

***Paper (B)***

**Waste Policy and Legislation**

# Joint Municipal Waste Management Strategy

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## 1. Introduction

This section sets out the policy and legislative framework which is necessary to achieve the objectives of the Joint Municipal Waste Management Strategy (JMWMS). In this case policy is a system of administration guided more by interest than by principle and legislation is the expression of popular sovereignty. Of course policy instruments often contain legislation and legislation is used to set policy. Therefore, the broad distinction is useful in separating the 'why' from the 'what'.

It is important to note that detailed lists of policy instruments or legislative enactments for waste management are not provided rather the focus is on those that will help achieve the objectives of the waste strategy. Nor will definitive comment be provided. The intention is simply to trace the history of waste management policy and legislation and to put the proposals of the strategy into context.

This section considers four areas European, National, Regional and local.

## 2. European Policy and Legislation

### 2.1 Waste Framework Directive (75/442/EC)

The EU approach to waste management is based on firm principles that emanated from the **Waste Framework Directive 1975**. This is the principal Directive that sets the foundations for sustainable waste management across the Member States. It defines waste and introduces the

- proximity principle - waste should be disposed of as closely as possible to where it is produced
- the waste hierarchy – to promote waste reduction, reuse and recovery
- self-sufficiency - in terms of waste disposal capacity
- precautionary principle - we should anticipate potential problems
- producer responsibility/polluter pays principle - those who produce the waste or contaminate the environment should pay the full costs of their actions

Specifically focused on the requirement to protect human health and the environment, the Directive has undergone numerous amendments to reflect developments within waste management, and there is the potential for a review of Annex II, which will impact upon recovery and disposal operations currently defined in the annex.

### 2.2 Disposal of Waste Oil Directive (75/439/EEC)

This has been in place for some time, but a number of member states, the UK included have been criticised for failing to fully implement its requirements. The Directive which has been amended by 87/101/EEC and 91/692/EEC clearly states that the priority is to process waste oils by regeneration (i.e. by refining), rather than the more favoured method of combustion. Focus will now have to be on improving refining rates in the UK to avoid penalties for non compliance.

## 2.3 Hazardous Waste Directive

The **Hazardous Waste Directive** singles out specific waste materials requiring an increased level of control and management as a consequence of their hazardous nature and potential impact upon health and the environment. On 1 January 2002, a new single list of hazardous waste was established, including products such as fluorescent tubes, batteries and televisions. With the addition of around 250 new hazardous waste materials the range of listed materials is now beyond the scope of UK **Special Waste Regulations 1996** and has been replaced by the **Hazardous Waste Directive and Hazardous Waste Regulations (England)**. In a practical sense the amount of waste classified as hazardous will almost double, therefore significantly increasing the requirement for specialised management techniques.

### 2.3.1 Hazardous Waste List/European Waste Catalogue

Substantial developments in the management of hazardous waste since the implementation of the **Special Waste Regulations 1996** have led to a number of changes, including refinement of the **Hazardous Waste List** (94/904/EC) which defines the scope of the **Hazardous Waste Directive** (91/689/EEC). This has increased in length and is incorporated in the **European Waste Catalogue** (EWC) (Decision 2001/118/EC, as amended by 2001/119/EC and 2001/573/EC). This has resulted in a refined and expanded list of wastes. The revised EWC, contains many new entries of wastes that will now be classified as hazardous, when previously, they may not have been.

In response to a number of Directives dealing with hazardous waste, DEFRA established a **Hazardous Waste Forum**. The Forum has a strategic role with the key objectives to identify opportunities to

- reduce the production of hazardous waste and increase the recovery of that which is produced;
- consider the impact of existing and forthcoming legislation.

## 2.4 Packaging and Packaging Waste Directive (94/62/EC)

As the first piece of a now growing set of Producer Responsibility legislation, the **Producer Responsibility (Packaging Waste) Obligation** promotes the reuse, recovery and recycling of all packaging waste and places responsibility on producers in the chain to meet the collection and recovery costs laid down in the directive. Recovery and recycling targets for packaging waste have been in place since 1997, and problems have been experienced in meeting targets at national level. In addition, the targets have been increased for 2008, and in response the UK has put in place targets from 2004 onwards, in order to meet the 2008 requirements. As this is producer responsibility legislation it is not the responsibility of the Local Authority, but falls on the packaging waste producers at all levels.

## 2.5 Landfill Directive (99/31/EC)

The implementation of the **Landfill Directive** has far-reaching implications for waste management in the UK. Implemented in July 2001, the overall aims of the Directive are to prevent, or reduce as far as possible, negative effects on the environment from landfilling waste. This is to be achieved through the introduction of stringent technical requirements for waste and landfills, with specific targets set for the diversion of biodegradable municipal waste (BMW) to reduce the potential for greenhouse gas emissions from landfill (table 1). However, many of its provisions are already incorporated into the UK waste management licensing regime, for example the requirement for technically competent management. The technical elements of the Directive have been partly implemented by the Landfill (England and Wales) Regulations (2002) (SI 2002 No. 1559). The requirements summarised below are those which will have a significant impact on UK landfill practice.

### 2.5.1 Classes of Landfill

Every landfill must be classified as a landfill for either:

- hazardous waste (as defined in the **Hazardous Waste Directive** (91/689/EC) and **European Waste Catalogue**)
- non-hazardous waste
- inert waste.

Inert waste sites may only accept inert waste. Non-hazardous waste sites may be used for municipal waste, other non-hazardous waste and hazardous waste which has been stabilised (e.g. by vitrification), although this must be deposited in separate cells from the non-hazardous waste. This requirement amounts to a ban on co-disposal, which took effect in July 2004.

### 2.5.2 Treatment

Waste must be treated prior to landfilling. However, there are exemptions for inert waste and waste for which the treatment would not result in any environmental benefit. Treatment includes sorting.

### 2.5.3 Wastes Excluded from Landfill

The following wastes are banned from landfill:

- liquid wastes
- waste which is explosive, corrosive, oxidising, highly flammable or flammable
- infectious clinical waste
- whole tyres (from 2003) and shredded tyres (from 2006)
- any other waste which does not meet the acceptance criteria in Annex II of the Directive (issued in January 2003)

#### 2.5.4 Waste Acceptance Criteria

The Council Decision on **Waste Acceptance Criteria** (WAC) sets out standards which waste must meet to be accepted at one of the three classes of landfill – hazardous, non-hazardous or inert prescribed by the Landfill Directive. It introduces criteria and sets limit values for a number of contaminants, so harmonising another aspect of landfill regulation across Europe. These are as follows:

- the procedures for characterising waste, checking compliance of the waste with the acceptance criteria and the on-site verification that the waste arriving at the landfill is identical to the waste described in the documents.
- acceptance criteria for inert waste, for certain non-hazardous wastes (only those that are landfilled together with stable, non reactive hazardous waste), for stable non-reactive hazardous waste accepted at landfills for non-hazardous waste, for hazardous waste and for underground storage.
- the test methods to be used.
- a risk assessment alternative approach

#### 2.5.5 Biodegradable Waste

This is the provision which will have the greatest impact in the UK. Member States must reduce the amount of biodegradable municipal waste (BMW) going to landfill in order to meet the following targets (based on a 1995 baseline) (Table 1).

**Table 1:** Targets for BMW Reduction rates to Landfill

<b>General Target</b>	<b>Four-year derogation</b>
<b>25% reduction by 2006</b>	2010
<b>50% reduction by 2009</b>	2013
<b>65% reduction by 2016</b>	2020

The derogation applies to the UK and other Member States which currently rely on landfill for the disposal of more than 80% of their municipal solid waste (MSW).

## 2.6 BMW diversion targets

The **Landfill Allowance Trading Scheme (LATS)** has been introduced to help meet the targets for diverting biodegradable municipal waste (BMW) away from landfill, as per the requirements of the Landfill Directive. The **Waste and Emissions Trading Act 2003** provides the legal framework for LATS as well as establishing a system for achieving the waste diversion targets. It also provides for the allocation of tradable landfill allowances (permits) to each Waste Disposal Authority (WDA) in England. Within each WDA these allowances dictate the amount of biodegradable municipal waste (BMW) that can be sent to landfill within a specified scheme year. Each waste disposal authority determines how to use its allocation of allowances in the most effective way, allowing the trading, banking or borrowing of allowances in accordance with their investment strategy. For example, a local authority which sends most of its waste to a large incinerator will be able to sell some of its permits to another authority which is finding it more difficult to diversify away from landfill. At the same time, the Government is seeking to promote recycling through the measures described in the strategies.

Landfill operators will see considerable change with the implementation of the Directive. As waste composition changes, with lower proportions of BMW, so will the operational practices needed to landfill that waste. Environmental controls may also need to change, particularly as products are likely to be very different. For example, landfill gas will continue to be produced, but in concentrations very different from today.

Although the Landfill Directive came into force in 2001, existing sites will not have to comply with all the technical requirements until 2009. Landfill sites will be transferred from the waste management licensing regime to the **Integrated Pollution Prevention Control (IPPC)** regime between 2001 and 2007. The Environment Agency is using the new **Pollution Prevention Control (PPC)** permits to implement the requirements of the Directive (see Application of IPPC to Waste Management below p11).

In addition to the diversion of BMW, the Landfill Directive contains a number of other significant requirements. These include a requirement for all waste to be pre-treated prior to landfill disposal (by 2004 hazardous waste, and by 2007 all other wastes), leading to an increased need for technological solutions and the development of appropriate facilities. There will also be a need for the development of new technology and innovative management systems for waste tyres. In 2003 whole tyres were banned from landfill and in 2006 shredded tyres will be banned. The disposal of liquid wastes, infectious clinical wastes and certain types of hazardous waste to landfill are also banned, placing significant pressure on existing capacity to manage these waste streams.

## 2.7 Waste Incineration Directive (2000/76/EC)

In terms of the levels set for emissions, incineration has been strictly controlled by European legislation for some time now. In 1989 Council Directives (89/369/EEC and 89/429/EEC) were adopted to control emissions of certain pollutants from municipal waste incinerators (MWIs). These have made a considerable contribution to the reduction of emissions; however, their scope was limited to municipal waste. To fill the gaps between these Directives and the **Hazardous Waste Incineration Directive** (Council Directive 94/67/EC), a **Waste Incineration Directive** (WID) was adopted in December 2002. This directive sets stricter limit values and technical requirements for incineration and brings co-incineration plants within its remit. New incinerators have to comply immediately with controls, although existing plants have until December 2005. The aim of WID (2000/67/EC) is to prevent or limit the potential negative impacts of waste combustion processes, and to set absolute standards for the permissible emissions from all types and sizes of thermal combustion processes using waste materials.

WID also addresses municipal and hazardous wastes excluded from the scope of 94/67/EC, such as waste oil, solvents and clinical waste, as well as other non hazardous wastes. It also addresses the co-incineration of wastes excluded from the scope of 94/67/EC.

WID seeks to integrate the technical progress made in recent years in the control of incineration emissions, and extend the scope of existing EC measures to combat the pollution of air, water and land caused by the incineration of wastes not covered by the **Hazardous Waste Incineration Directive** (HWID). It will contribute to the protection of human health and the environment by achieving its key objectives. These include:

- reducing substantially emissions of several key pollutants to air and control releases to water and land
- providing a major contribution to the achievement of the target in the Fifth Environment Action Programme to reduce emissions of dioxins and furans from known sources by 90% between 1985 and 2005
- contributing to a reduction in releases in heavy metals in accordance with the Fifth Environment Action Programme objective of eliminating exceedances of critical loads and levels
- providing a coherent methodology for the regulation and operation of non hazardous waste incineration and co-incineration.

## 2.8 EU Animal By-products Regulation (EC 1774/2002)

The regulation came into force 1st May 2003 and enforcing legislation in England was effective as of 1st July 2003. The Regulation categorises waste into 3 risk areas:

**Category 1** – Very high risk animal by-products including carcasses infected (or suspected to be infected) with BSE, catering waste from means of transport operating internationally, animals used in experiments, and wild animals when suspected of being infected with a communicable disease. All Category 1 animal by-products (or mixtures containing Category 1 animal by-products) must be directly disposed of by incineration or to landfill after heat treatment.

**Category 2** – High-Risk animal by-products including manure and digestive tract contents and condemned meat (on-farm deaths). All Category 2 animal by-products must be directly disposed of by incineration or processed through a composting/biogas plant provided they have been rendered under pressure (133°C, 3 bar) prior to entering the composting/biogas process.

**Category 3** – Low risk animal by-products including parts of slaughtered animals that are fit for human consumption, parts of slaughtered animals that are not fit for human consumption but do not have signs of communicable diseases and derive from carcasses that are fit for human consumption, hides, skins, hooves, horns, feathers, former foodstuffs and catering waste. Category 3 animal by-products can be processed via a composting/biogas plant without pre-treatment.

### 2.8.1 Catering Waste

Catering waste is defined as 'all waste food including used cooking oil originating in restaurants, catering facilities and kitchens, including central kitchens and household kitchens.

Until 31 December 2005 certain former foodstuffs can be transported and treated as catering wastes. These include:

- Food from manufacturing premises if it is currently catering waste (products intended to be eaten without further cooking) and
- Food from retail outlets if measures are taken to exclude raw meat.

The treatment standard required for composting or biogas digestion of animal by-products is 70°C for 1 hour with a maximum particle size of 12mm. The standard is mandatory for treatment of all Category 3 animal by-products (excluding catering waste) and Category 2 animal by-products that have been rendered. The composting must take place in a closed reactor, as the Regulation requires that there is no access by vermin. In addition, all material in the system must meet the required temperature for the necessary time. The Regulation allows for national standards to be applied for the composting of catering wastes.

WWT has been awarded funding by the Department of Environment, Food and Rural Affairs (DEFRA) and Wiltshire County Council, to pilot the use of "in-vessel" composting machines in 10 educational establishments in Wiltshire. The in-vessel machines will convert catering wastes into compost in just a few weeks, in an enclosed heat-controlled unit. It is anticipated that this project will the way in the use of small scale in-vessel composting at a national level.

**Key Policy B: Understand how emerging technologies could manage waste more sustainably**

## 2.9 End of Life Vehicles Directive (2000/53/EC)

The **End of Life Vehicles Directive** (ELV), implemented in April 2002, is focused on waste prevention and the promotion of easier dismantling, reuse, recovery and recycling of end-of life vehicles as a priority. It aims to reduce the use of hazardous substances in vehicle design through restrictions in the use of lead, mercury, cadmium and hexavalent chromium as well as increasing the use of recycled materials in vehicle manufacture by setting recovery and recycling targets. Ambitious targets for recovery and recycling are set out as shown in Table 2 below.

**Table 2:** Recovery and Recycling Targets for to be Achieved for Each End of Life Vehicle

Year	Recovery target	Recycling target
2006	85%	80%
2015	95%	85%

In implementing the principle of producer responsibility, manufactures are now required to fund collection and recovery of all newly produced vehicles when they reach the end of their 'operational life', and will be expected to extend this to all existing vehicles in circulation from 2007. In 2002, approximately 1.8 million ELVs were scrapped in the UK against 350,000 which were abandoned on the highways or private land for Local Authorities to deal with. In 2003, Wiltshire reported approximately 3,300 abandoned vehicles and approximately 15,000 were removed and destroyed. This equated to £60,000 for the County in 2003.

Car owners wishing to scrap their vehicles have to obtain a "certificate of destruction" from an authorised dismantler, and if the disposal results in a net cost to the owner, they can obtain a refund from the car manufacturer. The Directive has been partially implemented in the UK by the ELV Regulations 2003 (SI 2003 No. 2635) which deals with requirements for authorised treatment facilities.

In addition to this legislation, whilst requiring producers to pay all or a significant part of the take back costs of ELVs, it is hoped that it will encourage a greater use for recycled material in the manufacture of vehicles. The problem for Wiltshire is that the Directive will rapidly increase the cost of disposing of vehicles, and is therefore likely more vehicles will be abandoned. Waste Collection Authorities (WCA) have a legal responsibility under the **Refuse Disposal Act 1978** to deal with vehicles that are abandoned on the highway. However, it is the Waste Disposal Authority (WDA) who has responsibility for treatment and disposal costs. Such vehicles are disposed of in accordance with the Directive.

## **2.10 Waste Electrical and Electronic Equipment Directive (2002/96/EC) and ROHS Directive (2002/95/EC)**

The Waste **Electrical and Electronic Equipment Directive** (WEEE) became EU law on 13 February 2003, and transposed into UK law on 13 August 2004. The Directive sets criteria for the collection, treatment, recycling and recovery of WEEE, and imposes producer responsibility on the manufacturers of electrical and electronic equipment to take it back at the end of its life, and ensure that it is recycled at no cost to the end user (Table 3). There should also be a separate collection of WEEE amounting to at least 4kg of WEEE per inhabitant per year by 31 December 2006. The UK believes it already hits this target, although a new target is to be set by December 2008. Manufacturers of electrical and electronic equipment will also face further changes in terms of restrictions in the use of hazardous substances in the manufacturing process through an accompanying sister Directive, **Restriction of Hazardous Substances** (ROHS). The ROHS Directive facilitates the dismantling and recycling of WEEE by restricting the use of hazardous substances used in their manufacture. From July 2006, the use of lead, mercury, cadmium, hexavalent chromium, poly-brominated biphenyls (PBBs) and poly-brominated diphenyl ethers (PBDEs) will be banned in new products.

The WEEE Directive has far reaching implications for manufacturers, sellers and recyclers of any product powered by mains electricity or batteries including household appliances, IT and telecommunications equipment, audio and TV equipment, lighting and alarm systems, tools, toys, leisure and sports equipment. The intention of the Directive is to reduce the environmental and health impacts associated with the disposal of these products and conserve resources, and in a practical sense will mean the diversion of 133,000 – 340,000 tonnes of waste from landfill and an increase in re-use and recycling. In terms of the impact on the consumer, the UK will have to take measures to minimise the disposal of WEEE by consumers as unsorted MSW. However there will be no mandatory requirement to separate WEEE from household waste. National recovery targets have been set for 31 December 2006. Further targets will then be set.

**Table 3:** Recovery and Recycling Rates for WEEE

Category	Recovery target (average weight per appliance)	Recycling/reuse target (of components, materials and substances, average weight per appliance)
Large household appliances (Automatic dispensers)	80%	75%
Small household appliances	70%	50%
IT and telecom equipment	75%	65%
Medical devices	By end 2008	By end 2008
Gas discharge lamps	No target	80%

By January 2006, producers must finance the collection, treatment, recovery and environmentally sound disposal of WEEE deposited at collection facilities. For products placed on the market after January 2006, producers are responsible for all the above costs relating to their own products. They may fulfil their obligation either individually or through a collective scheme. For products placed on the market before this date (historical waste), financing will be achieved through a collective scheme to which manufacturers will contribute in proportion to their share of the market. Until February 2011 (2013 for large household appliances), producers may show purchasers the cost of collection, treatment, recovery and disposal. Producers will be responsible for financing the collection, treatment, recovery and environmentally sound disposal of all non-household WEEE, whether or not it is historical waste. However, until January 2006, WEEE taken to HRCs (which will require a waste management licence) will be financed by Local Authorities. Member States may require users to pay some of the costs for historical waste.

### 2.11 Batteries and Accumulators Directive (91/157/EEC)

With regard to batteries the current Directive is under review, with revisions deemed necessary due to its present limited scope and failure to produce the results required. The proposal will replace existing legislation on batteries (Directives 91/157/EEC, 93/86/EEC and 98/101/EEC). New measures aim to establish a "closed loop" system, with all spent batteries collected through national schemes and their metals recovered. Systems will need to be developed to accommodate the separate collection of batteries should targets be developed. The revision will also seek to manage the risks of hazardous materials used in batteries, reducing their contribution to air pollution from incineration and their risks relating to landfill.

**Key Policy 4: Understand how emerging technologies could manage waste more sustainably**

It is important to note that the revision of the existing battery Directive 91/157/EEC due in 2008 is an explicit requirement of the WEEE Directive 2002/96/EEC. The measures will also contribute to improved resource use through increased recycling of used battery materials.

## 2.12 Integrated Pollution Prevention and Control Directive

**Integrated Pollution Prevention and Control** (96/61/EC) (IPPC) requires a range of industrial installations to be regulated by a new system of integrated control. Once fully implemented in 2007, the new system will completely replace Integrated Pollution Control (IPC) and make changes to Local Air Pollution Control (LAPC).

The UK missed the 31 October 1999 deadline for the implementation of IPPC, although the **Pollution Prevention and Control** (PPC) Act 1999 was passed to provide the primary legal framework for the new regime. PPC eventually came into force on 1 August 2000.

Under the new system of IPPC, emissions to air, water, land, noise, vibration, heat and consumption of raw materials are all considered when granting permits, and conditions are set so as to achieve a high level of environmental protection. Permit conditions must be based on the use of **Best Available Techniques** (BAT), which is slightly different from the existing approach under Part I of the Environmental Protection Act (1990) where **Best Available Techniques Not Entailing Excessive Cost** (BATNEEC) is the guiding principle.

Incineration, waste recovery and disposal of waste by methods other than landfill or incineration will be transferred to IPPC by 2005. The replacement of waste management licensing by IPPC is bringing about significant changes for the waste management industry. The regulator should apply all the relevant provisions of IPPC. However, the general IPPC requirement to minimise waste is clearly not applicable to waste disposal facilities. By October 2007, most waste management facilities will be regulated under IPPC.

In 2003 the European Commission reviewed compliance across the member states and found it to be insufficient. Any revisions to the legislation could change thresholds that determine which installations require IPPC, or inclusion of additional activities on the permitted list of installations.

## 2.13 Disposal of Polychlorinated Biphenyls (PCBs) and Polychlorinated Terphenyls (PCTs) Directive (96/59/EC)

Directive 96/59/EC aims to dispose completely of **Polychlorinated Biphenyls** (PCBs) and equipment containing PCBs as soon as possible, thereby eliminating the potential environmental and health threat posed by its management. For big equipment, the deadline is the end of 2010. Member states are required to keep an inventory of equipment containing PCB's and the plan for disposal, plus outline plans for collection and disposal of non-inventoried equipment.

The Directive is implemented in England and Wales through the **Environmental Protection** (Disposal of Polychlorinated Biphenyls and Other Dangerous Substances) (England and Wales) **Regulations 2000** (SI 2000 No. 1043), as amended.

PCBs are man-made organic chemicals used extensively because of their chemical stability, fire resistance and high electrical resistance. Their stability and resistance to degradation, however, cause a threat to the environment and PCBs have been shown to be bio accumulative (occurring in other organisms).

A number of waste related regulations, which require immediate action and allow no scope for flexibility in implementation, are also in place including the **Ozone Depleting Substances Regulations (ODS)**. This came into force on 1 January 2002. It requires the disposal of units containing **Chlorinated Fluoro Carbons (CFCs)** only through specialist plants to ensure proper treatment and disposal. All Local Authorities have plans in place to manage this waste stream, and Wiltshire is no exception.

Under the revisions to the **Hazardous Waste Directive** and the **Hazardous Waste List**, such items may fall under these regulations and HRCs may need to have their waste management licences amended. A related issue is regulation (EC Directive 96/59/EC, Disposal of **Polychlorinated Biphenyls (PCBs)** and **Polychlorinated Terphenyls (PCTs)** Directive). This directive governs the collection and subsequent disposal of polychlorinated biphenyl (PCB) equipment which is less than 5 litres in volume and which is contained within another piece of equipment. These include small capacitors which must be removed intact prior to crushing and/or shredding.

## 2.14 Additional European Directives which have an impact on waste

Additional Directives emerging from Europe which whilst not directly applicable to waste, will have an impact on waste practices, and include the **Strategic Environmental Assessment Directive (2001/42/EC)**, implemented in July 2004 (this ensures that environmental consequences of plans and programmes are identified and taken into account during preparation and before adoption, with waste management planning covered by the Directive). There is also the Directive **Providing for Public Participation in Development of Plans and Programmes**, due to be implemented summer 2005 (this is to ensure and improve public participation, and specific waste directives listed as falling within the scope of this directive).

## 2.15 Proposed European Directives

There are a number of proposed Directives which need to be taken into consideration when developing a strategy to manage waste, as they could have future implications for options chosen.

### 2.15.1 Proposed Management of Waste from Extraction Industries Directive

This Directive will apply to waste resulting from extraction, processing and storage of mineral resources and the working of quarries. The provisions are directed at the management of waste facilities and minimum supplementary standards are laid down with a proposal that **Best Available Technology (BAT)** will be used as the decision making tool.

### **2.15.2 Proposed Framework for the Setting of Eco-design requirements for energy using products Directive (EuP)**

This Directive looks to set requirements for environmentally relevant product characteristics on a life cycle basis. It focuses on traded goods not covered by other policy or legislation and it is intended to work in synergy with other EU legislation. The proposal was adopted on 1 August 2003.

This proposal aims to integrate environmental considerations as early as possible into the product development process by creating a comprehensive and coherent legislative framework to address eco-design requirements. EuP will apply to any product using energy however it is likely that only those using electricity, solid, liquid and gaseous fuels will be the subject of implementing measures.

Instead of prescribing the equipment, the draft text proposes setting out eligibility criteria for adopting implementing measures, in line with the eco-label scheme.

EuP will not prescribe any eco-design obligations. It will instead provide a framework setting out the general principles and criteria for the establishment of eco-design requirements, leaving the development and adoption of implementing measures for individual products to the Commission, assisted by a regulatory committee. These measures will be agreed after consultation with stakeholders, including industry.

### **2.15.3 Proposal on Integrated Product Policy**

A communication on **Integrated Product Policy (IPP)** was issued by the European Commission in June 2003. The communication builds on the stakeholder consultation exercise that took place following adoption of the IPP Green Paper by the Commission in February 2001. IPP is an integral part of the EU's Sustainable Development Strategy. Its main aim is to reduce environmental impacts from products throughout their entire life-cycle, by harnessing a market-driven approach.

The Commission intends to adopt a two-pronged approach to implementing IPP. Firstly, it intends to make them more product-focused and secondly to improve the environmental performance of products that have the greatest potential for environmental improvement.

## 2.16 Thematic Strategies

The 6th Environment Action Programme 'Environment 2010, **'Our Future, Our Choice'**, sets the framework for current and future EU policy and legislation and calls for a number of interrelated measures designed to reduce the environmental impacts of resource use in line with the **EU Sustainable Development Strategy**. These are to:

- tackle climate change
- protect nature and wildlife
- address environment and health issues
- preserve natural resources and manage waste.

It also calls for the development of Thematic Strategies for seven key environmental issues. The scope/remit of the Action Programme is focused on waste prevention; waste recycling; turning waste into a 'greenhouse neutral' energy source; optimising final disposal of waste as well as identifying a specific target for Member States to reduce waste going to final disposal by 20% by 2010 and 50% by 2050. There are four specific Thematic Strategies that will have an impact on the management practices for waste, and which may lead to the development of additional policy and legislation.

A communication Towards a **Thematic Strategy for Soil Protection** was published in 2002, with the strategy due 2005. The Thematic strategy, which amongst other things sets objectives and measures related to composting, proposes a revision to the **Sewage Sludge Directive** (reducing maximum permitted levels of contaminants in sludge, plus extending this to all land where it is applied), plus the development of a new directive on compost and other biowaste by end of 2006.

A communication Towards a **Thematic Strategy on the Sustainable Use of Natural Resources** was published in 2003, with the strategy due 2005. The strategy proposes the introduction of policy measures to reduce resource consumption with decoupling as the overarching goal. Specifically the strategy proposes to address demand issues, improve resource efficiency, improve recycling rates and target green procurement -overall the strategy will set the framework for IPP. It acknowledged that this is a long term process, therefore timescale of the strategy will be 25 years.

A communication Towards a **Thematic Strategy on Recycling and Prevention of Waste** was published in 2003, with the strategy due 2005. The strategy focuses on the development of waste prevention and waste recycling targets, increasing demand for recycled materials and promotion of research and development for waste prevention and resource efficient processes. The strategy supports a mix of voluntary, regulatory and economic instruments, such as: prevention plans, low-waste production techniques, best practice, direct/variable charging mechanisms, bans, producer responsibility, standards, and calls for integration of environmental concerns into education and training. It specifies the need for future policy to be based on fuller scientific analysis and highlights the need to simplify and improve implementation of waste legislation.

A communication Towards a **Thematic Strategy on the Urban Environment** was published in 2004, with the strategy due summer 2005. It essentially consists of four cross cutting themes: sustainable urban management (which of course includes waste); sustainable urban transport; sustainable construction (resource use, design issues, performance based approach etc.), and; sustainable urban design. It provides the framework for local, regional, and national actions to promote each theme.

## 2.17 Other European Areas of Discussion

Other areas being discussed at European level, but not yet developed into formal legislation include environmental effects of **polyvinyl chloride** (PVC), and a framework for chemicals.

The use of PVC commonly found in construction materials, cable and wire, fabric and paper coatings, and toys and packaging has been reviewed, and a Green Paper on the **Environmental Issues of PVC** was produced in July 2000. The Green Paper was criticised for a lack of life cycle analysis of PVC products to allow comparison with alternative materials. A draft long term horizontal strategy on the replacement of PVC was called for, plus a labelling system, and a recycling system similar to that for ELVs with bans on lead and cadmium.

**REACH** represents a proposal for a new regulatory framework for chemicals. It places greater responsibility on industry to manage risks from chemicals and improve protection of human health and the environment as well as proposing a registration system, plus authorisation required for use of some high risk substances.

Finally, at the end of 2003, the EU undertook its First **Environment Policy Review**, which identified resource management priorities and highlighted the need to intensify efforts towards more sustainable use of resources. The review also highlighted the need to ensure proper implementation of existing waste legislation. It is the intention that the Commission will screen waste legislation with a view for simplification. The review calls for a renewed approach to environmental policy, plus awareness of international challenges for environment policy, and proposes benchmarking and peer review between member states.

## 3. National Drivers

### 3.1 National Waste Policy

The **National Waste Strategy** for England and Wales, **Waste Strategy 2000** was sets out the Government's policy and vision for the promotion of sustainable waste management over the next twenty years. The document expands on information previously published in the Government's White Paper "**A Way with Waste**", and provides additional detail on the Government's aspirations over the short, medium, and long term and the contributions that local authorities will be required to provide in meeting the national objectives.

Local authorities are required to consider **Best Practicable Environmental Option** (BPEO) until 2006,<sup>1</sup> with reference to the framework provided by the waste hierarchy and the proximity principle when making strategic waste management decisions.

The National Waste Strategy reaffirms the Governments belief as expressed in “**A Way with Waste**” and “**Less Waste More Value**” that Local Authorities need to give full consideration to the possibilities of recycling and prior to investigating the potential for energy from waste facilities. Due to the input required to sustain energy from waste plants, potential facilities need to be sized and contracts sensitively designed so as to maximise recycling and composting, while still providing sufficient waste for the production of energy. The use of waste as a fuel can produce benefits best exploited where energy from waste plants form part of an integrated waste management system and are designed as a **combined heat and power** (CHP) system or secondary fuel production. To meet the Governments targets for waste recovery processes energy from waste and **mechanical biological treatment** (MBT) will need to be considered. MBT, which represents a combination of different possible process elements, has been widely used overseas. With regard to its potential application in the UK MBT has been found to be economically viable, with sufficient suitable outlets for end products and potentially could make a positive contribution towards key **Best Value Performance Indicators** (BVPI) targets BV82a and 82b, depending upon the process elements in use (MBT: A Guide for Decision Makers – Processes, Policies and Markets, Juniper 2005).

The National Waste Strategy sets a series of targets for recycling and composting and recovery for 2005, 2010, and 2015. The key national targets set out in Waste Strategy 2000 are:

#### National Targets for the Recycling and Composting of Household 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

#### National Targets for the Recovery\* 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

\*Recovery means to obtain value from waste through recycling, composting, other forms of material recovery, or recovery of energy.

To ensure that all local authorities contribute to achieving these targets, the Government has set statutory performance standards for recycling and composting for each local authority for 2003/04 and 2005/06.

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<sup>1</sup> BPEO will be superseded by Strategic Environmental Assessment (SEA).

Each Council calculates their recycling and composting rates and reports against a number of Best Value Performance Indicators (BVPI). A recent change in BVPI 82b allows for the inclusion of Anaerobic Digestion as a composting process, and therefore materials sent to AD can be counted as composted and enhance a Council's recycling rate.

As from April 2004, BVPI 82b shall read:

*"The percentage of the total tonnage of Household waste arisings which have been sent by the authority for composting or for treatment by anaerobic digestion"*

### 3.2 Prime Minister's Strategy Unit

In response to the extensive amount of waste legislation and policy coming from Europe, waste management has continued to move up the political and legislative agenda. The Landfill Directive has generated the greatest amount of concern to date in light of the UK's historic reliance on landfill as a disposal option. In 2001 the Secretary of State for Environment, Food and Rural Affairs called for a study into waste management in England, focusing specifically on establishing recommendations and proposals for meeting the Landfill Directive requirements for MSW. The result was '**Waste Not, Want Not**', published in November 2002. The report identified priority areas and made recommendations for action. Specific target areas included waste growth, improving data and research; and raising awareness. Success measures for the strategy include: reducing waste growth to 2% per annum by 2006; 50% of households carrying out home composting by 2006; roll out of kerbside collection; higher recycling and/or composting targets; and 30% of collection authorities to have tried incentive based schemes by 2005/6. This study by the Prime Minister's Strategy Unit built upon findings generated from an earlier report '**Making More with Less**', which focused on resource management and included targets for long-term improvements in resource productivity and reductions in waste and pollution.

#### **Wiltshire Statutory Performance Standards are:**

- To recycle or compost at least 20 % of household waste by 2003/04
- To recycle or compost at least 30 % of household waste by 2005/06

The Government will set local authority statutory performance standards for 2010.

Both the European Union, in their 'Sixth Environmental Action Programme', and the UK Government through the Department for Environment, Food and Rural Affairs (DEFRA), in their strategy '**A Better Quality of Life**', have adopted the concept of sustainability as the key means of improving quality of life now and for generations to come. The UK Strategy focuses on four key objectives that need to be met simultaneously:

- Effective protection of the environment
- Prudent use of natural resources
- Social progress which recognises the needs of everyone
- Maintenance of high and stable levels of economic growth and employment

### 3.3 Animal By-products Regulations 2003 (SI No. 1482/2003)

Statutory Instrument 1482/2003 is the enabling regulation for England, bringing into force powers of entry and offences to allow the enforcement of the EU Regulations. Separate enabling regulations will be required, issued by devolved governments, for enforcement of the EU Regulations in Scotland, Wales and Northern Ireland. The English Regulations replace the Animal By-products Order 1999 in England.

The Regulations state that minimum times, temperatures and maximum particle sizes are required for composting/biogas systems (Table 4):

**Table 4:** Minimum time, temperature and maximum particle sizes required for Composting/biogas treatment of catering waste in England

System	Minimum Temp (°C)	Minimum Time at Min Temp	Maximum Particle Size cm)
Composting (closed reactor)	60	2 days	40
Biogas	57	5 hours	5
Composting (closed reactor) or biogas	70	1 hour	6
Composting (housed windrow)	60	8 days*	40

\*During which time the windrow must be turned at least 3 times, at no less than 2 day intervals

Category 3 animal by-products (excluding catering waste) and Category 2 animal by-products that have been rendered can be composted but the EU standards (70°C for 1 hour with a maximum particle size of 12 mm) must be adhered to. Raw meat or wastes from the production of products that require further cooking are considered to be animal by-products and are subject to EU composting requirements. The EU Regulation prohibits the application to pasture land of organic fertilisers and soil improvers other than manure. The English Regulations define pasture land as “land that is intended to be used for grazing or cropping for feeding stuffs following the application or deposit of organic fertilisers and soil improvers within two months in the case of pigs and three weeks in the case of other farmed animals.

WWT will pilot the use of in vessel composters in 2005/06. The in vessel composter will convert catering wastes into compost in an enclosed heat controlled unit. It is hoped that small scale systems such as these will be piloted throughout the UK, with Wiltshire leading by example.

**Key policy 7:** *Work in partnership to optimise the procurement, delivery and success of new services*

### 3.4 Waste Recycling Payments Regulations 1992

These Regulations and subsequent amendments bring in to effect provisions made within EPA 1990 for the payment of recycling credits by WDAs for waste recycled by WCAs and third party organisations. The recycling credit system introduced by EPA 1990 is currently being examined as part of reviews initiated following the issue of Waste Strategy 2000. Wiltshire County Council does not issue recycling credits to the District Councils.

### 3.5 Background to PPS10

The Government has provided draft **Planning Policy Statement 10** (PPS 10) which is entitled Planning for Sustainable Waste Management. The intention is that PPS 10 will replace Planning Policy Guidance Note PPG 10. PPS 10 is concerned with the planning system's contribution to delivering sustainable waste management. The key objective is to drive waste management up the waste hierarchy, addressing waste as a resource and looking to disposal as the last option. This is in line with Waste Strategy 2000, the Government's Waste Strategy and its emphasis on reducing growth in waste and moving away from landfill to a more environmentally acceptable ways of managing waste. PPS 10 establishes planning policy, but it does not make any changes to the environmental outcomes already set out in national policy and the European Directives, in particular, the **EU Waste Framework Directive**.

As part as PPS 10 there is a requirement for a **Strategic Environmental Assessment** (SEA). This will apply when undertaking municipal waste management strategies from June 2006. SEA is a process consistent with the SEA Directive. It is designed to ensure a high level of protection for the environment and to contribute to the integration of environment considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development. Such plans and programmes typically include a series of individual policies designed to address the issue identified as a priority for action. These policies are specific to the development plans and to some degree the plans comprise a sum of individual policies. The SEA process evaluates policies individually and in combination against agreed environmental objectives. The purpose is to see whether the policies are likely to achieve those objectives or whether they should be amended.

The **UK Sustainable Development Strategy** sets the overarching approach towards sustainable development and underpins national policy development. Tackling waste is one of 7 key priorities for the future, with specific headline indicators focused on waste.

In addition, the **Framework for Sustainable Consumption and Production** provides the direction for the government in terms of decoupling economic growth and environmental degradation. The framework is focused on the promotion of the corporate consumer practicing more sustainable consumption and is geared towards increasing the productivity of material and energy use.

More recently Ministers from across government have joined together to launch a nationwide consultation on sustainable development, **'Taking it on: developing UK sustainable development strategy together'**. The consultation exercise stemmed from the governments own assessment that more is needed in terms of developing sustainability. A **Round Table on Sustainable Consumption** has also been developed, chaired by industry.

The UK Government launched its new strategy for sustainable development, *Securing the Future*, in conjunction with a Strategic Framework in 2005 **'One future - different paths'**, which is a joint document developed by the UK Government and Devolved Administrations.

The Strategy takes account of developments since the 1999 Strategy, both domestically and internationally; the changed structure of government in the UK with devolution to Scotland, Wales and Northern Ireland; greater emphasis on delivery at regional level and the new relationship between government and local authorities.

It also takes account of new policies since 1999, and it highlights the renewed international push for sustainable development from the World Summit on Sustainable Development in Johannesburg in 2002. The lead Department, DEFRA, chairs a Programme Board to oversee delivery of the Strategy, but all UK Departments share responsibility for making sustainable development a reality.

### 3.6 Responses to Specific Directives

In response to specific Directives a number of regulations have been developed, including: **Producer Responsibility Obligations (Packaging Waste) Regulations 1997** which implement the packaging Directive, and the **Special/Hazardous Waste Regulations** which have been updated to take into consideration the changes to the **Hazardous Waste List**. The new regulations will change the emphasis from waste managers to waste producers and require registration of waste producers.

#### 3.6.1 Agricultural Waste

The Government has recently published a consultation paper, outlining new proposals on how it intends to bring controls for agricultural waste into line with the **European Waste Framework Directive, Landfill Directive** and the **Hazardous Waste Directive** requirements.

The new controls, expected to take effect in June 2005, will involve big changes in waste management practices on farms, with the proposals including a ban on burying waste without a landfill permit, and stricter controls on burning of waste.

The proposed legislative changes will give the farming sector the opportunity to improve the handling and management of wastes; minimising harm to the environment and human health. We hope that other parts of the agricultural supply chain will engage in finding cost-effective solutions.

As the new regulations will affect all farmers, the **National Farmers Union** (NFU) believe it is important that the implications of the proposed regulations are clear and that good advice, information and practical solutions are provided.

### 3.6.2 Household Waste Recycling Act 2003

To speed up progress and legislate for the development of sufficient opportunities for householders to recycle, the **Household Waste Recycling Act 2003** has put in place measures to ensure that by 2010 all households will have a collection of at least two recyclates separate from the remainder of the waste. The duty to meet the requirements of the Act is placed on English waste collection authorities (WCAs). Within Wiltshire, this Act will have negligible impact as kerbside collection is already being rolled out throughout the county and the target of 2 types of recyclate to be collected in this way by 2010 will be exceeded. In 2003, a multi-material kerbside recycling collection service was introduced. The service is operated by Hills Minerals and Waste and collects paper, glass, cans, textiles and aluminium foil on a fortnightly basis. The materials are sorted at the kerbside into the split-bodied vehicles, which ensures that all the material collected is fit for recycling. Any unsuitable or contaminated materials are left behind in the recycling box with a ticket noting why the materials have not been taken. The first phase of the roll-out started in Oct 2003 and was completed in Dec 2003. During 2004/05 the service was extended, with plans to extend the service in 2006/07 to 95% of households in Wiltshire (approximately 170,000). Currently Wiltshire is recycling 27.5%.

**Key Policy 3: *Improve collective working via the WWP to ensure the best net benefit to householders***

### 3.6.3 Best Value

All local authorities have to respond to **Best Value** requirements and have a duty, as set by the **Local Government Act 1999**, towards continuous improvement. **Best Value Performance Indicators** (BVPI) are used as a measure of improvement across a range of different areas under Local authority control, including waste management. The focus of BVPI for waste reflects the focus of the national waste strategies and drives local authorities efforts in relation to recycling and composting. This allows for comparisons to be made with other local authorities performance in these areas.

### 3.7 Economic Instruments

#### 3.7.1 Landfill Tax

**Landfill Tax** was the first economic instrument introduced to encourage waste producers to produce less waste, recover more value from waste, and divert more waste from landfill. Currently set at £18.00 per tonne, from 2005 the tax will increase at £3.00 per tonne annually towards a target level of £35.00 per tonne. This would harmonise the UK tax at average European levels by 2011. The tax is a levy specifically targeted on the disposal of wastes in landfill sites throughout the UK. It has two main objectives:

- To ensure as far as practicable, that the cost of landfill properly reflects the impact which it has upon the environment; and
- To help ensure that targets for more sustainable waste management in the UK are achieved.

Such increases will further raise the cost of landfill and introduce financial risks for landfill orientated waste management solutions over the medium and long term.

#### 3.7.2 The Aggregates Levy

The **Aggregates Levy** was introduced in 2002 and aims to address the environmental costs associated with quarrying operations and reduce demand for virgin aggregate and encourage the use of alternative materials where possible. It's currently set at £1.60 per tonne and feeds into the Aggregates Levy Sustainability Fund. This compliments the objectives of the Aggregates Levy by minimising the demand for primary aggregates, promoting environmentally friendly extraction and transport, and reducing the effects of local aggregates extraction.

#### 3.7.3 Renewables Obligation

The **Renewables Obligation** was introduced on 1st April 2002. It places an obligation on all licensed electricity suppliers to produce evidence that they have sourced a specified proportion of their electricity supplies from renewable energy sources. Those classified as renewable energy sources include Landfill gas, sewage gas, wind and some hydro facilities. To meet the obligation, electricity producers need to obtain **Renewable Energy Certificates** (ROCs); a tradable ROC is issued for each megawatt hour of renewable energy generated.

For energy from waste to qualify for ROCs, the waste that can be used as a fuel to create energy includes waste which is purely biomass energy crops, agricultural waste and forestry material. Mixed waste is excluded from ROC eligibility. If waste has been processed by **Mechanical Biological Treatment** (MBT), it could be eligible for ROCs if it is purified to a calorific value of 98%.

### 3.7.4 Climate Change Levy

The **Climate Change Levy** is part of a range of measures introduced to reduce greenhouse gas emissions and help the UK meet its climate change targets. EU Member States collectively agreed to an 8% reduction of greenhouse gases at Kyoto with the UK's contribution set at a 12.5% reduction on 1990 levels in emissions of a collection of six greenhouse gases. The UK has also set itself a domestic objective that goes beyond the legally-binding Kyoto target to reduce carbon dioxide emissions by 20% of 1990 levels by 2010. The levy is intended to promote energy efficiency and stimulate investment in energy efficient processes and technology. The levy is set at different rates based on different sources of energy and combined heat and power schemes may be able to claim exemption from the levy.

### 3.7.5 The Transfrontier Shipment of Waste

The **Transfrontier Shipment of Waste** (Amendment) Regulations 2005 (SI 2005 No. 187) come into force on 1 March 2005, so amending the Transfrontier Shipment of Waste Regulations 1994 (SI 199 No. 1137). The regulations provide that:

- a competent authority of dispatch and competent authority of destination, shall, in respect of Northern Ireland, be the Northern Ireland Department of the Environment rather than the district councils in Northern Ireland, as provided for in the 1994 regulations
- the district councils of Northern Ireland will remain competent authorities of dispatch and of destination in respect of any notification they receive and have acknowledged before these regulations come into force
- penalties in Northern Ireland be aligned with those in Great Britain in respect of any conviction for an offence under the 1994 Regulations.

## 4. Local Delivery Issues

### 4.1 Waste Growth

Municipal solid waste (MSW) is the total amount of waste handled by a local authority. In Wiltshire this includes the following waste streams:

- Household waste collected by the District Council, or their contractors, including bulky waste collections
- Commercial waste collected by the District Council, or their contractors, as part of a household refuse collection round
- All the waste collected through the HRCs, bring sites and kerbside collection services
- Waste from parks, highways, street cleansing, litter and gully waste

The amount of MSW generated in Wiltshire has been increasing year on year from 186,198 in 1998/99 to 226,886 tonnes in 2004/05. This represents an overall increase of 29%, and an average increase of 4.4% each year (Figure 3).

Against this background the **Wiltshire Waste Partnership** (WWP) is working with the **Wiltshire Wildlife Trust** (WWT) to implement a **Waste Prevention Strategy** as a means of reducing the rate of MSW growth. Some of the waste issues addressed by the strategy are:

- Increasing the numbers of householders who compost, through the sale of subsidised compost bins
- Supporting community composting and home composters through a network of '**compost ambassadors**', aimed at reducing the 'drop-out' rate
- Developing A-Z 'Rethink Rubbish' directories for local communities, providing details of local contacts and organisations which re-use or recycle items
- Developing an infrastructure to encourage the use of 'real' nappies (Real Nappy Campaign)

**Key Policy 2:** *Increase the levels of public participation in recycling and minimisation schemes*

**Key Policy 7:** *Work in partnership to optimise the procurement, delivery and success of new services*

**Key Policy 9:** *Recognise the needs, and contributions, that other stakeholders have in developing the strategy*

#### 4.1.1 Household Waste

In Wiltshire household waste represents about 85-90% of MSW and is in line with the national figure of 88%. Like municipal waste, the amount of household waste generated in Wiltshire has also been increasing year on year, from just over 191,700 tonnes in 1998/99 to 226,886 tonnes in 2004/05. This represents an overall increase of just over 18%, and an average increase of 2.9% each year.

#### 4.1.2 Reasons for growth

One direct reason for the growth in municipal and household waste in Wiltshire is the increase in population. Between 1991 and 2001 the population of Wiltshire (excluding Swindon) increased by almost 47,000, or 11.8%, to 445,150. Within the four districts the rate of population growth varied significantly.

The increase in Wiltshire's population on its own does not explain the increase in municipal and household waste. Evidence has shown (Parfitt 2002) other factors which also contribute to these increases are:

- Changes in household composition – particularly the declining average household size, and the growth of new household formation caused by family breakdown
- Increased consumer spending leading to more goods being consumed and more waste created
- Behavioural change in relation to waste producing activities e.g. food wastage, DIY/ gardening activities
- Transfers of waste from other sectors, rather than true increases: for example the transfer of material from commercial sources following the introduction of the Landfill Tax in 1996 (this is mostly associated with trade waste arising at HRCs, but may also involve wastes from small businesses deposited in the household waste stream)
- Changes to waste management services, such as the increased provision of 240 litre wheeled bins to householders for residual waste, although this impact is lessened when combined with a multi-material kerbside recycling collection service and a switch to fortnightly collection of residual wastes
- Statutory weight-based recycling targets, rather than material specific targets.

Additionally Wiltshire has experienced increases in economic growth. Between 1996 and 2004 (can we update) the net number of companies in Wiltshire registering for VAT (an indicator of economic growth) showed an increase of 18%. This impacts upon municipal waste as more businesses request waste collection/disposal services from the local authority, or results in waste transfer as described above.

#### 4.1.3 Future waste projections

As a result of the **Waste Local Plan (WLP)** Public Local Inquiry, which took place between April and June 2003, the Inspector's Report recommended that 4% per annum is a realistic growth rate for MSW in Wiltshire. On this recommendation MSW in Wiltshire could increase to over 485,000 tonnes by 2020, an increase of 80% on 2004/05. Whether or not this level of increase materialises can be debated, but evidence to date shows that the average rate of MSW growth over the last seven years has been 4.4%.

**Key Policy 1:** *Work with the WWP to maintain and improve the capacity for managing household and commercial waste in Wiltshire by re-use, recycling and recovery*

**Key Policy 2:** *Increase the levels of public participation in recycling and minimisation schemes*

## 4.2 Current and future Initiatives

### 4.2.1 Recycle for Wiltshire campaign

WWP with guest members of the Wiltshire Assembly of Youth launched the Recycle for Wiltshire campaign in June 2005. This was in response to increasing government targets and the growth in waste. The aim of **Recycle for Wiltshire** campaign is to promote and encourage action on the 3Rs - waste reduction, reuse and recycling across the county. The publicity campaign backed by the **Wiltshire Waste Partnership** (WWP) have produced car stickers, coasters, wristbands and a stylish green jute bag complete with the recycle for Wiltshire logo, which in July 2005 are being seen all around Wiltshire, enforcing the recycle message. During 2005/06 WWP will work with community organisations, and local and national government in order to encourage the environmental benefits of waste minimisation and recycling through this campaign.

**Key Policy 2: Increase the levels of public participation in recycling and minimisation schemes**

### 4.2.2 Wiltshire Real nappy campaign

70,000 disposable nappies are thrown away every day in Wiltshire – and end up in landfill! The main shopper (WRAP 2005) should have the information they need regarding real nappies in order to make a fair and informed choice, and it is within these parameters that Wiltshire is going to work.

Nappy waste prevention is prioritised in the government's Waste Implementation Programme (WIP). The real nappy campaign has been chosen to lead the government's new waste reduction strategy with a target to convert an additional 155,000 households to use real nappies by April 2006. Wiltshire's Local authorities, the NHS, the government, nurseries and parents' organisations all have an important role to play in making this happen and it is with such organisations that the Wiltshire Wildlife Trust are going to work.

Wiltshire County Council in conjunction with the Wiltshire Wildlife Trust have recruited a co-ordinator to lead a Real Nappy campaign. The aims of the Real Nappy campaign are to:

- To reduce the amount of nappy waste in Wiltshire through the establishment of the Wiltshire Real Nappy Network, including the provision of incentives, training, and promotion by both volunteers and health professionals.
- To create the critical mass required for the establishment of a laundry service, and to carry out a feasibility study for its establishment.

**Progress to date includes:**

- Developing an incentive scheme, in partnership with the Credit Union and with funding support from Wiltshire County Council.
- 126 families registered on incentive scheme since launch (target: 600 by end of March 2006)
- Network groups set up in each district – members include real nappy agents and volunteers.
- Working with local hospitals to investigate switching their maternity units from disposable to washable nappies
- Recruiting and training volunteers, health care professionals (HCPs) and others who wish to promote real nappies to other parents/parents to be.
- Providing advice and support to parents using real nappies to prevent 'lapsed users'.
- Monitoring uptake and continued use of real nappies as a result of the scheme.

***Key Policy 9: Recognise the needs, and contributions, that other stakeholders have in developing the strategy***

***Key Policy 10: Improve communication and working with local community organisations***

## **5. Other Issues**

### **5.1 Waste Management Contracts**

Whilst the typically long term and binding nature of waste management (specifically disposal) contracts has given security to local authorities and enabled budgetary forecasting to be undertaken, the lack of flexibility can cause problems particularly in light of legislative targets and the requirement for new infrastructure developments. The conflict between the historic tendency for 15, 20 or even 25 year contracts to secure disposal options and the need to improve performance in recycling and diversion at local level has to be resolved.

In 1996, WCC divested its landfill operations by letting a twenty-year contract with Hills Minerals and Waste Limited (Hills Minerals and Waste), a private sector company. The contract is for 20 years and runs until 2016. Within the contract there is a requirement to increase recycling and divert material away from landfill. The household recycling centres (HRCs) are also operated for the County Council by Hills Minerals and Waste, and it is written into the contract that a recycling rate of 60% must be achieved at all sites. Hills Minerals and Waste are achieving 60% recycling for best value, and 70% contract recycling at the HRCs. Achievements have to be reported annually and levels for the following 12 months agreed.

Hills Minerals and Waste have been encouraged over the last few years with the recycle tonnages increasing year on year. Some district 'pooled' targets are within grasp due in the main to the expanded kerbside collection throughout the county and the robust promotional activity by all to raise awareness through the partnership. Overall, a kerbside collection service is offered to approximately 92% of all properties in Wiltshire.

In 2004/05 (see table below), the kerbside collection service collected over 16,733 tonnes of material for recycling. During the year, a further 916 tonnes of paper were collected as part of the kerbside schemes, and 3,527 tonnes of mixed cardboard and paper from Salisbury were delivered to the MRF at Compton Bassett for separating ready for onward delivery to reprocessors for recycling, recovery and reuse.

	2003/04	2004/05
<b>Black box</b>	2,270	9,854
<b>Paper only</b>	684	916
<b>Mixed paper/card (SDC)</b>	4,903	3,527
<b>Green</b>	317	2,436
<b>Total</b>	<b>8,174</b>	<b>16,733</b>

Further initiatives at the Compton Bassett site have seen an improvement in developing long-term sustainable outlets for compost made in accordance with the **PAS 100** standard in order to ensure the viability of composting as a waste management option for Wiltshire for many years to come.

<i><b>Key Policy 6: Develop closer working practices to address commercial waste streams</b></i>
<i><b>Key Policy 7: Work in partnership to optimise the procurement, delivery and success of new services</b></i>
<i><b>Key Policy 9: Recognise the needs, and contributions, that other stakeholders have in developing the strategy</b></i>

## 5.2 Transport of Waste

The distance that waste is transported to facilities for treatment, disposal and management has to be a consideration when developing a strategy. Currently, waste generated throughout Wiltshire is transported significant distances as a result of dispersed populations, rural centres and geographical characteristics of the local area. Transport links between the north and south of the county are not ideal and attempt to confine large vehicles to the principal routes through the County. It should be noted that north/south routes are orientated towards the west of the County.

## 5.3 Leading by Example

Wiltshire County Council is committed to leading by example, and in terms of waste management this means adopting good practice wherever possible to manage the waste that it generates within its offices and services. The Council is already making moves towards developing **green procurement**

procedures internally and is keen to build upon previous successes with regard to in-house environmental initiatives.

A corporate position is being developed which will set the framework for environmental systems within the council as a whole, and it is the intention that this will be disseminated to, and implemented by, all departments involved within Wiltshire County Council.

The **Wiltshire Strategic Board (WISB)** is a local strategic partnership set up in 2002 in response to the **Local Government Act 2000**. This requires every local authority to prepare a community strategy designed to improve the quality of life in local communities by linking the actions of councils with other public, private and voluntary sector organisations. WISB is made up of around twenty organisations within Wiltshire, including Wiltshire County Council, and the four district councils – Kennet District Council, North Wiltshire District Council, Salisbury District Council and West Wiltshire District Council – as well as the police force, fire brigade, primary care trust and various voluntary sector bodies. WISB's terms of reference are to:

- Ensure that countywide partnerships are working effectively and tackling those issues that need attention at the County level
- Present a coherent picture of Wiltshire's needs, priorities and aspirations to relevant regional, national and European bodies
- Set the directions on the broad strategic issues facing Wiltshire

**Key Policy 9: *Recognise the needs, and contributions, that other stakeholders have in developing the strategy***

Under these terms of reference, WISB carried out a Wiltshire Strategic Analysis in 2002 from which they identified a strategy for Wiltshire for 2004-2014. The strategy contains four main strategic aims including:

#### **Making Wiltshire the most waste efficient county by 2014**

This aim was identified due to concerns about the growth of the amount of waste arising within Wiltshire (at 4% Wiltshire's municipal waste growth is higher than the national average), and the realisation that there is a potential to address this growth rate at source through waste minimisation activities. Under this broad aim, WISB have identified three objectives:

- Reduce the amount of household waste at source produced by Wiltshire households (in addition to meeting statutory recycling targets)
- Reduce the amount of waste produced per pupil by Wiltshire's schools<sup>2</sup>
- Reduce the amount of commercial waste produced per employee of Strategic Board members

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<sup>2</sup> Waste Education and Action Project (Waste Action), working in conjunction with Wiltshire Wildlife Trust, Hills Minerals and Waste and Wiltshire County Council

This last waste efficiency objective is also in line with Wiltshire County Council's own **Environmental Policy** (being reviewed 2005), which states that the County Council will:

**Seek to ensure that waste produced by the County Council is minimised and controlled and to pursue sustainable practices in waste contract management.**

In practical terms, both under the local strategic partnership aims and under its own environmental policy, this means the County Council will endeavour to ensure that resources are procured, used and finally disposed of in a sustainable way when carrying out its core business activities.

The Council has already achieved accreditation for environmental practices, through the receipt of **EMAS** certification in 2002, and **ISO14001** in 2003 (EMS).

The system is delivered through the service and business planning process and is regularly audited by external assessors. Using an EMS is helping Wiltshire to achieve continual improvement in environmental performance as well as leading to increased efficiencies which is widely recognised by local businesses and communities.

The County Council has an Environmental Policy and each policy statement is linked to objectives and targets for environmental improvement within the Environmental Services Department. Programmes are in place to:

- reduce waste and increase recycling;
- reduce paper use and encourage the purchase of recycled stationery;
- improve environmental management of highways depots;
- and protect the environment through greening our procurement process.

This includes

Photocopying or printing on both sides of paper, duplexing where possible
Specify double side for all jobs
Use reduction features on your computer to fit more onto paper
For documents and communications use email where possible
Reuse scrap paper at all times for notes and telephone messages etc
Use the smallest envelope required
Use multi use envelope for internal mail
Reuse envelopes using adhesive labels
Reuse old folders, dividers and wallets
We use 100% recycled paper and purchase recycled envelopes and document wallets.
The segregation of waste streams for recycling where possible e.g. plastics, glass and aluminium: dispose of in containers around the County Hall Complex.
Toner Cartridges: are recycled by a local company.

There are also key messages available for County Hall staff including: If everyone in County Hall used one less staple a day, we'd save ½ million staples a year.

The equivalent of 17 trees and 136 gallons of oil are saved for every tonne of paper recycled. The County Hall complex recycles 85 tonnes a year.

## Joint Municipal Waste Management Strategy

The County Council is currently undertaking a corporate review of procurement and purchasing and has made a policy commitment to "integrate environmental considerations into purchasing policies and procurement practices".

Here are some guidelines on environmental purchasing for staff engaged in procurement/purchasing for, or on behalf of, the County Council are considering environmental best practice.

- Take measures to optimise and where possible reduce the consumption of materials.
- Ensure contractors are aware of the County Council's environmental policies and procedures.
- Use the least damaging products and select those where the least environmentally damaging techniques are used in their manufacture, supply and use.
- Seek to use those materials which have been recycled and/or are reusable.
- Seek out new environmentally sound products and encourage their early introduction.
- Take into account the lifecycle cost and ultimate disposal of products when deciding what to buy.

As a County we are also signed up to **Local Agenda 21** (LA21). LA21 is about people and the environment. It states the actions which should be undertaken to achieve '**Sustainable Development**'. Sustainable development is all about meeting our present needs without compromising the ability of future generations. Action to support LA21 in Wiltshire is co-ordinated by the Wiltshire Wildlife Trust in partnership with the County Council and the District Councils.

Representatives of local government, the private sector and the voluntary sector first met in 1994 to discuss how to start LA21 in Wiltshire, and a co-ordinating group was formed.

LA21 aims to raise awareness and build the momentum for a more sustainable future, through conferences, workshops, provision of materials and information, working with the media, and making full use of different networks and personal contacts. They also provide practical examples of change to a more sustainable lifestyle and are drawing up a long term plan of action to build motivation, commitment and experience of working together among all the key partners.

**Key Policy 7: *Work in partnership to optimise the procurement, delivery and success of new services***