would increase from £10 per tonne by £1 per year, with a review in 2004. This provides waste producers and local authorities with a strong incentive to send less waste to landfill, and provides a clear basis for planning future waste management. We propose to use the landfill tax credit scheme to help deliver an increase in recycling, particularly of household waste. We will extend the range of activities eligible for support to include recycling and re-use projects carried out by non-profit making, non-public bodies, for instance small community recycling schemes.

We will introduce tradable permits, restricting the amount of biodegradable municipal waste local authorities can send to landfill.

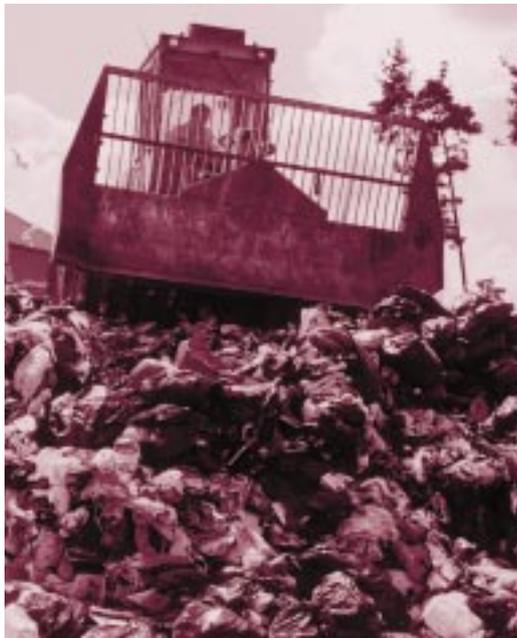
In some cases, authorities will need to introduce energy recovery facilities. Where energy recovery plant are needed, the Government and the National Assembly believe they should be appropriately sized to avoid competition with recycling. The opportunities for incorporating Combined Heat and Power technology should always be considered.

We will monitor progress towards the achievement of our goals and keep them under review. We will assess progress with all those – businesses, local government, community groups, the waste management industry – who have a part to play.

## CHAPTER 1

# The need for change

- Industry, commerce and households in England and Wales produce around 106 million tonnes of waste each year, and most of this waste is landfilled.
- Landfilling waste is a missed opportunity.
- Landfill is increasingly scarce in some parts of England and Wales, and we face tough European targets to reduce the amount of waste landfilled.
- We need a significant change in the way we manage our waste.



Modern landfills are engineered to protect health and the environment, but landfilling wastes can still be a wasted opportunity. *Photos: North East Lincolnshire Council and the Environmental Services Association*

## The amount of waste produced

- 1.1 We produce around 400 million tonnes of waste in England and Wales each year. Part 1 of this strategy focuses on the 106 million tonnes of this waste produced by industry, commerce and households.

Waste production in England and Wales 1998/99	
	Million Tonnes
Industrial waste (excluding construction and demolition waste)	48
Commercial waste	30
Municipal waste (waste collected by or on behalf of the local authority)	28

Source: Environment Agency 1998/99 (provisional); Municipal Waste Survey 1998/99 (provisional)

- 1.2 The remainder – around 300 million tonnes – is made up of construction and demolition wastes, agricultural wastes, mining wastes, sewage sludge and dredged spoils. Chapter 8 of Part 2 discusses these waste streams in more detail.
- 1.3 This strategy does not relate to radioactive wastes, or emissions to air or water, which are covered by other statements of Government policy<sup>1</sup>.

## Managing our waste

- 1.4 Most waste produced in England and Wales goes to landfill. Around 54% of commercial and industrial waste, and 83% of municipal waste is managed in this way.

Waste management in England and Wales 1998/99			
	Landfill (%)	Recovery (%) (including recycling and composting)	Recycling/Composting (%)
Industrial waste (excluding construction and demolition waste)	47	45	39
Commercial waste	66	33	29
Municipal waste	83	17	9

Source: Environment Agency 1998/99 (provisional); Municipal Waste Survey 1998/99 (provisional)

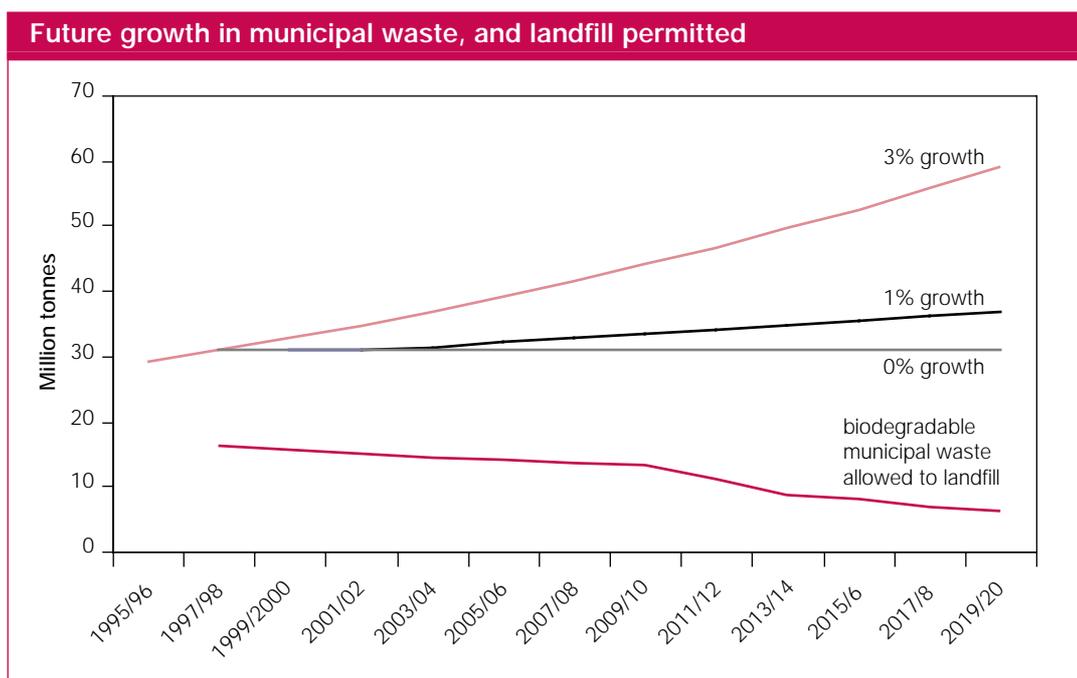
<sup>1</sup> Radioactive waste policy is covered in CM2919, *Review of Radioactive Waste Management Policy, 1995* – which the Government has undertaken to revise in light of the recent House of Lords Select Committee on Science and Technology enquiry into the management of nuclear wastes. A consultation paper is expected to be published in 2000.

*Raising the Quality* (guidance to the Director General of Water Services on the environmental and quality objectives to be achieved in the water industry in England and Wales 2000-2005). Published September 1998, DETR. Water quality improvement programmes to be included in water company business plans were confirmed in April 2000.

Note also the Government Response to the Select Committee of the Environment Transport and the Regions Report on sewage treatment and disposal, published July 1998, HMSO.

## The need for change

- 1.5 We cannot continue to rely on landfill as we have done in the past. Landfilling wastes can be a wasted opportunity. If we are to deliver a more sustainable economy we must do more with less, and make better use of resources – and that means putting these materials to good use.
- 1.6 In some parts of England and Wales, especially near to large urban centres, we simply do not have space to continue using land for waste disposal. The problem is particularly acute in the South East of England, where the availability of void space in former mineral workings is rapidly decreasing. Together with the need to protect high quality agricultural land and the green belt from development, this greatly limits the opportunities for identifying land suitable for use as landfill.
- 1.7 Landfill is a major source of methane – a powerful greenhouse gas contributing to climate change. Methane is produced when biodegradable materials such as paper, food wastes and green wastes, decompose in the absence of oxygen. For this reason the Government and our partners in Europe agreed the EU Landfill Directive<sup>2</sup> which sets ambitious targets for the reduction of biodegradable municipal waste sent to landfill. Taking account of agreed derogations, which the Government proposes to use, the targets are:
- By 2010 to reduce biodegradable municipal waste landfilled to 75% of that produced in 1995
  - By 2013 to reduce biodegradable municipal waste landfilled to 50% of that produced in 1995
  - By 2020 to reduce biodegradable municipal waste landfilled to 35% of that produced in 1995



<sup>2</sup> Council Directive 99/31/EC on the landfill of waste.

- 1.8 Meeting these targets will be a major challenge. A critical factor in meeting the targets will be the future growth in waste. If waste production was stabilised at current levels, by 2020 we would have to divert around 10 million tonnes of biodegradable waste each year. However, over the period 1995/6 – 1998/9 growth averaged nearly 3% each year. If this rate of growth continues, by 2020 the UK may need to divert around 33 million tonnes of biodegradable municipal waste away from landfill each year.

#### Main requirements of the Landfill Directive

- targets for reduction of biodegradable municipal waste to landfill
- banning co-disposal of hazardous and non-hazardous wastes, and requiring separate landfills for hazardous, non-hazardous and inert wastes
- banning landfill of tyres (by 2003 for whole tyres, 2006 for shredded tyres)
- banning landfill of liquid wastes, infectious clinical waste and certain types of hazardous waste (e.g. explosive, highly flammable), all by 2001
- provisions on the control, monitoring, reporting and closure of sites, which already form the backbone of waste management legislation in the UK.

- 1.9 The Landfill Directive will bring about significant changes to the ways in which particular hazardous wastes are disposed of in England and Wales. This might include a substantial reduction in the available capacity for managing hazardous wastes. We have commissioned a study to determine the extent of the problem, and to identify alternative options for dealing with hazardous wastes. This study is due to be completed in 2000.
- 1.10 The Government and the National Assembly believe that properly managed landfill can be a suitable disposal option for a wide range of wastes. We recognise that landfill will play a role in any future system of sustainable waste management, but it will be a much smaller role.
- 1.11 In future we must make much greater efforts to reduce waste and substantially increase re-use, recycling, composting and recovery of energy from waste. The next chapter describes our vision for waste management, and Chapters 3 and 4 describe how we will deliver the necessary changes.

## CHAPTER 2

# Our vision

- Changing the way we manage waste and resources can make an important contribution to improving our quality of life.
- We need to tackle the amount of waste produced, breaking the link between economic growth and increased waste.
- Where waste is produced, we must put it to good use, through re-use, recycling, composting and recovering energy.
- We have established a series of targets and indicators to ensure the necessary step change in waste management. We will set statutory performance standards for local authority recycling and composting, to ensure that these targets are met.



Baled cans ready for recycling. Recycling aluminium saves up to 95% of the energy used to produce virgin aluminium. *Photo: New Forest District Council.*

## Sustainable development – improving our quality of life

- 2.1 This Government and the National Assembly are committed to improving quality of life now, and for generations to come. *A Better Quality of Life*, the Government's sustainable development strategy<sup>1</sup> rests on four key elements:
- effective protection of the environment
  - prudent use of natural resources
  - social progress which meets the needs of everyone
  - high and stable levels of economic growth and employment
- 2.2 In Wales, the National Assembly has set out its proposals for promoting sustainable development in its consultation document, *A Sustainable Wales – Learning to Live Differently*.<sup>2</sup>
- 2.3 The way we manage our resources and the waste that we produce can make an important contribution to sustainable development.
- 2.4 The effective protection of the environment is a priority for the Government and for the National Assembly. We have well-established systems in place to ensure that waste is managed responsibly, and with minimum risk to human health and the environment. These are described in more detail in Chapter 3 sections starting 3.35, 3.46 and 3.48 in Part 2 of this strategy. We will continue to keep standards of environmental performance under review, taking account of the precautionary principle, and as new technologies become available.

### The precautionary principle

The Rio Declaration on Environment and Development<sup>3</sup> defines the precautionary principle as follows: "where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing cost-effective measures to prevent environmental degradation". Precaution is not just relevant to environmental damage – for example, chemicals which may affect wildlife may also affect human health.

- 2.5 Our biggest challenge is to deliver better use of natural resources, through waste reduction, re-use, recycling, composting and energy recovery. We currently landfill significant quantities of valuable material. Society cannot sensibly afford to continue wasting these resources, many of which (particularly metals and oil-based materials such as plastic) are available in limited quantities in the environment, or are difficult or environmentally damaging to extract.

<sup>1</sup> *A Better Quality of Life: A strategy for sustainable development for the United Kingdom*, published 17 May 1999, Cm 4345, ISBN 0 10 14352 9.

<sup>2</sup> *A Sustainable Wales – Learning to Live Differently*. Consultation draft. January 2000. Available at [www.wales.gov.uk](http://www.wales.gov.uk).

<sup>3</sup> Rio Declaration on Environmental and Development, made at UNCED, 1992. ISBN 9 21 100509 4.

2.6 Waste management also has an impact on our ability to deliver the social and economic objectives of sustainable development. In 1996, the waste management and recycling industries employed approximately 90,000 people<sup>4</sup>. Recycling is more labour-intensive than other waste management options, and the Government and the National Assembly believe that increased levels of recycling will lead to significantly greater employment opportunities in this field. These opportunities will include jobs in collection, sorting, reprocessing and making innovative use of secondary materials.

## The future of waste management

2.7 The Government and the National Assembly are committed to ensuring that we use our natural resources sensibly, and increasing the value we get from them. At the heart of this commitment are:

- tackling the amount of waste produced, by breaking the link between economic growth and waste production
- putting waste which is produced to good use – through substantial increases in re-use, recycling, composting, and recovery of energy.

### THE KEY TO SUSTAINABLE WASTE MANAGEMENT – WASTE REDUCTION AND RE-USE

2.8 The framework for taking waste management decisions is described in Chapter 4. Reducing waste must be the prime objective. Producing less waste can reduce the use of materials and produce savings in the other inputs that might have gone into processing the materials (for example energy and labour). It also reduces the environmental impacts of waste disposal.

#### What do we mean by waste reduction?

The terms 'waste reduction' and 'waste minimisation' are sometimes used to refer to reduction of all inputs, including water, energy and labour. The focus of this strategy, though, is solid waste, and therefore the efficient use of materials. It is concerned with the quantity of waste produced and how hazardous it is. In this strategy, "waste reduction" therefore means *reducing the quantity or hazardousness of solid and sludge wastes*.

2.9 Municipal waste is currently growing at around 3% each year. If this rate of growth is maintained, we will need to build hundreds of new waste facilities. Such facilities, of whatever type (composting, recycling, energy from waste), are rarely welcomed by the public, but some will be necessary. How many will depend upon our success in tackling the current growth in waste. Everyone can and must play their part.

2.10 Businesses sector can make significant reductions in waste – increasing their competitiveness as a result. The Government and the National Assembly will work in partnership with businesses to identify and exploit these opportunities, which include redesigning products and processes to reduce waste.

<sup>4</sup> Data from ONS relates to September 1996.

- 2.11 Householders can also have an impact on the amount of waste produced through their purchasing decisions. Avoiding over-shopping and choosing products that will create less waste can help reduce the amount of waste which local authorities have to manage. The Government and the National Assembly will work with local authorities, retailers and community groups to ensure that consumers are aware of the difference they can make.
- 2.12 In some cases waste reduction might not be the preferred option; for example where reducing solid waste leads to increased air or water pollution. And in some cases the priority will be the removal of certain hazardous materials from the utility chain – increasing the quantity of waste.
- 2.13 Where products or components appear to have reached the end of their lives, they can often be re-used. This can be by the original owner or a different owner, for the same purpose or a different purpose. Items can be passed on for re-use between major industries or companies, through networks of charity shops, or within local community based schemes or families.



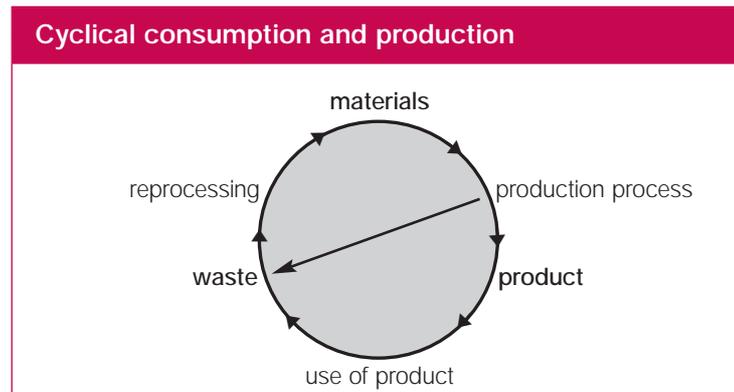
The Sir Harold Hillier Gardens and Arboretum uses recycled materials in the benches and paths, and composted green garden waste in the soil conditioner.

## WASTE AS A RESOURCE – RECYCLING AND COMPOSTING

- 2.14 Production and consumption processes are usually linear: raw materials are used to make a product which is used, possibly more than once, and then disposed of.



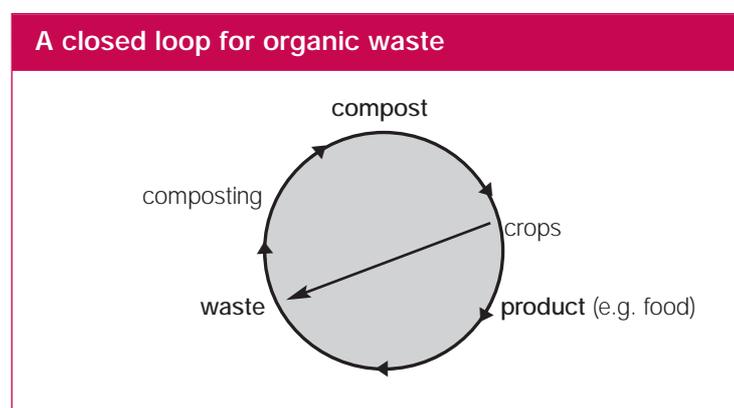
- 2.15 In future, we will increasingly need to rely on more cyclical production and consumption processes. Such systems enable us to cut down on our use of raw materials, and avoid the need for disposal to landfill. Wastes do not have to be recycled into the same product – we can use green glass bottles to produce fibreglass, and turn plastic drink bottles into fleece fabric. Because extraction of raw materials can use a lot of energy, recycling materials in this way can greatly reduce our consumption of energy, which in turn contributes to achieving our climate change targets.



- 2.16 Three elements need to be in place if we are to increase recycling and develop such cyclical systems:

- greater provision of single material waste streams – through separation at source or sorting
- greater reprocessing capacity, to turn the waste materials into new inputs
- more use of recycled (or secondary) materials in production processes

- 2.17 With the exception of paper, wood and some textiles, most biodegradable organic materials cannot easily be recycled. However, these materials can be made into compost, which growers can use to replace peat and fertilisers. Thus composting organic materials allows the creation of a similar loop.



- 2.18 The Government and the National Assembly believe that a substantial increase in recycling and composting lies at the heart of developing a more sustainable system of waste management. Chapters 3 and 4 describe the action we will take, in partnership with others, to deliver the necessary increase.

## Waste and climate change

Landfill sites release methane, a major greenhouse gas, from decomposition of paper, wood, food waste and green wastes. The Landfill Directive will require all landfill sites accepting biodegradable wastes to capture and use methane where possible. As well as converting methane to the less potent greenhouse gas carbon dioxide, this can displace some electricity generation from fossil fuels.

A recently completed research study for DETR<sup>5</sup> has estimated the overall effect of the draft waste strategy and options for implementing the Landfill Directive on greenhouse gas emissions. The study estimated that these measures are likely to produce overall savings in 2010 of 0.1 to 0.4 million tonnes of carbon in national greenhouse gas emissions. The range reflects the different strategic and technical options that may be used to achieve the targets in the Landfill Directive and the waste strategy. These savings are in addition to a baseline in which greenhouse gas emissions from waste management are already reducing due to existing measures, such as increased landfill gas collection and use and the landfill tax.

Energy from waste plant (primarily incinerators, but also gasification and pyrolysis plant) release carbon dioxide from burning fossil carbon (primarily waste oils and plastics) and biogenic carbon (from wood, paper, food and green wastes). However energy from waste plant can displace the need to use more polluting fossil fuels to generate heat. Consequently, the Government and the National Assembly will continue to encourage the recovery of energy from waste, where appropriate, as part of their renewable energy strategies.

Recycling processes use energy to a greater or lesser degree, and in many cases this energy will derive from the burning of fossil fuels. In many circumstances however, the energy used for recycling will be significantly less than that used for extraction (and import) of virgin materials. And production processes using secondary materials can be less energy intensive than those using primary resources. In these cases there tends to be a net climate benefit from recycling.

Composting emits greenhouse gases as wood, green waste, food waste and certain types of paper decompose. If the process is managed carefully, this will be in the form of carbon dioxide. If however insufficient oxygen is present then composting will release methane, a more potent greenhouse gas.

Reduction and re-use will generally have positive climate change impacts (compared to other waste management options). However, in cases where more durable, re-usable goods require significantly more energy in the production process, there can sometimes be a negative impact on climate change. Other impacts, for example on material resources or air quality, might nonetheless make this the preferred option. Similarly, where newer goods are significantly more energy efficient, it can be desirable to discard older models before the end of their life.

The other key way in which wastes contribute to climate change is through their transport.

## WASTE AS A FUEL

- 2.19 Where it does not make sense to recycle waste, consideration should be given to using it as a fuel. This can be done directly, in incinerators or in industrial plant such as cement kilns; or indirectly through creating refuse derived fuel or through processes such as gasification.
- 2.20 Not all wastes will be suitable for use as fuel. In particular, inorganic wastes such as glass and metals have no calorific value. These wastes are also highly suitable for recycling, and it would only be appropriate to incinerate them in rare circumstances, for example where they cannot easily be separated from other combustible materials.
- 2.21 Using waste as a fuel can reduce emissions of carbon dioxide – a greenhouse gas that contributes to climate change – by displacing the use of more polluting virgin fuels. In some cases, it can also reduce other emissions to the environment. For example burning tyres in cement kilns reduces the quantity of oxides of nitrogen released to the environment.

<sup>5</sup> Implications of the EC Landfill Directive and the draft waste strategy on UK greenhouse gas emissions: a preliminary study, February 2000 AEA Technology.

- 2.22 We can increase the benefits of using waste as a fuel in incinerators by incorporating Combined Heat and Power (CHP) technology. CHP facilities use the hot water left over from producing electricity to provide heating to local communities or industries. The Government and the National Assembly believe that those developing energy from waste plant should always consider the potential for incorporating CHP facilities, to use the heat as efficiently as possible.



Teeside Energy from Waste Plant. Where waste cannot sensibly be recycled or composted, we can use it to generate electricity or heat. *Photo: S.I.T.A. Cleveland Waste Management Ltd.*

- 2.23 The Government and the National Assembly believe that recovery of energy from waste, through using it as a fuel, has an important role to play alongside recycling and composting in a system of sustainable waste management. Energy from waste plant should be appropriately-sized and care must be taken to ensure that contracts are sensitively designed to avoid ‘crowding out’ recycling. They should be developed as part of an integrated system that includes other waste management options. Where appropriate, operators should recover value from residues such as bottom ash. This could be by recovering metals, or manufacture into construction materials.

## DEALING WITH HAZARDOUS WASTE

- 2.24 Hazardous wastes, like other wastes, are substances that people want to discard and do not value highly. They do not need to be mismanaged to give rise to hazards, but present an intrinsic risk to human health and the environment. They therefore pose a different kind of problem to other wastes.
- 2.25 In the UK hazardous wastes are referred to as “special waste”. Special wastes include many substances generally recognised as potentially dangerous such as pesticides, asbestos and strong acids. However, a number of wastes that result from everyday activities (for example mobile phone batteries and used engine oils) may also need to be treated as hazardous.

- 2.26 Various factors will have a major impact on the management of hazardous wastes over the next few years. These include the Landfill Directive, the new Integrated Pollution Prevention and Control (IPPC) regime and measures to remove some of the most harmful chemicals from the environment. In addition, a recent declaration made by Parties to the Basel Convention commits the UK to step up its efforts to minimise hazardous wastes.
- 2.27 The Government and the National Assembly are committed to reducing the quantities of hazardous wastes, reducing the hazardousness of wastes, and ensuring that they are managed safely. Movements of special wastes are tracked from cradle to grave through a system of consignment notes.
- 2.28 The Government and the National Assembly are reviewing the regime for management of special wastes, in order to put greater emphasis on reduction. This has become more pressing because of the Landfill Directive, which will limit the disposal of hazardous wastes to landfill.
- 2.29 Hazardous wastes are discussed more fully in Chapter 6 of Part 2 of this strategy.

## Targets, goals and indicators

- 2.30 We must not underestimate the scale of the change needed. To ensure that real progress is made, the Government and the National Assembly have established a series of targets and goals for improved in waste management.
- 2.31 The Government and the National Assembly will monitor progress towards the achievement of these targets and goals and keep them under review.

### INDUSTRIAL AND COMMERCIAL WASTE

- 2.32 Our record on managing industrial and commercial waste is better than that for municipal waste. Nonetheless, we need to go further and place much greater emphasis on recycling, composting, and energy recovery. The Government and the National Assembly have therefore set the following target to encourage businesses to reduce waste, and to put any waste that is produced to better use:
- by 2005 to reduce the amount of industrial and commercial waste sent to landfill to 85% of that landfilled in 1998
- 2.33 Provisional data from the Environment Agency waste production survey suggests that in 1998/99 42 million tonnes of industrial and commercial waste was landfilled. By 2005, the Government and the National Assembly expect this figure to be reduced to 36 million tonnes.

### MUNICIPAL AND HOUSEHOLD WASTE

- 2.34 Under the Best Value initiative, local authorities in England and Wales must set themselves a series of targets for performance on waste management, and prepare an action plan for their delivery. In setting many of these targets authorities must have regard to this waste strategy, and in particular to the targets set out below. To ensure that the targets

below are met, ***the Government will introduce statutory performance standards for recycling by local authorities in England.*** The National Assembly will consider what measures are appropriate to ensure the targets are met in Wales.

#### Best Value Indicators for Waste Management in England and Wales

- Total tonnage of household waste arisings
  - percentage recycled
  - percentage composted
  - percentage used to recover heat, power and other energy sources
  - percentage landfilled
- Weight of household waste collected, per head
- Cost per kilometre of keeping land for which the local authority is responsible clear of litter and refuse
- Cost of waste collection per household
- Cost of waste disposal per tonne for municipal waste
- Number of collections missed per 100,000 collections of household waste
- Percentage of people satisfied with cleanliness standards
- Percentage of people expressing satisfaction with (a) recycling facilities, (b) household waste collection and (c) civic amenity sites
- Percentage of population served by kerbside collection of recyclables, or within 1 kilometre of a recycling centre.

#### Recovery of municipal waste

2.35 In order to comply with the landfill Directive, the Government and the National Assembly have established the following targets for management of municipal waste:

- to recover value from 40% of municipal waste by 2005
- to recover value from 45% of municipal waste by 2010
- to recover value from 67% of municipal waste by 2015

2.36 “Recover” means obtain value from wastes through one of the following means:

- recycling
- composting
- other forms of material recovery (such as anaerobic digestion)
- energy recovery (combustion with direct or indirect use of the energy produced, manufacture of refuse derived fuel, gasification, pyrolysis, or other technologies)

#### Recycling and composting of household waste

2.37 An essential part of achieving our municipal waste recovery target is the drive towards more household recycling and composting.

2.38 The Government and the National Assembly have therefore set the following targets for England and Wales:

- to recycle or compost at least 25% of household waste by 2005

- to recycle or compost at least 30% of household waste by 2010
- to recycle or compost at least 33% of household waste by 2015

2.39 To ensure that all local authorities contribute to achieving these targets, the Government will set statutory performance standards for local authority recycling in England. Our initial view is that standards should apply to Waste Disposal Authority areas. Authorities will be required to meet statutory standards for 2003, 2005 and 2010.

2.40 Where there are two tiers of local government, authorities will need to work closely together, and with industry and others, to achieve the standard. In addition Waste Disposal Authorities will be given the power to require certain wastes to be delivered to them separate from other wastes so that they can be recycled.



Plastics recycling is one way to recover value from packaging. *Photo: New Forest District Council*

- 2.41 We propose that there should be different standards for different groups of authorities, in recognition of differing local circumstances. We believe that standards for 2003 should be set at the following levels:
- Waste Disposal Authority areas with 1998/99 recycling and composting rates of under 5%, to achieve at least 10%
  - Waste Disposal Authority areas that recycled or composted between 5% and 15% in 1998/99 to double their recycling rate
  - the remaining Waste Disposal Authority areas to recycle or compost at least one third of household waste
- 2.42 This would deliver an overall recycling rate of around 17% by 2003. The national targets set for 2005, 2010 and 2015 are challenging and will require continued improvement in recycling rates from all authorities – particularly those starting with low rates, who will need to close the gap with the best performers. Standards for 2005 and 2010 will be set to ensure that these challenging national targets are met. We will consult, in the coming months, on performance standards for each of the three years.

#### Reduction of household waste

- 2.43 Tackling the growth in waste is an essential element of this strategy. Delivering change will require action by individuals, manufacturers, retailers and government bodies. Action by industry and retailers will reduce the waste passed on to the consumer. Local councils can design services to encourage householders to reduce their household waste. And individuals are responsible for taking choices that can reduce waste.
- 2.44 Local authorities are required to set targets under Best Value. Such targets must take account of this waste strategy. Specifically:
- targets should recognise that waste reduction will be a priority wherever practicable
  - targets should be backed up by an action-plan
  - authorities must demonstrate to auditors that the targets are challenging
  - authorities must also show continuous improvement in performance
- 2.45 The Government and the National Assembly believe that local authorities should consider targets to reduce significantly the growth in household waste per head, and where possible to halt or reverse that growth. We recognise that achieving such a step change will be challenging, and that more will be possible in some areas than in others.

#### HAZARDOUS WASTE

- 2.46 The Government has agreed with its European partners to increase the number of waste streams that are considered hazardous or special. Furthermore, the withdrawal of harmful chemicals, such as ozone depleting substances, from use will lead to additional hazardous wastes. For these reasons, the Government and the National Assembly do not consider that

a target for the reduction in the *total* amount of hazardous waste arising is appropriate at this time. However, targets for individual key hazardous waste streams may be considered where such targets would be workable and relevant.

## INDICATORS

- 2.47 In 1999 the Government published *Quality of Life Counts*, a set of 15 headline indicators and around 135 supporting indicators which together show trends in quality of life in the UK. Several of the indicators relate to the management of waste and resources. In Wales, the National Assembly is drawing up indicators as part of its work on sustainable development.
- 2.48 The relevant headline indicator is “waste arisings and management”, which tracks the quantity of waste produced by industry, commerce and households together with the proportions being recycled, used for energy recovery, and landfilled. Other indicators include:
- waste production, by sector
  - production and recycling of household waste
  - recycling rates, by material (various metals, paper, glass and plastic)
  - quantity of hazardous waste produced
- 2.49 Full details of indicators relating to waste are in Chapter 2 section starting 2.17 in Part 2 of this strategy.
- 2.50 The Government will monitor progress on each of these indicators, and our aim is that they should move in the right direction over time. Progress on the headline indicators will be reported annually from 2000, and where a trend is unacceptable the Government will adjust its policies accordingly and will look to others to join it in taking action. This waste strategy is designed to ensure improvement in the indicators for waste. However, if the measures set out in this strategy do not have sufficient impact on the production and management of waste, we will adjust our policies.
- 2.51 The sustainable development indicator showing annual production of special wastes fluctuates from year to year and shows no clear trend. However, as might be expected, the indicator shows a sharp increase in arisings resulting from the introduction of a wider definition of special waste in 1996. A similar effect is expected over the next few years because of further additions to the European Hazardous Waste List, regardless of trends in the amount of waste generated.

# CHAPTER 3

## Levers for change

This strategy sets out the measures that will deliver our vision:

- a major new Waste and Resources Action Programme, to deliver increases in re-use, recycling and use of recycled materials
- piloting a scheme to require public procurement of certain recycled products, initially paper goods
- tackling waste streams through producer responsibility
- the Landfill Tax escalator
- tradable permits limiting the amount of waste local authorities in England can send to landfill
- using the landfill tax credit scheme to increase recycling, including extending the scheme to community re-use and recycling projects
- waste minimisation requirements of the Integrated Pollution Prevention and Control (IPPC) regime
- Best Practice Programmes
- measures to encourage the recycling of waste oils
- the 'are you doing your bit?' campaign



An increasing number of local authorities collect recyclable wastes from the kerbside, though not all will collect all of these materials. *Photo: Corus Steel Packaging Recycling.*

- 3.1 The Government and the National Assembly have already put in place a number of instruments designed to reduce the amount of waste produced, and to increase re-use, recycling and energy recovery. But there is more we can and must do.

## Waste and Resources Action Programme

- 3.2 ***The Government will set up a dedicated new body, the Waste and Resources Action Programme, to overcome market barriers to promoting re-use and recycling.*** The Programme's overarching objective will be to promote more sustainable waste management. In the first instance, it will focus on developing markets and end-uses for secondary materials, and promoting an integrated approach to materials resource use. It will build on the experience of the DTI Recycling Programme, whose call for project proposals in January this year resulted in nearly 250 applications. The Waste and Resources Action Programme will be designed to complement existing initiatives such as the Environmental Technology Best Practice Programme and the Construction Best Practice Programme. Its scope will include commercial, municipal and industrial wastes – including hazardous wastes.
- 3.3 The Waste and Resources Action Programme will have the following functions:
- **market facilitation** – this will include identification of new uses and applications for recycle; development of waste exchanges; removal of institutional barriers such as discriminatory materials specifications; and consumer awareness
  - **promote investment in reprocessing** – the Programme will promote investment in expanded reprocessing capacity. Work will be directed at both existing industry where capacity has already been reached, and new reprocessors
  - **research management** – the Programme will work with other organisations to improve our understanding of the waste stream (volume, composition and distribution) and the opportunities for re-use and recycling. It will identify and compile current research and gaps; commission new research and demonstration projects; and disseminate results
  - **information management** – building on the existing Waste Management Information Bureau, and working with other organisations such as the Environment Agency, the Programme will provide a one-stop shop and data warehouse for waste and recycling data, to co-ordinate the availability and dissemination of information
  - **advice, guidance and technical support** – the Programme will provide advice and guidance through a range of mechanisms, including the Small Business Service Agency and its local Business Link outlets. It will offer hands-on consultancy to public and private sector; technical, engineering and marketing advice; case studies; best practice guides; workshops and seminars; and a helpline (to route enquirers to specific sources of advice or technical experts)
- 3.4 The Programme will be developed as a partnership involving DETR, DTI, the private sector (both the waste management industry and wider business), the Environment Agency and the devolved administrations. The annual budget for the Programme will depend on the level of contributions received from each of the partners. ***We propose to establish the Waste and Resources Action Programme as an independent company limited by guarantee, able to accept voluntary contributions for approved activities under the Landfill Tax Credit Scheme.***

## Public procurement

- 3.5 The cost of recycling will reduce as markets for recycled products are established. The Government and the National Assembly believe public procurement can play an important role in this by:
- increasing demand for recycled goods
  - raising awareness of recycled alternatives, and sending a strong signal that they can be of high quality
  - providing greater security of markets for those wishing to invest in new reprocessing capacity or manufacture of recycled products
- 3.6 Government Departments and the National Assembly are already able to address environmental issues when specifying products. The framework for this is set out in a joint Treasury/DETR note, *Environmental Issues in Purchasing*, which explains how Departments can specify requirements in green terms, and that they should award contracts on the basis of value for money, namely whole life costs and quality, not simply lowest price.
- 3.7 However, the Government wishes to go further. In the United States, the Government's Comprehensive Procurement Guidelines Programme requires federal agencies to purchase certain designated products with the highest practicable level of recycled content. We are interested in exploring the impact of a similar scheme here. ***We will therefore pilot arrangements for a scheme under which environmental policy will require public procurement of certain recycled products, initially paper goods.*** These will be developed by DETR, the Office of Government Commerce, and others.
- 3.8 The pilot stage will designate recycled-content products that are already available at an acceptable cost. If successful, we will move to extend the range of designated products, whilst maintaining the existing emphasis on value for money as described in the joint Treasury/DETR note. Government Departments would be required to purchase these products with a level of recycled content specified by the scheme, wherever practicable. Designated products would be identified through a rolling programme of research, addressing for each product type issues such as quality, price, availability, range of suppliers, compatibility with EU procurement law and appropriate level of recycled content.
- 3.9 The OGC was established on 1 April 2000, bringing together the Treasury's Procurement Group, The Buying Agency, the Central Computers and Telecommunications Agency and Property Advisors to the Crown Estate. It will deliver improved value for money within the procurement policy and legal framework, by addressing organisational, structural and best practice issues in public procurement. The OGC will incorporate a reference to sustainability, as a contribution to value for money, in its objectives.
- 3.10 In Wales, the National Assembly is committed to adopting good environmental practice and building sustainability assessments into its procurement practices and policies. The Assembly's strategic plan reinforces this commitment, stating that the purchasing power of the public sector in Wales will be used to promote the use of environmentally friendly goods and services, whilst ensuring value for money.

## Markets for secondary materials

- 3.11 The Market Development Group published its report in parallel with the draft Waste Strategy. The Group – which included representatives from materials sectors, industry and the public and community sectors – made a series of recommendations for enhancing the markets for secondary materials.

The Group's recommendations tackled a number of issues:

- a different approach to market development, that focuses on new uses for recyclate
- greater emphasis on environmental considerations, including increased demand for recycled goods and services, in public procurement decisions and private sector purchasing policies
- development of improved quality and standards for recycled materials, through recognised specifications, good practice guidance, better public and consumer awareness, and greater emphasis on eco-design
- action to stabilise the markets and reduce price volatility, including mechanisms for price guarantees, the adoption of long-term contracts rather than spot prices, and a possible futures market
- consideration of the introduction of economic instruments to promote demand for recycled goods and materials

- 3.12 Almost all of those who responded to the Group's report supported its main recommendations, and many suggested that we could go further. Some of the recommendations were for Government itself, and we are actively pursuing these. The Waste and Resources Action Programme will develop this work further. The Group addressed other recommendations to particular industry sectors, and **we encourage those sectors to take them forward energetically.**

- 3.13 In March this year, the Institute of Welsh Affairs published *Waste in Wales – A National Resource: Generating Prosperity through Recycling*. The report aims to put forward some ideas for developing more sustainable waste management practices in Wales, recognising that waste is a resource from which wealth and additional employment can be created. The creation of markets for recyclate forms the focus of the report.

- 3.14 The report describes the current situation in Wales in terms of waste quantities, collection and reprocessing activities for specific waste streams. It also details some of the key markets for recycled materials and some of the more promising reprocessing technologies. Finally, it describes options open to Wales in terms of expanding recycling activity and sets out a series of recommendations for action by the National Assembly, local authorities, the Environment Agency and the Welsh Development Agency.

- 3.15 The National Assembly will consider the implications of the report and the recommendations made to it when taking forward the waste strategy (see Chapter 5).

## Producer responsibility

- 3.16 Producer responsibility can be an effective tool for making producers (and others involved in the distribution and sale of goods) more aware of the environmental impact of the goods they produce. Producer responsibility initiatives involve producers (and others) taking greater responsibility for those goods at the end of their lives. They can take the form of voluntary agreements or mandatory obligations.
- 3.17 We have already introduced statutory producer responsibility for packaging and packaging waste. We have also promoted voluntary action in other sectors including batteries, end of life vehicles and electrical and electronic goods where, at the European level, Directives are being negotiated. Some voluntary schemes are up and running – for example take back schemes for mobile phones and certain batteries – and others are under discussion.

### PACKAGING

- 3.18 The packaging Regulations<sup>1</sup> set targets for recovery and recycling of packaging waste. Most businesses which handle packaging will have an obligation to recover packaging waste – with 52% to be recovered in 2001, and at least half of that to be recycled. The Packaging Directive is currently being reviewed, and targets for 2006 are being considered. **We are also considering what packaging recycling and recovery targets should apply nationally from 2001 to 2006.**

### NEWSPAPERS

- 3.19 Newspapers are an important part of the household waste stream. In 1999, the estimated recycled content of newsprint stood at around 54%, up from 28% in 1991. The Government has been working with the Newspaper Publishers Association to improve this and in April 2000 reached agreement with them on future target levels of recycled content of newsprint. The newspaper publishers have agreed to commit to the following targets:
- 60% recycled content by end of 2001;
  - 65% recycled content by end of 2003;
  - 70% recycled content by end of 2006.

The targets will be subject to review in 2001 and 2003 and a number of factors will be taken into account including, in particular, the availability of additional newsprint reprocessing capacity in the UK.

### DIRECT, OR 'JUNK', MAIL

- 3.20 Junk mail can be a significant, and often unwelcome, element of the household waste stream. It is also a growing phenomenon – with the number of items sent to consumers in the UK doubling from 1.5 billion in 1990 to 3.3 billion in 1999. **We will develop an**

<sup>1</sup> The EC Directive on Packaging and Packaging Waste is implemented in England and Wales by the Producer Responsibility Obligations (Packaging Waste) Regulations 1997 and the relevant amendments, and the Packaging (Essential Requirements) Regulations 1998.

*initiative on producer responsibility for junk mail, working with the Direct Marketing Association and other trade bodies.*

## EUROPEAN INITIATIVES

- 3.21 Initiatives in Europe will also help us to deliver change. The Government seeks to ensure that such initiatives secure benefits that are significant compared to likely costs, and that the desired outcome is achieved in the most cost-effective way.

### End-of-Life Vehicles

- 3.22 The aim of the proposed Directive is to deliver environmental benefits by reducing the amount of waste arising from end of life vehicles. The proposed Directive sets targets for re-use, recycling and recovery, and introduces improved treatment standards.

The targets proposed in the common position are:

- to increase re-use and recovery to 85% and recycling to a minimum of 80% by 1 January 2006
- to increase re-use and recovery to 95% and recycling to a minimum of 85% by 1 January 2015

The Directive would also require:

- manufacturers to design vehicles with recyclability and re-use in mind
- systems to be established to ensure that all vehicles are collected and transferred to an authorised treatment facility

- 3.23 The Environment Council of Ministers agreed a Common Position text for the draft Directive in July 1999. In February 2000 the European Parliament voted through a number of amendments to this text, and agreement on a final text is expected in the course of this year.

- 3.24 The End-of-Life Vehicles Directive is likely to apply to used tyres, where these are part of a vehicle. Together with the Landfill Directive ban on sending tyres to landfill, this will require substantial increases in recycling and recovery of used tyres. The Used Tyre Working Group is exploring options for delivering the necessary increases.

### Batteries

- 3.25 A proposal to replace the batteries Directive<sup>2</sup> is currently being considered within the European Commission. An early draft indicates that the Commission is likely to:

- propose collection and recycling targets for spent consumer, automotive and industrial batteries
- seek to restrict from 2008 the marketing of nickel cadmium batteries where suitable substitutes exist

<sup>2</sup> Batteries and Accumulators Containing Certain Dangerous Substances Directive (91/157/EEC).

- 3.26 Although the UK has a good record on recycling automotive and industrial batteries, there is currently no significant collection of consumer batteries. We have commissioned a study to consider in more detail the likely impact of the proposal.

### Waste Electrical and Electronic Goods

- 3.27 The European Commission is expected to make a proposal for a Directive to minimise the environmental impact of waste electrical and electronic goods. Early drafts indicate that the Commission may propose:
- targets for collection, re-use and recycling, specific treatment requirements, and requirements for equipment producers to meet costs
  - banning the use of certain hazardous substances
  - measures to reduce waste and improve the design and labelling of equipment to facilitate recycling

## Landfill Tax

- 3.28 The Government introduced the Landfill Tax in October 1996. The tax, which has an explicit environmental objective, is already having a notable impact on waste management practices. There are two tax rates, £11 per tonne for active wastes and £2 per tonne for inactive waste. In the 1999 Budget, the Chancellor announced increases to the active rate of £1 per tonne per year, with a review in 2004. This ‘ramp’ will encourage greater diversion of wastes from landfill, and allow waste producers and managers to plan their future waste management options effectively.

### LANDFILL TAX CREDIT SCHEME

- 3.29 Under the landfill tax credit scheme, landfill operators can claim up to 90% tax credit against donations they make to approved environmental bodies. These credits may not exceed 20% of an operator’s annual landfill tax bill. Environmental bodies may carry out activities, defined in regulations, which include:
- reclamation of polluted land
  - research and education activities to promote re-use and recycling
  - provision of public parks and amenities
  - restoration of historic buildings
- 3.30 On 1 January this year, we amended the list to add a category for “research and education on market development”, and to make explicit that funding for recycling-related research and development was eligible under the scheme.
- 3.31 The Government is very keen to encourage even greater support for sustainable waste management activities, particularly re-use and recycling, through the scheme. ***We therefore propose to use the scheme to help deliver an increase in recycling, particularly of household waste.***

- 3.32 In the first instance, ***we will extend the range of activity eligible for support, to include recycling and re-use projects carried out by non-profit making, non-public bodies***, after consulting interested parties on the exact scope of the provisions. We also believe there is scope for supporting a broader range of community projects under the current scheme. For example, the interpretation of “research and education” by ENTRUST, the regulator of the scheme, is broad and pragmatic. It includes demonstration and pilot schemes, and semi-industrial scale facilities or programmes, for anything up to five years. ENTRUST also puts great weight on the potential educational impact of projects, such as householders learning how to make use of a new collection system for recyclable materials. ENTRUST will publish further guidance on what constitutes research and development and education later in the year.
- 3.33 ***We will also explore other options which might contribute further to the objective of increased recycling.*** These will need to be additional to and separate from public sector investment, must not unreasonably restrict landfill site operators’ discretion and should complement or support activity in a way that makes sense in business and commercial terms. The range of possible options might include:
- reviewing the types of approved projects to see if they can better reflect the Government’s priority to deliver more sustainable waste management
  - increasing the proportion of contributions going to sustainable waste management activities
  - using the scheme to help local authorities raise recycling levels.
- 3.34 We will consider the possibilities further in the coming months and will consult widely with stakeholders on any proposals which emerge.
- 3.35 There are of course some steps that we can take now in these areas:
- the Government will introduce with industry, indicative guidelines for the distribution of funds in line with the strategy’s objectives. This will give landfill site operators a clear indication of the high priority the Government attaches to funding for recycling and market development activity, ahead of amendments to the scheme
  - the Government is keen to encourage landfill operators and environmental bodies to work closely with local authorities. This will help ensure that projects meet local authorities’ needs in terms of both local community improvements and sustainable waste management objectives. We will issue further information and guidance to local government and the community waste management sector on how they can make full and effective use of the scheme.

## Limiting landfill

3.36 The Landfill Directive:

- requires Member States to put in place a national strategy for reducing the volume of biodegradable waste going to landfill
- sets specific reduction targets for biodegradable *municipal* waste.

### MEETING THE REDUCTION TARGETS

3.37 In England ***we propose to introduce tradable permits for local authorities to restrict the amount of biodegradable municipal waste landfilled.*** (The National Assembly will announce the mechanism chosen for Wales later this year.) We will bring forward legislation to implement these arrangements as soon as the legislative programme allows. We will of course consult on our proposals.

3.38 The decision to introduce such permits followed public consultation, discussions with industry and local authorities and analysis by independent consultants. Chapter 5, section starting 5.99 in Part 2 of this strategy sets out the main findings of the consultation exercise, and the consultant's conclusions.

#### Allocation of permits

3.39 ***We propose that permits should be granted free to local authorities.*** We are considering the possibility of making allocations on the basis of a combination of population and the number of households. We shall consult the Environment Agency, the Local Government Association and others on the final method by which allocations shall be decided.

3.40 Permits will allow set tonnages of biodegradable municipal waste to be landfilled. The permitted tonnages will be reduced to meet the Directive's reduction targets.

3.41 The reduction targets in the Landfill Directive are for the UK as a whole and will require a UK response to ensure the UK can meet them. DETR will discuss with devolved administrations and Northern Ireland Office the extent to which each will contribute to the UK's efforts to meet the targets.

#### Trading of permits

3.42 ***We intend that permits for local authorities in England should be tradable.*** This has a number of advantages for both local government and the country as a whole:

- costs of achieving compliance can be reduced overall
- authorities will have greater choice over how to meet their reduction targets in the way that best suits local needs
- whichever allocation method is used, some authorities may receive more permits than they initially need and some less; and municipal waste arisings and disposal practices will change over time. A trading system will allow authorities to choose whether to landfill any additional waste (by buying extra permits from an authority that had reduced its reliance landfill further than needed) or to invest in alternative means of disposal

- 3.43 There will be no compulsion about trading: authorities that do not need or wish to trade will not have to participate. We envisage that those that wish to do so can trade either by making direct approaches to authorities with permits to buy or sell; or by collaborating with other authorities (perhaps as part of a regional strategy to achieve the Best Practicable Environmental Option for the region) or by making trades through a trading house or exchange.

#### **Enforcement and sanctions**

- 3.44 Provision for the enforcement of the permits will be made in the implementing legislation.
- 3.45 The enforcing body will need to reconcile the number of permits held by an authority for a given period with the volume of waste that authority has sent to landfill over the same period. For that reason we envisage that a requirement of the trading system will be for the enforcing body to be notified of trades.
- 3.46 During the course of their work with local authorities, the Audit Commission (in its role as Best Value Inspectorate) or the District Auditor might become aware of discrepancies between permits held and waste landfilled. In such cases, we will expect them to co-operate with the enforcing body by bringing this to their attention.
- 3.47 If the enforcing body finds that the volume of waste landfilled exceeds the amounts for which permits are available, sanctions will be applied. ***We will consult further on what form these should take.***

#### **REDUCING THE OVERALL VOLUME OF BIODEGRADABLE WASTE SENT TO LANDFILL**

- 3.48 The reduction targets in the Landfill Directive are part of a wider strategy to reduce the volume of all biodegradable waste going to landfill, which we must put in place by 2003. Elsewhere in this strategy we set out our proposals for reducing the volume of biodegradable wastes, other than municipal waste, sent to landfill. These include:
- the Packaging Regulations (this chapter, section 3.18)
  - Landfill Tax (this chapter, section stating 3.28)
  - targets of reducing the amount of industrial and commercial waste sent to landfill to 85% of 1998 landfill levels by 2005 (Chapter 2, section starting 2.32, in this Part of the strategy)

***We propose to review by 2003 the effectiveness of these measures in reducing the volume of non-municipal biodegradable wastes sent to landfill.***

## **Aggregates Levy**

- 3.49 The Government has said that an Aggregates Levy will be introduced in 2002 to ensure that the environmental costs of quarrying are more fully reflected in prices, and to encourage demand for and supply of alternative materials – such as mineral wastes and recycled construction and demolition waste. The Levy will also help tackle the present high levels of waste in the use of construction materials.

## Integrated Pollution Prevention and Control

- 3.50 The new Integrated Pollution Prevention and Control (IPPC) regime will be a valuable tool for reducing waste produced by large industrial installations. Those regulated under IPPC will be required to abide by the general principle that waste production should be avoided; and that where waste is produced it should be recovered unless technically and economically impossible.

## Controls on waste management facilities

- 3.51 At present, all landfill sites are subject to control under the waste management licensing system. However, some landfill sites will be subject to control under the Regulations implementing the IPPC Directive. ***The Government proposes to bring the regulatory controls on all landfill sites under an integrated system of controls under the PPC Regulations when the EC Landfill Directive is implemented in July 2001.*** Moving small landfill sites into this regime is the first step towards the inclusion of all other waste operations in an integrated system.
- 3.52 In making this change, we do not intend to impose new burdens on small landfills beyond existing domestic controls and the new requirements flowing from the Landfill Directive. Its objective is to ensure greater consistency in the implementation of the Landfill Directive for all landfills. It should ensure better environmental regulation through greater clarity and consistency of approach. It also aims to aid better integration within the Environment Agency through bringing regulatory controls for landfill within one regime. It should also help reduce regulatory burdens on industry, whilst maintaining rigorous environmental standards. We will consult on our proposals through draft regulations.

## Best Practice Programmes

- 3.53 The successful Environmental Technology and Construction Best Practice Programmes have delivered substantial savings in waste management costs for businesses, and reductions in the amount of waste produced by them. Taking account of environmental and financial benefits, the ETBPP has resulted in savings in excess of £70 million each year. This includes around 300,000 tonnes in reduced landfill, and 130,000 tonnes of saved raw material, each year.

## Hazardous waste

- 3.54 Given the risks to human health and the environment associated with hazardous waste, most of the policy tools to deal with it are regulatory in nature. These are, however, supplemented by measures taken in the context of wider initiatives in partnership with industry and other interests.
- 3.55 The Environmental Technology Best Practice Programme (ETBPP) continues to do much to promote cleaner technologies and better product design with the aim of reducing the amount of hazardous waste. The Government's draft guidelines for Company Reporting on Waste emphasise the importance of hazardous waste reduction and, where appropriate, recycling. The draft guidelines challenge companies which produce such wastes to set targets for reductions in quantity and/or hazardousness. In addition, the Waste and Resources Action Programme will include projects to promote more sustainable management of hazardous wastes and markets for secondary materials derived from it.

- 3.56 There may also be some scope for the use of economic instruments in this field, though any proposals would be subject to appraisal of the potential economic and environmental and social impacts, in the normal way. The current policy evaluation of the Special Waste Regulations is, amongst other things, considering whether lower fees should apply to wastes being moved for recycling or recovery. More fundamentally, it is clear that any economic instruments developed to discourage the use of hazardous substances would also have a beneficial impact on hazardous waste generation, though the short-term effect may be to increase waste.
- 3.57 Other steps that will be taken to reduce the hazardous content of waste, while ensuring that there are adequate and suitable facilities available to deal with hazardous wastes are detailed in the box.

#### Actions on hazardous waste

The Government and the National Assembly will take the following steps to reduce the hazardous content of waste:

- finalisation of a thorough evaluation and appraisal of the Special Waste Regulations to determine whether their aims and objectives could be met by more efficient means
- conclusion of a research project which will define more clearly the impact of the Landfill Directive on hazardous waste management in the UK and the options for complying with the required changes
- introduction of measures to facilitate the marketing of recovered hazardous wastes, including action by the Waste and Resources Action Programme
- working with the Environment Agency and others to improve the amount and quality of available data regarding the generation and disposal of hazardous wastes
- examining the possibilities for replacing the term "special waste" with "hazardous waste" in line with European legislation and in the interests of transparency
- working with the Environment Agency to determine the Best Practicable Environmental Option for key hazardous waste streams
- encouraging environmental reporting as a means of increasing awareness of hazardous waste generation by business
- continuing work under the Environmental Technology Best Practice Programme to promote cleaner technologies and better product design
- using IPPC as a tool for reduction of wastes from the most potentially polluting industries
- revising the UK Management Plan for Exports and Imports of Waste to ensure that it supports this strategy by minimising transfrontier movements of waste for disposal, consistent with the principles of self-sufficiency, proximity and priority for recovery

#### WASTE OILS

- 3.58 Waste mineral oil burned as fuel currently benefits from a derogation from Excise Duty. This may discourage the recycling of oil, for example through the regeneration of lubricating oil. **The Government will consider whether it is appropriate to continue to make use of this derogation** and, in particular, whether it should be renewed when the current derogation expires in December 2001.
- 3.59 However, fiscal measures are unlikely to contribute to significantly increased recycling of waste oil unless they are supported by a package of measures to promote oil regeneration. **The Waste and Resources Action Programme will develop a strategy to improve the marketability of recycled oil.**

## Public Awareness

- 3.60 The *are you doing your bit?* campaign has been successful in raising public awareness of environmental issues including waste and recycling. **The Government will also continue to support the National Waste Awareness Initiative<sup>3</sup>** which is being developed in partnership by local authorities, industry, community groups and others. We would like to see continued links with the NWA to ensure that the two campaigns complement one another. The National Assembly will consider what action is needed to promote waste awareness in Wales as part of its Sustainable Development Scheme.

<sup>3</sup> For further information on the National Waste Awareness Initiative, please contact the NWA coordinator, Waste Watch, Europa House, Ground Floor, 13-17 Ironmonger Row, London EC1V 3QG. E-mail: [nwai@wastewatch.org.uk](mailto:nwai@wastewatch.org.uk)

**Summary of Government action**

**Objective**

**Reduce the amount of waste produced**

**Action on industrial and commercial waste**

Waste and Resources Action Programme  
 Producer responsibility initiatives  
 Environmental Technology Best Practice Programme  
 Integrated Pollution Prevention and Control (IPPC)  
 Landfill Tax escalator  
 Landfill Tax Credit Scheme  
 Guidance on environmental reporting

**Action on municipal waste**

Waste and Resources Action Programme – actions aimed at manufacturers impacting on household waste stream  
 Best Value indicator  
 Pilot schemes to encourage householders to reduce waste  
 Landfill Tax Credit Scheme  
 Waste Minimisation Act  
 National Waste Awareness Initiative, are you doing your bit? campaign  
 Producer responsibility initiatives

**Increase re-use**

Waste and Resources Action Programme  
 Producer responsibility initiatives  
 Environmental Technology Best Practice Programme  
 Integrated Pollution Prevention and Control (IPPC)  
 Landfill Tax escalator  
 Landfill Tax Credit Scheme  
 Guidance on environmental reporting

National Waste Awareness Initiative, are you doing your bit? campaign  
 Landfill Tax Credit Scheme

**Increase supply of materials for recycling and composting**

Waste and Resources Action Programme  
 Producer responsibility initiatives  
 Environmental Technology Best Practice Programme  
 Landfill Tax escalator  
 Review of derogation on burning waste oils  
 Guidance on environmental reporting

Best Value performance standards and indicators (recycling rate and availability of facilities)  
 Landfill Tax Credit Scheme, including increased availability of funds for community recycling  
 Permits to limit use of landfill in England  
 Landfill Tax escalator  
 National Waste Awareness Initiative, are you doing your bit? campaign  
 Pilot schemes to encourage householders to participate in recycling

## Summary of Government action (continued)

Objective	Action on industrial and commercial waste	Action on municipal waste
Increase demand for secondary materials and waste derived compost	<p>Waste and Resources Action Programme Public procurement Market Development Group recommendations, e.g. finding alternative high-values uses. Supporting development of compost standards</p>	<p>Waste and Resources Action Programme Public procurement [agreement on recycled content of newsprint] Market Development Group recommendations</p>
Increase the use of waste as a fuel	<p>Producer Responsibility Landfill Directive bans on landfill of tyres and liquids Landfill Tax escalator</p>	<p>Best Value indicator (recovery rate) landfill permits Landfill Tax escalator</p>
Effective protection of human health and the environment	<p>IPPC/Integrated licensing Waste Incineration Directive Research on health effects of waste management facilities Landfill directive OPRA – risk based assessment of waste management facilities Adding emissions from landfill to pollution inventory</p>	<p>IPPC/Integrated licensing Waste Incineration Directive Research on health effects of waste management facilities OPRA – risk based assessment of waste management facilities Adding landfill to pollution inventory</p>
Reduce the quantity and hazardousness of hazardous waste, and improve the management of that which is produced	<p>Landfill Directive Hazardous Waste Incineration Directive Review of the Special Waste Regulations</p>	<p>Landfill Directive Hazardous Waste Incineration Directive Review of the Special Waste Regulations</p>

## CHAPTER 4

# Delivering change

- Achieving sustainable waste management will require action by different sectors: Government, local government, industry, commerce and the waste management industry. It will also require us all to take action as individuals, consumers and householders.
- Decisions on waste management, including decisions on suitable sites and installations for treatment and disposal, should be based on a local assessment of the Best Practicable Environmental Option.
- Local government, the waste management industry and many businesses deal with large quantities of waste. By law, these sectors are required to take certain actions to protect the environment and increase sustainability.
- We must act together to ensure that we use natural resources prudently. This chapter sets out specific actions for each sector, and describes what we will do to help.



Organic waste can be collected and centrally composted to produce soil conditioner. *Photo: Composting Association.*

- 4.1 Change of the magnitude described in the earlier chapters of this strategy requires us all to think differently about waste, how it can be reduced at source, put back into use or have its value recovered in other ways. This Chapter identifies, for each section of the population, the role which it will need to perform together with the policy instruments which will inform behaviour and encourage or require change.

## The Government and the National Assembly

- 4.2 It is the responsibility of the Government and the National Assembly to:
- set challenging targets for the strategy
  - establish a framework for good decision-making
  - put in place the policy instruments necessary to support and foster change
  - ensure that all sections of the community are clear about their roles under the strategy

### CLEAR TARGETS

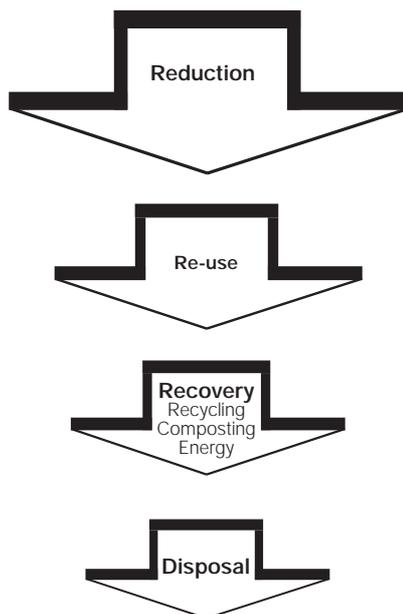
- 4.3 The Government and the National Assembly have set the targets described in Chapter 2.

### MAKING GOOD DECISIONS

- 4.4 The right way to treat particular waste streams cannot be determined simply. The objective is to choose the Best Practicable Environmental Option (BPEO) in each case. BPEO varies from product to product, from area to area and from time to time. It requires waste managers to take decisions which minimise damage to the environment as a whole, at acceptable cost, in both the long and short term. A more detailed description of how decision makers can identify the BPEO is at Chapter 3 section starting 3.3 in Part 2 of this strategy.

4.5 In determining BPEO we will expect those making decisions to take account of three key considerations:

- the waste hierarchy. Within the hierarchy, the Government and the National Assembly do not expect incineration with energy recovery to be considered before the opportunities for recycling and composting have been explored



- the proximity principle requires waste to be disposed of as close to the place of production as possible. This avoids passing the environmental costs of waste management to communities which are not responsible for its generation, and reduces the environmental costs of transporting waste
- self-sufficiency. The Government believes that waste should not be exported from the UK for disposal. Waste Planning Authorities and the waste management industry should aim, wherever practicable, for regional self-sufficiency in managing waste

## POLICY INSTRUMENTS

4.6 The Government and the National Assembly have provided the specific policy instruments set out in Chapter 3. In addition other Government programmes can be drawn on to advance sustainable waste objectives as described in the rest of this chapter.

## CLEAR ROLES

4.7 The Government and the National Assembly now look to key contributors to take action as set out in the following sections.

## Business

4.8 The Government and the National Assembly look to businesses to take the following actions:

- set targets for waste reduction which are consistent with the objectives of this strategy and report on their progress, in line with the Government's policy of encouraging the top 350 companies to report on their environmental performance by the end of 2001
- seek out new uses for waste products and opportunities to incorporate secondary or recycled materials into new products in conjunction with other businesses and the new Waste and Resources Action Programme
- design products which can be recycled more easily and, where appropriate, establish voluntary producer responsibility schemes to reclaim post consumer waste for re-use or recycling as the mobile phone industry has done
- devise schemes – consistent with the Green Claims Code – to inform consumers about the recycled content of their products

4.9 The Government will provide an incentive for business by increasing the landfill tax by £1 per tonne for each year up to 2004 with a subsequent review, and by extending where necessary producer responsibility initiatives. We will assist business by developing a Waste and Resources Action Programme to overcome market barriers to greater use of secondary materials; by publishing standard reporting guidelines for waste in consultation with business; and by working with the EU to promote higher product standards across the single market. Further details of actions that businesses can take are set out in Chapter 4, section starting 4.24, in Part 2 of this strategy.

## The waste management industry

4.10 The waste management industry is central to delivering the necessary changes in the way we manage waste. There is a lot of common ground between our aims – of meeting the strategy targets and managing waste in a more sustainable, integrated fashion – and industry's need to meet its customers expectations.

4.11 The Government and the National Assembly will strike a balance between supporting the waste management industry to realise the objectives of this strategy and allowing market forces to apply their own pressures. We look to the waste management industry to:

- offer a flexible and diverse range of services to businesses – large and small – and to local authorities
- provide advice on reducing waste and better waste management, so that customers and the environment can benefit from a real choice
- support innovative recycling opportunities through the Landfill Tax Credit Scheme
- support the Waste and Resources Action Programme

- continue with efforts to improve the industry's public image
- provide a high standard of training to employees

4.12 The Government and the National Assembly appreciate the progress already made by the industry-led group addressing public confidence in the waste management industry. We also welcome proposals to develop a national training organisation for waste. We will work with the industry and the Environment Agency to devise and implement properly accredited training in waste reduction techniques and other sustainable waste management options.

## Waste Planning Authorities

4.13 Waste Planning Authorities are responsible for identifying suitable sites for waste treatment or disposal installations. The Government and the National Assembly look to Waste Planning Authorities to:

- take full account of the policies described in this strategy, in particular:
  - the importance of establishing the BPEO
  - the importance of taking an integrated approach to waste management
  - the need to move substantially away from landfill towards recycling, composting and energy from waste
  - in England, to ensure consistency with the quantity of tradable landfill permits available and with statutory performance standards for recycling
- implement planning policy guidance fully and quickly – PPGs 10 and 11 in England and PPG (Wales) in Wales – together with any relevant Regional Planning Guidance
- make realistic assessments of likely future requirements for the number, type and siting of waste treatment facilities in their area in the light of this waste strategy, proposals for development (e.g. new housing and commercial centres)
- promote informed debate with the public and businesses in their area about the need for waste management facilities and the options available to produce the Best Practicable Environmental Option
- work with the Environment Agency to ensure that planning and licence conditions are complementary and effective and to ensure timely decisions, twin tracking where possible

4.14 Details of waste planning systems in England and Wales are at Chapter 3, section starting 3.21 in Part 2 of this strategy.

## Waste Collection and Disposal Authorities

4.15 Within the framework for decision taking described above (from section 4.4 of this chapter), and any local agenda 21 plans and community strategies, the Government and the National Assembly expect Waste Collection and Disposal Authorities<sup>1</sup> to:

- develop effective working relationships to deliver comprehensive Municipal Waste Management Strategies. Municipal Waste Management Strategies should take account of this strategy and include clear objectives and timescales for action
- put in place effective local arrangements to reduce waste, and maximise recycling and recovery. In England these should be designed to deliver statutory performance standards for recycling
- raise awareness locally of the costs of dealing with waste and the part which individuals can play in reducing the amount of waste
- involve local people in decisions on waste and work with community based schemes to promote reuse and recycling
- form consortia where these are able to conclude better arrangements with reprocessors and other outlets for recyclate, in terms of guaranteed tonnages, minimum prices and/or length of contract

4.16 The Government and the National Assembly will support these efforts by:

- making Municipal Waste Management Strategies mandatory, and in England setting statutory performance standards for recycling
- examining with local government whether the financial incentives for the promotion of recycling are adequate: whether these could be improved by reform of the recycling credits scheme or by a change in financial arrangements to allow for tonnage charges to collection authorities for waste disposal
- identifying whether changes are needed to legislation to support closer working between Collection and Disposal Authorities, and how these might be implemented using the Best Value<sup>2</sup> or other legislation. Giving Waste Disposal Authorities the power to require certain wastes to be delivered to them separate from other wastes, so that they can be recycled
- producing guidance to local authorities on using their powers under the Waste Minimisation Act 1998
- working with local authorities to pilot a range of schemes offering incentives for householders to reduce the amount of waste they produce, and participate in recycling and composting schemes

<sup>1</sup> In Unitary Authorities, the authority performs both functions.

<sup>2</sup> Local Government Act 1999, section 16.

- encouraging the Waste and Resources Action Programme to work with local government and reprocessors to develop model contracts for each material, taking account of the distribution of commercial risk, aiming to deliver stability, market strength and improve opportunities for employment and investment.

#### Incentives for householders to reduce and recycle waste

The four schemes we intend to pilot in England are:

- **Performance rewards** – local authority vouchers are offered to householders according to the amount of waste recycled, or the amount by which waste for disposal is reduced
- **Supermarket reward scheme** – special bring banks at supermarkets provide rewards, in the form of vouchers or *loyalty points*, in proportion to the amount of material recycled
- **Prizes for recycling** – local authority awards prizes for participation in recycling, for example by asking householders to attach their name and address to a plastic bottle which they put out for recycling, and choosing a bottle at random. Along with education schemes schemes such as these can help raise awareness
- **Intensive education** – including community brain-storming sessions, one-to-one advice on recycling, establishment of local waste reduction clubs

- 4.17 **We will consider the financial implications of this strategy for local authorities.** In England, this will be as part of the Spending Review 2000; in Wales, the 2000 Budget Planning Round.

#### BEST VALUE

- 4.18 Local authorities are required to operate waste management functions in accordance with Best Value. This requires them to:
- set performance indicators for each of 12 aspects of waste management performance (see the box before paragraph 2.35). These must be consistent with the objectives of this strategy and relevant statutory performance standards, take account of the principles of sustainable development and meet clear cost and quality standards
  - publish a performance plan for the achievement of the indicator targets, monitor progress against those targets and take any corrective action needed
  - at least every five years carry out a fundamental review of each service
  - be subject to review by the Best Value Inspectorate of the Audit Commission and intervention by the Secretary of State or the National Assembly in the event of unsatisfactory performance
  - take full account of the performance of Beacon Councils in carrying out the same responsibilities
- 4.19 The Government and the National Assembly expect authorities to set objectives within the corporate strategy for purchasing goods with recycled content. Increased demand for recycle in the market will help to achieve their performance targets for waste management.

### Beacon Councils for waste management

The Beacon Councils scheme has been developed to promote excellence in local government and to spread best practice. Beacon councils for waste management demonstrate a strong strategic approach and deliver their waste management services effectively. They have promised to share that good practice. All Councils chosen have a good record on diverting waste from landfill. The National Assembly proposes to implement a similar scheme for Wales from April 2001.

Current waste management beacon councils in England are:

Bath and North East Somerset

Bexley

Hampshire and partner councils

(Portsmouth, Southampton, Basingstoke and Deane, East Hampshire, Fareham, Gosport, Hart, Havant, New Forest, Rushmoor, Test Valley and Winchester)

Hounslow

St Edmundsbury

Stockport

Wealden

4.20 The Government and the National Assembly will support local authorities in this by:

- repealing the prescriptive contractual arrangements for waste disposal in the Environmental Protection Act 1990
- structuring Best Value Performance Indicators so as to promote joint working and co-operation between collection and disposal authorities
- providing guidance on the application of Best Value to waste management, which will promote joint working among authorities and with the private sector

### LONDON

4.21 The first directly elected Mayor of London will take up post in July 2000. The Mayor must produce Municipal Waste Management Strategy for Greater London and will consult widely on this. The Strategy will include proposals and policies for the recovery, treatment and disposal of London's municipal waste.



Special collection vehicles allow recyclable materials to be sorted at the kerbside. *Photo: Community Recycling Network.*

## REGIONAL DEVELOPMENT AGENCIES

4.22 Regional Development Agencies have a statutory purpose to contribute to sustainable development and this will inform their actions and decisions. They can contribute to better waste management by:

- developing and supporting secondary materials industries in their region
- seeking to attract private sector investment into the recycling sector
- encouraging companies to consider the impact of waste on economic performance
- promoting waste reduction
- making links between suppliers of secondary materials and reprocessors

4.23 Finding new uses locally for a recycled material can significantly increase the value of the material and may generate local employment opportunities as the need for reprocessing capacity increases.

- 4.24 The Welsh Development Agency has a similar role to that outlined for the RDAs. The National Assembly will require the Agency to play its part in delivering the Assembly's Sustainable Development Scheme. The Agency is already active in promoting waste reduction schemes in partnership with other organisations. It has also recently developed a programme of support for new technologies in the recycling and re-use of waste.

### REGIONAL CHAMBERS

- 4.25 Regional Chambers are expected to play a part in developing high-level regional sustainability frameworks. The frameworks are expected to address natural resource use and waste management issues. They may make recommendations or establish guidelines to inform regional planning guidance.
- 4.26 A number of regions are considering integrating the work of the regional planning conferences with that of the designated chamber. In several regions it is already clear that the chamber will take over the regional planning function.

### REGIONAL WASTE MANAGEMENT GROUPS IN WALES

- 4.27 Regional waste management groups exist in north, south-east and south-west Wales. They aim to:
- provide a forum for discussion of waste management issues
  - investigate and implement opportunities for inter-authority co-operation
  - share best practice
  - liaise with bodies having a waste management role such as the Environment Agency
- 4.28 Welsh local authorities have already established an All-Wales Waste Management Group to take a strategic look at waste management issues and to complement the work of the existing regional groups. With this structure in place, Welsh local authorities should be well placed to consider how best integrated approaches to waste management can be developed to meet their own needs and priorities.

## The Environment Agency

- 4.29 The primary task of the Environment Agency in relation to waste is to ensure that waste management activities do not cause pollution of the environment or harm to human health. The Agency does this through the Waste Management Licensing Regulations and other Regulations for which it is responsible (including, when introduced, the Pollution Prevention and Control Regulations) and must ensure that these are implemented in a fair, consistent and transparent way. The Agency also has a wider advisory and information gathering role.

- 4.30 In promoting more sustainable waste management, the Environment Agency will:
- move towards risk based assessment for the supervision of waste management facilities
  - take firm but proportionate enforcement action against those who break the law
  - continue to develop lifecycle techniques and tools to help waste managers determine the BPEO for their waste
  - use its periodic visits to special waste producers to give advice on hazardous waste reduction.
  - use IPPC legislation to bring about a reduction in the waste produced by industry and to ensure that waste is recovered wherever practicable
  - use its licensing powers to obtain consistent information from waste management facilities on the quantities of different types of wastes they handle and their origin, and collate this to provide local, regional and national information
  - disseminate the results of the waste production survey widely, through publications and on its web-site and repeat the survey of industrial and commercial waste to improve information on waste
  - provide information on wastes and their management to Regional Technical Advisory Bodies and Waste Planning Authorities, to allow them to plan their requirements for waste management facilities effectively
  - add emissions from landfill sites to stage two of its pollution inventory

## The Community Sector

- 4.31 The community and not-for-profit company sector has consistently shown its ability to be innovative, committed to change and willing to facilitate partnerships.
- 4.32 The Government and the National Assembly welcome the contribution made by the Community Sector. Through a range of kerbside recycling, composting, re-use and waste education schemes, the community sector has tested many of the techniques and ideas now becoming mainstream as we seek greater diversion from landfill. Community waste businesses and projects now provide kerbside recycling services to over 2 million households in England and Wales. We look to community groups to:
- be fully involved in local authority efforts to build partnerships for more sustainable waste management
  - draw on the guidance on Best Value recently published by The National Council for Voluntary Organisations in developing partnerships with local authorities
  - continue its valuable work in motivating public involvement and increasing participation in recycling and composting schemes
  - take advantage of funding from the landfill tax credit scheme where possible

## Consumers

- 4.33 Individual consumers and households have a vital role to play in achieving sustainable waste management. We can all help by:
- buying products which will produce less waste, and those made from recycled materials
  - separating our wastes for recycling, and composting kitchen and garden waste
  - participating in local debates about how best to manage our waste
- 4.34 Increased household recycling will not be possible if consumers do not recognise that it is important. We will raise awareness through:
- the *are you doing your bit?* campaign
  - continued support for the National Waste Awareness Initiative
  - our new interactive website: [www.useitagain.org.uk](http://www.useitagain.org.uk)
  - working with authorities to pilot schemes for encouraging consumers to reduce waste and recycle more

## CHAPTER 5

# Monitoring and review

- This strategy is required by EU law.
- In England, this strategy will be reviewed every five years.
- A new waste strategy monitoring group will review progress with implementing the strategy in England.
- The National Assembly will review the strategy's approach in Wales during 2001-2.



Portsmouth Materials Recycling Facility. At this facility recyclable wastes are further sorted before being sent for reprocessing. *Photo: Onyx Environment Group.*

## Status of the strategy

- 5.1 This strategy is a waste management plan for England and Wales under the EC Waste Framework Directive, the EC Hazardous Waste Directive and the EC Packaging Waste Directive<sup>1</sup>, implemented by Section 44A of the Environmental Protection Act 1990 (as amended). It is also a strategy for dealing with waste diverted from landfill in England and Wales, as required by Article 5 of the Landfill Directive<sup>2</sup>. This waste strategy replaces the Government's previous waste strategies for England and Wales: *Making Waste Work*<sup>3</sup> and *A Way With Waste*<sup>4</sup>.

## Regulatory Appraisal

- 5.2 A Regulatory Impact Assessment has been prepared to accompany this waste strategy. That assessment considers the environmental and economic costs and benefits associated with the policies described in this strategy. The assessment is attached at Annex C of Part 2 of this strategy.

## Taking forward the strategy in England

### FIVE YEARLY REVIEWS

- 5.3 We will review progress towards the strategy goals to ensure we are on course to meet our international obligations, and that our goals are realistic. A root-and-branch review will be conducted at the mid-point of the strategy (in 2010), with smaller reviews conducted at five-year intervals (in 2005 and 2015). In setting these goals we have had to make a number of assumptions about costs, growth in waste and potentially achievable recovery and recycling rates. We will therefore reassess them if new data or experience suggest that greater benefits might be achieved cost-effectively – or that the cost of meeting our goals is excessive compared to the benefits.
- 5.4 Reviews will be carried out by the Department of the Environment, Transport and the Regions, assisted by the Environment Agency, the Department of Trade and Industry, and other Government Departments and Agencies as appropriate.

### WASTE STRATEGY MONITORING GROUP

- 5.5 A Waste Strategy Monitoring Group will be set up to monitor the implementation of the Government's waste strategy in England, taking into account the Government's vision for sustainable waste management.

<sup>1</sup> Council Directive 75/442/EEC as amended by Council Directive 91/156/EEC; Council Directive 91/689/EEC; European Parliament and Council Directive 94/62/EC.

<sup>2</sup> Council Directive 1999/31/EC.

<sup>3</sup> *Making Waste Work: a strategy for sustainable waste management in England and Wales*, Cm 3040, December 1995. ISBN 0-10-130402-1.

<sup>4</sup> *A Way With Waste: a draft waste strategy for England and Wales*, DETR June 1999. 99EP0254.

- 5.6 The Group will produce an annual Executive Report. It will be asked to assess whether England is on course to deliver the Government's vision for a sustainable waste management system, as set out in this White Paper.
- 5.7 The Group will be sponsored by the Department of the Environment, Transport and the Regions. To assist its monitoring activities, the Group may request reports and updates from organisations involved in the implementation and review of activities, for example the Environment Agency and Government Departments.

## Taking forward the strategy in Wales

- 5.8 In accordance with the requirements of the relevant Directives, the National Assembly will need to review this strategy. It will undertake its first review in 2001-2.
- 5.9 The main thrust of the review will continue to be the importance of meeting the challenges of the Landfill Directive, an objective which goes hand in hand with the development of sustainable waste management practices.
- 5.10 In reviewing this strategy, there are a number of issues that will be addressed:
- building on the data in this strategy, preparation of a more detailed set of waste statistics. These will cover the main waste streams, together with forecasts of future quantities up to 2020
  - reviewing targets for waste minimisation, re-use, recycling, and energy from waste, with the specific need to meet the requirements of the Landfill Directive: these targets will either complement or replace targets referred to in this strategy
  - identifying how targets should be delivered and reviewing the policies and mechanisms to implement the strategy
- 5.11 The review will be undertaken within the context of the National Assembly's Sustainable Development Scheme<sup>5</sup>, which has recently been the subject of consultation and the priorities set down in its Strategic Plan<sup>6</sup>.
- 5.12 To help take forward this work, the National Assembly has commissioned a scoping study to provide more comprehensive information on waste management in Wales. The remit of the study is to review the current position of waste management in Wales, identify best practice and consider barriers to more sustainable waste management.
- 5.13 In addition, the National Assembly is supporting the establishment of a Waste Policy Support Unit within Environment Agency Wales to provide advice in the development of waste policy.
- 5.14 Local authorities, with responsibilities for waste collection and disposal, will have a key role to play in ensuring that more sustainable waste management practices are developed. The National Assembly will consult local government on the financial implications of this strategy as part of its 2000 Budget Planning Round. In addition it will seek to ensure that local authorities are fully involved in the development of waste policy.

<sup>5</sup> A Sustainable Wales – Learning to Live Differently. Consultation draft. January 2000.

<sup>6</sup> [www.betterwales.com](http://www.betterwales.com) – May 2000.

Each year we produce huge quantities of waste – over 100 million tonnes from households, commerce and industry. Most of this waste is landfilled – which can be a wasted opportunity.

This strategy sets out our vision for managing waste and resources better – through substantial increases in recycling, composting and the use of waste as a fuel.