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The Municipal Waste Recycling Bill

Bill 19 of 2002-2003

The *Municipal Waste Recycling Bill*, a Private Member's Bill presented by Joan Ruddock MP, is due to be considered for Second Reading on Friday 14 March 2003

The Bill would set a national recycling and composting target of 50% of municipal waste by 2010. It would also impose a duty on Waste Authorities to prepare sustainable waste strategies and to report annually on progress in improving recycling rates. Finally the Bill would give power to Waste Disposal Authorities to require Waste Collection Authorities to deliver waste to them in a manner which will facilitate reprocessing and recycling.

This paper discusses the main provisions of the Bill and includes information on waste management within the UK and other countries.

Clause 1 of the Bill applies to the UK as a whole; the rest of the Bill covers England and Wales only.

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Summary of main points

The latest estimates show that the UK produces around 400 million tonnes of waste annually, of which 29.3 million tonnes is municipal solid waste most of which is disposed of to landfill. Twelve percent of municipal waste in England is currently recycled or composted, around 7% in Scotland, 6.2% in Wales and 6.5% for Northern Ireland.

The *Waste Strategy 2000* set targets for recycling and composting in England and Wales. Scotland and Northern Ireland have published their own targets. Targets set for 2010 in the different regions vary between 25 and 40%. The target for England of 30% by 2010 and 33% by 2020 set out in the *Waste Strategy* has been criticised as too low.

The Bill would introduce target for the UK as a whole of 50% composting or recycling of municipal waste by 2010. It would also impose a duty on Waste Authorities to prepare sustainable waste strategies and to report annually on progress in improving recycling rates. Finally the Bill would give power to Waste Disposal Authorities to require Waste Collection Authorities to deliver waste to them in a manner which would facilitate reprocessing and recycling.

The last two clauses of the Bill are similar to proposals included within the *Waste Strategy 2000* by the Government and proposals by the Cabinet Office Strategy Unit in its report on municipal waste as ways of improving the co-ordination of waste management at a local level.

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I Waste Management in the UK

The management of waste is becoming an increasingly important issue for modern society. Excessive waste production is an inefficient use of resources and results in a large amount of unwanted material for which a safe means of disposal has to be found.

The latest estimates show that the UK produces more than 400 million tonnes of waste annually, of which about 30 million tonnes is municipal solid waste (MSW)¹ most of which is disposed of to landfill. Table 1 gives the latest estimates of waste produced in the UK.²

Table 1

Estimated waste production in the UK, by sector

Latest estimates

	Million tonnes	Percentage of total	Date of estimate
Mining & quarrying	118	28%	1997
Agriculture	87	20%	1999
Demolition and construction	72	17%	2000
Industrial	50	12%	1998/99
Dredged material	41	10%	1997
Municipal	30	7%	1999/00
Commercial	25	6%	1998/99
Sewage sludge	1	<1%	1998/99
Total	428		

Note: A number of these estimates are for England and Wales only

Source: *Digest of Environmental Statistics, DEFRA*

Though MSW may seem a small proportion of the total waste produced, recycling levels for municipal waste are often much lower than for other types of waste. For example, about 40% of industrial and commercial waste is recycled or recovered compared to 17% of MSW.³ Recovery, which includes recycling, is the use of waste to replace other materials thereby conserving natural resources. Incineration of waste with energy recovery would be included in this figure.

¹ Municipal Solid Waste includes all waste under the control of local authorities or agents acting on their behalf. It includes all household waste, street litter, waste delivered to council recycling points, municipal parks and garden wastes, council office waste, civic amenity site waste, and some commercial waste from shops and smaller trading estates where local authority waste collection agreements are in place (*Waste Strategy 2000*)

² DEFRA, *Digest of Environmental Statistics*, December 2001
<http://www.defra.gov.uk/environment/statistics/des/waste/index.htm>

³ DETR, *Waste Strategy 2000: Part 1*, 25 May 2000.
<http://www.environment.detr.gov.uk/waste/strategy/cm4693/index.htm>

a. How we currently manage waste

England and Wales

There are significant differences in the management of MSW across the country. The North West had the highest rate of landfill in England in 2000/01 (94%). The West Midlands had the lowest level of landfill (58%) and the highest percentage of waste incinerated (31%). Rates of recycling/composting varied from 7% to 18%.⁴ National levels are given in Table 2 below. More detailed information on waste in England and Wales can be found in Appendix 1.

Table 2

Management of Municipal Solid Waste in England, 1996/97 and 2000/01

Method	1996/97		2000/01	
	Thousand tonnes	Percentage of total	Thousand tonnes	Percentage of total
Landfill	20,631	83.9%	22,055	78.3%
Recycled/composted	1,750	7.1%	3,454	12.3%
Incineration with EfW	1,446	5.9%	2,479	8.8%
Incineration without EfW	614	2.5%	20	0.1%
RDF manufacture	147	0.6%	67	0.2%
Other	0	0.0%	75	0.3%
Total	24,588		28,150	

EfW -Energy from waste

RDF -Refused derived fuel

Source: *Municipal waste management statistics 2000/01*, DEFRA

The figure on page 9 reports the composition of household waste in 2000/01.⁵ Municipal waste in England in 2000/01 totalled 28.2 million tonnes, of which 25.1 million tonnes was household waste (89%), 2.8 million tonnes was recycled (11%). As Figure 1 shows, garden refuse (20%), paper and board (18%), and kitchen waste (17%) comprised more than half of all household waste in England. Figure 2 in Appendix 2 details the composition of recycled waste in England for 2000/01.

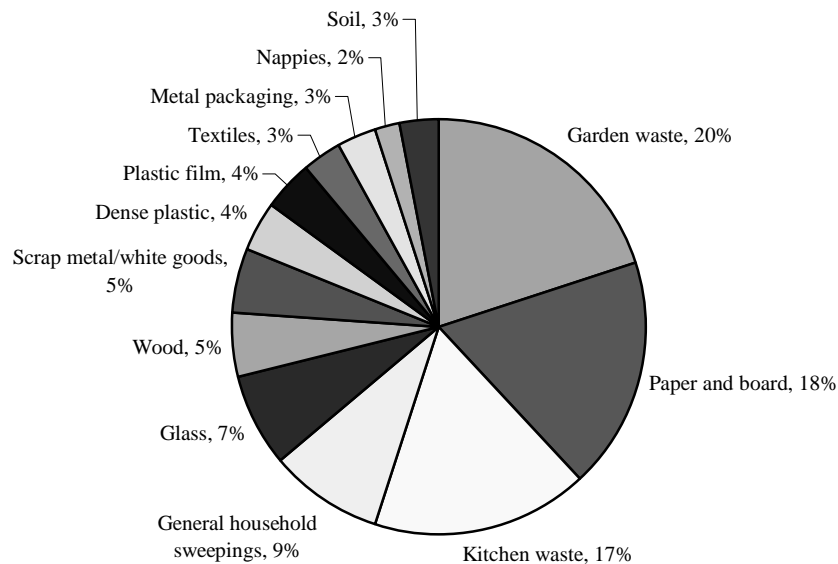
In Wales, total municipal waste in 2000/01 was 1.6 million tonnes, of which 1.4 million tonnes was household waste (88%). 90,000 tonnes of household waste in Wales was

⁴ DEFRA, *Municipal waste management statistics 2000/01*, <http://www.defra.gov.uk/environment/statistics/des/waste/bulletin/index.htm>

⁵ Cabinet Office Strategy Unit *Waste Not Want Not – A strategy for tackling the waste problem in England* (2002)

recycled (representing 6% of all household waste). Figure 3 in Appendix 2 details composition of recycled household waste in Wales for 2000/01

Figure 1: Composition of household waste, England, 2000/01



Source DEFRA/Welsh Assembly Government Digest of Environmental Statistics (February 2003)

b. Scotland

In Scotland in 1998/99, 2.8million tonnes of refuse were collected, of which 110,000 tonnes were recycled (4%). 80% of recycled waste was collected through special collections of paper, card, glass, metal and garden refuse, while 11% of recycled waste was collected at civic amenity sites. Less than 1% of all recycled refuse in Scotland in 1998/99 was collected through the mainstream commercial and household waste collections:

Table 3: Local authority waste disposal and recycling, Scotland, 1998/1999

Source of refuse	Amount Collected (tonnes)	Amount to Landfill (tonnes)	Amount Recycled (tonnes)	% of All Refuse Collected	% of Refuse Taken to Landfill	% of Refuse Recycled
Mainstream collection (household and commercial)	2,378,400	2,364,800	13,600	83.1	99.4	0.6
Separate collections of paper, cardboard, glass, metal and garden refuse	67,200	13,300	53,900	2.3	19.8	80.2
Special uplifts	46,900	45,700	1,200	1.6	97.4	2.6
Civic amenity sites	368,700	327,300	41,400	12.9	88.8	11.2
Total refuse	2,861,200	2,751,100	110,100	100.0	96.2	3.8

Scottish Executive/Accounts Commission

Northern Ireland

In Northern Ireland in 1999/2000, 831,000 tonnes of municipal waste was collected from over 600,000 households, representing 1.38 tonnes of waste per household. 6.6% of household waste was recovered for recycling, or approximately 55,000 tonnes in 1999/2000:

Table 4: Key waste management indicators for Northern Ireland, 1998-2000

	1998/99	1999/2000
Number of households	597,358	604,219
Household waste (tonnes per annum)	867,503	830,816
Waste per household (tpa)	1.45	1.38
Recovery rate of household waste (%)	4.9	6.6
Commercial and industrial waste (tpa)	87,645	158,895
Municipal waste (tpa)	959,954	1,003,736

Source: Northern Ireland Department of the Environment *Waste Arisings Survey for Northern Ireland 1999/2000*

Most of the refuse collected for recycling in Northern Ireland was either compostable materials (41%) or mixed and unmixed paper and card (28.5%). Figure 4 in Appendix 2 contains further details the composition of recycled waste in Northern Ireland in 1999/2000:

b. Kerbside recycling

Figures for the provision of kerbside recycling facilities, in 1999-2000, for the different English regions are set out in Table 5 below. This table highlights the significant difference in levels of provision of these facilities, from 12% in the North East of England to 63% in the East and South East. The amount of household waste recycled shows a correlation to the availability of kerbside recycling provision. Overall a provision of kerbside collection for 44% of households resulted in a 10% recycling rate for household waste. The most commonly recycled material in all English regions, by all forms of

household recyclable collections is paper and card, which constitutes over 60% of all materials collected.

Table 5: Kerbside recycling services and amount of waste recycled, by region, England, 1999-2000

<u>Region</u>	<i>Percentage</i>	
	<u>Households served by kerbside recycling</u>	<u>Household waste recycled</u>
East	63	14
East Midlands	55	10
London	46	10
North East	12	4
North West	35	7
South East	63	15
South West	58	14
West Midlands	24	9
Yorkshire and the Humber	32	6
England	44	10

Source: adapted from HC Deb, 30 January 2002, c351w

II Waste Management in Other Countries

It is difficult to compare data on waste management across European countries. There is a great deal of variation on how data are collected and comparisons are difficult as Member States use different waste classifications. In addition, until recently, there was no obligation to produce any data. In response to this the EU produced regulations on waste management statistics to establish a harmonised system that will allow comparisons to be made across the EU.⁶ The Regulations on Waste Management Statistics came into force in November 2002.

The Regulations were welcomed by the Environmental Services Association as they included a strict definition of recycling, along the lines used by the UK Government:

Some countries inflate their recycling figures by measuring simply what is collected for recycling regardless of what then happens to it but the British Government deserves credit for consistently trying to measure what is processed for re-use in the economy. This produces lower-and in some cases unacceptably low-recycling figures but at least it tries to reflect genuine environmental benefit.⁷

⁶ EU Commission, Regulation (EC) No 2150/2002 of the European Parliament and of the Council of 25 November 2002 on waste statistics,
http://europa.eu.int/smartapi/cgi/sga_doc?smartapi!celexapi!prod!CELEXnumdoc&lg=EN&numdoc=32002R2150&model=guichett

⁷ ESA, *ESA welcomes EU recycling initiative*, 8 January 2002
<http://www.esauk.org/press/releases/080103.asp>

The definition of recycling contained in the regulations is as follows:

'recycling` shall mean the reprocessing in a production process of the waste materials for the original purpose or for other purposes including organic recycling but excluding energy recovery .⁸

Statistics produced under the new regulations are not yet available, though the regulations, with some derogations, are already in force. However the European Commission does publish an annual report on waste generated in Europe. The 2000 edition states the following on the issue of waste treatment and disposal:

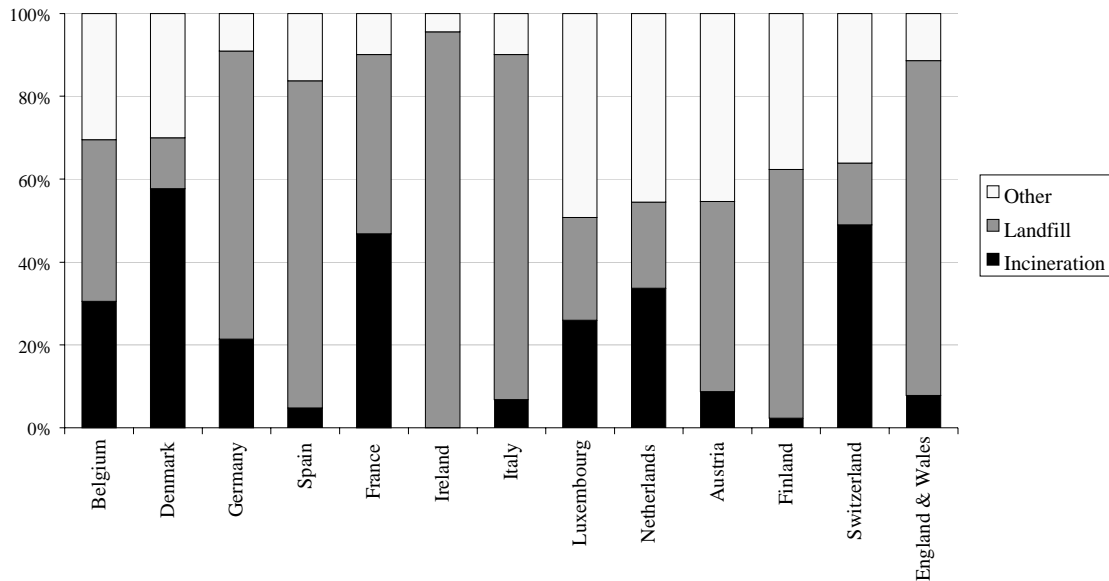
The best accepted method to achieve management of waste is waste prevention followed by - and in the following hierarchical order - treatment methods such as recycling, composting or incineration (preferably combined with energy recovery), and landfill. Despite the recommendations mentioned, municipal waste treatment in most countries continues to be dominated by landfill, which is in many cases the cheapest option.⁹

Chart 1 shows the pattern in a number of European countries. The difficulty in collecting national data is reflected in how out of date some of the available information is.

⁸ EU Commission, Regulation (EC) No 2150/2002 of the European Parliament and of the Council of 25 November 2002 on waste statistics,
http://europa.eu.int/smartapi/cgi/sga_doc?smartapi!celexapi!prod!CELEXnumdoc&lg=EN&numdoc=32002R2150&model=guichett

⁹ *Waste Generated in Europe 1985-1997*, Eurostat, 2000

Chart 1
Treatment and disposal of municipal waste, by method in western Europe



Note: 1996 data except Germany (1993), Finland and Switzerland (1994) France and Ireland (1995) and England & Wales (1999/00)
Source: Waste Generated in Europe 1985-1997, Eurostat (2000)

Countries that dispose of a significant proportion of their waste by recycling also tend to have higher incineration rates. This is probably a combination of two factors: the reduced availability of suitable landfill sites and the implementation of the waste hierarchy which defines reduction, reuse and recycling of waste as the preferred option and landfill as the least desirable form of waste disposal.

1. Recycling

A study commissioned by the Department for the Environment, Food and Rural Affairs (DEFRA) which looked at the international experience of recycling gives some insight into how higher recycling rates can be achieved. The study included 11 different case studies from countries in Europe, North America and Australasia. Some of the report's conclusions were as follows:

- In all case studies, strong public information activities and good separate collection services were common to all case studies.
- The provision of separate collection facilities is important in encouraging household participation in recycling. However, this may only yield a certain participation rate, and a certain level of recovery. Other instruments such as public information and volume-based charging for refuse collection could be used to maximise participation levels and recovery levels

- The most common driver used to ensure good collection facilities is the use of legislation. In over half of the case studies, the disposal of waste was restricted either through legislation or through increasing the costs of disposal relative to recycling.¹⁰

2. Specific Examples

Green Alliance, an environmental think tank which focuses on policy solutions to environmental problems, published a report *Creative policy packages for waste: Lessons for the UK* in October 2002.¹¹ This outlined waste reduction and recycling rates in various countries, and the policies put in place to achieve these.

a. Denmark

Denmark recycled 29% of household waste in 1999 and has mandatory separation of wastes. Local authorities are responsible for all wastes in their area, including industrial waste. They must prepare short term (4 year) and long term (12 year) local plans which cover all aspects of waste management:

Municipalities are required to provide separate collection of paper, glass, and hazardous waste from households. If paper collection targets are not met by 'bring systems', new regulations require doorstep collection to be introduced – although these powers have yet to be used. Trade and services (including larger scale industry) have to separate paper, cardboard, and plastic transport packaging. Yet in Copenhagen, for example, separate collection of paper from offices is still not mandatory. There is, however, mandatory separation for specific waste streams from industry, eg steel drums, plastics, PVC, impregnated wood.

However this is lower than the target of 49%, mainly because of a poor kerbside recycling provision:

The major problem is that household waste recycling at 29 per cent is far short of the 2000 target of 49 per cent. Our interviewees attributed this to poor capture rates for paper and for organic waste primarily. Despite mandatory separation of recyclable materials including paper, collection has relied mainly on 'bring systems' rather than doorstep collection.

b. The Netherlands

The Netherlands already had a high level of recycling by 1985 (50 per cent for all wastes, 16 per cent for household waste), with collection of glass bottles from households since the 1970s:

¹⁰ ERM, *Research Study on International Recycling Experience*, May 2000
<http://www.defra.gov.uk/environment/waste/intrecex/01.htm>

¹¹ Greenalliance, *Creative policy packages for waste: Lessons for the UK*, October 2002.
http://www.green-alliance.org.uk/Programmes_CreativePolicyPackagesWaste

The recycling rate for household waste jumped from 16 per cent to 42 per cent between 1990 and 1995 but has not progressed much since 1998: at 45 per cent in 2000, it was below the 60 per cent national target set for 2000.

For household waste, there is separate kerbside collection of organic wastes, mandatory since 1994, and almost total participation of municipalities in voluntary schemes for separate collection of paper/ cardboard, glass, metals, textiles and small chemical wastes. These materials are mainly collected by kerbside systems but bring systems are also used. The legal framework enables these voluntary schemes to be made mandatory. Some local authorities have also introduced pay-per-bag schemes to stimulate the separation of recyclables.

c. Sweden

Under the legislation on Extended Producer Responsibility (EPR), producers of goods have to meet statutory targets for recycling. It is up to producers how they meet these targets, and in most cases they have relied on 'bring' systems, i.e. container parks, rather than doorstep collection of recyclables.

Municipal waste recycling rose from 19 per cent in 1994 to 39 per cent in 2000. There are no overall recycling targets for municipal waste but there are targets for the specific waste streams dealt with by the EPR legislation. Incineration over these six years has decreased slightly from 41 per cent to 39 per cent.

The 1999 recycling targets for packaging waste for paper, card and cardboard (30 per cent), corrugated cardboard (65 per cent), plastic (30 per cent), steel (50 per cent) and glass (70 per cent) have all been met or exceeded. The 50 per cent target for aluminium (not including aluminium covered by deposit refund systems) was not met and plastics have also been problematic.

In 1994 legislation was passed, requiring householders to sort waste into separate streams to facilitate collection. However, according to the Green Alliance report sorting is not compulsory as waste can be taken to collection centres, and it is not enforced.

d. Switzerland

In the last decade Switzerland almost doubled its municipal recycling rate. According to the report this was mainly due to the introduction of the bin-liner fee charged to citizens as the main driver of the increased municipal recycling rates.

Between 1990 and 2000, Switzerland increased municipal recycling from 26 per cent to 46 per cent. At the same time, the incineration of municipal waste decreased from 57 per cent to 48 per cent, while the percentage that went to landfill decreased from 15 per cent to seven per cent.

Switzerland relies mainly on a voluntary Extended Producer Responsibility system, combined with the provision of collection points for municipal waste recycling.

III Legislation and Policy

A. The Landfill Directive

Extensive legislation has been put in place to address the issue of waste management, mostly EU led. The Landfill Directive came into force in 1999, its main aim being to prevent, or reduce as far as possible, the negative effects of landfilling waste on the environment and human health.¹² Among other measures, the Directive sets targets for Member States to reduce the amount of their biodegradable municipal waste sent to landfill. Biodegradable waste was focused upon because it is the biodegradable element of waste which breaks down to produce methane, a powerful greenhouse gas. In addition, new space available for landfill is limited and this means that ways need to be found both of reducing the amount of all types of waste produced and disposing of the waste that is produced.

The targets relating to waste reductions set out with in the Directive are as follows:

- By 2010 to reduce biodegradable municipal waste landfilled by 25% compared to 1995 levels.
- By 2013 to reduce biodegradable municipal waste landfilled by 50% compared to 1995 levels.
- By 2020 to reduce biodegradable municipal waste landfilled by 65% compared to 1995 levels.

To ensure compliance with the Landfill Directive the Government has set national targets for recycling of MSW and reduction of biodegradable MSW being sent to landfill.¹³ Combined composting and recycling rates of household waste are to be increased to at least 25% by 2005, 30% by 2010 and 33% by 2015. All of these targets were set out in *Waste Strategy 2000*, which is discussed below.

B. UK Government Policy

A comprehensive overview of the waste policy of the current Government was set out in the *Waste Strategy 2000*, published in May 2000.¹⁴ A National Waste Strategy is a requirement of the EC Waste Framework Directive 75/442/EEC as amended by EC Directive 91/156/EEC.

¹² Council Directive 1999/31/EC of 26 April 1999 on the landfill of waste, OJL 182 , 16 July 1999, p1-19

¹³ DEFRA, *Guidance on Municipal Waste Management Strategic*. March 2001
<http://www.defra.gov.uk/environment/waste/management/guidance/mwms/index.htm>

¹⁴ DETR, *Waste Strategy 2000*, 25 May 2000.
<http://www.environment.detr.gov.uk/waste/strategy/cm4693/index.htm>

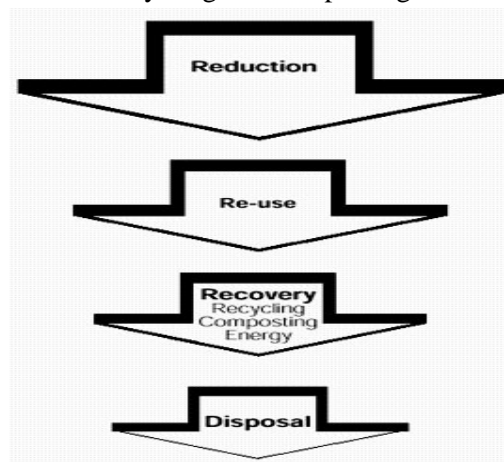
1. *Waste Strategy 2000*

The strategy sets out how the Government sees the need for changing the way waste is dealt with, what its vision is and how it intends to achieve a change in the way waste is produced and disposed of. The strategy introduces local authorities statutory recycling targets and various other measures to encourage waste minimisation and increase recycling.

The strategy is based on the implementation of the Best Practicable Environmental Option (BPEO). This was defined by the Royal Commission on Environmental Pollution as the outcome of a systematic and consultative decision making procedure that emphasises the protection and conservation of the environment across land, air and water. The BPEO procedure establishes, for a given set of objectives, the option that provides the most benefits or the least damage to the environment as a whole, at acceptable cost, in the long term as well as in the short term.¹⁵ How BPEO was to be applied to waste management was outlined in the 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

¹⁵ Royal Commission 12th Report on Environmental Pollution, *Best Practicable Environmental Option*, Cm 310, February 1988

management industry should aim, wherever practicable, for regional self-sufficiency in managing waste¹⁶

2. Statutory Targets for Local Authorities

Statutory recycling/composting targets have been set for individual local authorities, which vary according to the current level of recycling for each authority. Those who currently achieve greater recycling have been set higher targets. Targets are based on the recycling rates calculated from returns to the 1998/99 Municipal Waste Survey.¹⁷ The Government has published the statutory targets, for 2003-4 and 2005-6, which for 2005-6 vary between 18 and 40%. The Secretary of State will have powers to intervene under Best Value legislation if these targets are not met.¹⁸ Best Value indicators for local authorities now include the percentage of population served by kerbside collection of recyclables, or within 1 kilometre of a recycling centre.¹⁹

The Government's commitment to meet these targets was set out in October 2001:

Mr. Baron: To ask the Secretary of State for Environment, Food and Rural Affairs what plans she has to reduce the proportion of waste disposed of by incineration over the next five years.

Mr. Meacher [*holding answer 19 July 2001*]: Our priority is to meet the requirement of the landfill directive to divert biodegradable municipal waste away from landfill by maximising recycling and composting and minimising the need for incineration and landfill. In order to achieve this the Government have set tough statutory targets under best value for local authorities to double the amount of household waste recycled by 2003-04 and treble it by 2005-06, and will set further targets for later years.²⁰

The recent report by the Cabinet Office Strategy Unit was critical of how these statutory targets were set, as they focus on tonnage of waste collected for recycling. According to their report this could skew collection towards heavier materials, particularly green waste which would be better composted directly by householders. A further criticism was that Best Value indicators contained no indicator for success in reducing the amount of waste collected from households.²¹

¹⁶ DETR, *Waste Strategy 2000*: Part 1, 25 May 2000.

<http://www.environment.detr.gov.uk/waste/strategy/cm4693/index.htm>

¹⁷ DEFRA, *Guidance on Municipal Waste Management Strategies*, March 2001

<http://www.defra.gov.uk/environment/waste/management/guidance/mwms/index.htm>

¹⁸ *ibid*

¹⁹ *The Local Government (Best Value) Performance Indicators and Performance Standards Order 2002* (SI 523/2002) implements Best Value legislation included in the *Local Government Act 1999*.

²⁰ HC Deb 23 October 2001 c163W

²¹ Strategy Unit, *Waste Not, Want Not*, November 2002

<http://www.cabinet-office.gov.uk/innovation/2002/waste/report/index.html>

3. Kerbside Recycling

The Government highlights an increase in kerbside recycling as one of the approaches needed to ensure a reduction of the amount of household waste being sent to landfill. However, it also argues in its guidance on Municipal Waste Management strategies, which authorities are required to prepare, that because of the different conditions in different authorities different solutions will be required to deal with waste. It does not set specific targets for kerbside recycling:

...what happens locally is determined on the basis of the Best Practical Environmental Option (BPEO) and will therefore vary from place to place. The MWM Strategy should set out the approach which authorities have adopted and the policies through which they have agreed to deliver the targets.²²

A recent response to a PQ re-emphasised this and highlighted funding available for recycling projects:

Tim Loughton: To ask the Secretary of State for Environment, Food and Rural Affairs what help she is giving to local authorities to improve doorstep recycling

Mr. Meacher: Individual local authorities are in a position to decide how best to meet the requirements we have put in place to increase recycling, taking into account local circumstances.

However, we are providing additional funding to improve recycling rates, both through additional revenue support grant distributed to local authorities by formula and through a waste minimisation and recycling fund totalling £140 million over the two years 2002–03 and 2003–04. The latter is a challenge fund.

Under the allocations from that fund outside London for 2002–03, we supported 112 schemes, more than 30 of which involved additional kerbside collection outside London.²³

4. Waste Minimisation and Recycling Fund

The Government announced in 2001 the creation of a £140 million Waste Minimisation and Recycling Fund. Following consultation, all authorities with waste management responsibility were invited to apply for funding and an expert panel was set up to examine applications. Priorities for the Fund are as follows:

- Partnership working
- General projects
- Innovation, high performance and best practice

²² DEFRA, *Guidance on Municipal Waste Management Strategies*, March 2001
<http://www.defra.gov.uk/environment/waste/management/guidance/mwms/05.htm#4>

²³ HC Deb 21 Nov 2002 c286w

- Turning around low performance
- Developing community initiatives.

Grants of £42 million were announced in June 2002, with a further £76 million worth of grants from the fund announced in December 2002. In the first round 47 out of a 112 schemes funded were for introducing or improving kerbside recycling, with 98 out of 142 projects in the second round funded involving kerbside recycling.²⁴

5. Strategy Unit Report

Margaret Beckett, Secretary of State for the Environment, Food and Rural Affairs held a Waste Summit in November 2001. Following the summit a review of the Waste Strategy by the Strategy Unit (then called the Performance and Innovation Unit) was announced by Mrs Beckett. The Unit was tasked with focusing on ways of reducing the amounts of municipal waste being sent to landfill in accordance with the targets set out in the Landfill Directive.

The Unit's report, *Waste Not, Want Not*, was published in November 2002. The Report set out the four main objectives of the review as follows:

- to analyse the scale of the waste problem, its causes and barriers to progress;
- to identify the most cost-effective and environmentally sustainable options for dealing with the growing volume of municipal waste in England;
- to make recommendations on how the EU Landfill Directive targets could be delivered; and
- to set out a vision of the waste management system to 2020 that will allow the nation to prosper whilst protecting human health and reducing harm to the environment.²⁵

The report goes on to examine how municipal waste is currently managed in England and what possible options are available. It made a series of 33 recommendations and contained an action plan for moving waste policy forward. The report concluded that the best option would be reduction/recycling of waste, combined with incineration and other technologies. Maximum recycling as the only approach was judged to require too large a change in culture and behaviour to be feasible in policy terms. The key points from the report can be found in Appendix 3.

²⁴ DEFRA Press Release 244/02 '£140million to speed up recycling', 25 June 2002.

DEFRA Press Release 501/02 'Beckett gives local authorities £76 million for recycling waste', 4 December 2002

²⁵ Strategy Unit, *Waste Not, Want Not*, November 2002

<http://www.cabinet-office.gov.uk/innovation/2002/waste/report/index.html>

According to the report, should the recommendations contained in it be implemented they would:

- slow waste growth from 3% to 2% per annum reducing environmental damage, saving money and reducing the number of new waste management facilities required in the longer term;
- boost recycling by developing the infrastructure needed for increased recycling (including national kerbside collection, focusing on organics, and more bring sites and civic amenity sites designed for re-use and recycling). This would raise national recycling rates to at least 45% by 2015;
- increase choice by creating the economic environment within which a wider range of options for managing waste can develop: giving industry, local authorities and households greater flexibility over how they manage their waste, as well as the incentive to reduce damage to the environment;
- stimulate innovation in waste treatment and waste management organisations in England; and
- reduce environmental damage and improve resource productivity by reducing reliance on landfill and other disposal options; preserving resources for future generations and reducing environmental impacts.²⁶

On the specific issue of increasing recycling the Unit recommended changes to the legislative and regulatory framework to allow greater freedom to local authorities.

Greater freedom for local authorities to develop new financial incentives for householders to reduce and recycle their waste. Households currently pay the same Council Tax no matter how much waste they produce or whether they recycle or not. This means that they have no incentive to manage their waste in more sustainable ways. This report has identified 17 other major industrialised nations where incentives are available for households who produce less waste, and/or recycle and compost more. These schemes have helped reduce waste growth, contain costs, and achieve recycling rates 3-4 times higher than that of the UK. Comparable incentives that could be taken forward in the UK include: Council Tax discounts for people who recycle or compost; reward schemes for people who recycle or compost regularly; and giving local authorities freedom to introduce variable charging schemes, where the Council Tax element for waste would be removed and charges to households made according to the amount of un-recycled and unsorted waste they produce;²⁷

The report also highlighted the need to improve the infrastructure for recycling, including kerbside collection, and educating the public about the need to recycle.

Developing the infrastructure for recycling and associated education programmes. Kerbside recycling programmes, focusing on organic waste, should be rolled out to households to make it easier for everyone to participate in recycling. Awareness

²⁶ *ibid*

²⁷ *ibid*

also needs to be raised to ensure effective use of new waste infrastructure and high participation in efforts to promote the use of composted and recycled goods;²⁸

There was also recognition that changing the behaviour of households may not be easy:

Many say they want to recycle and want a convenient doorstep collection, but only some are willing to pay for these new and better services. Many feel they pay too much already but overestimate what they pay by 4-5 times the actual amount;²⁹

IV The *Municipal Waste Recycling Bill*

The Bill would require the Secretary of State to publish, within 6 months of it coming into force, a summary of policies that would enable the UK to meet a 50% municipal waste recycling target by 2010. It would also place a duty on Waste Disposal and Waste Collection Authorities to publish a sustainable waste strategy and report on an annual basis on what is being achieved. Finally the Bill would give the power to Waste Disposal Authorities (WDAs) to direct Waste Collection Authorities (WCA) to deliver waste to them in a way that facilitates reprocessing and recycling.³⁰

The original intention behind the Bill, which is being presented by Joan Ruddock MP and has the backing of Friends of the Earth, Wastewatch, Community Recycling Network and other organisations, is to increase the provision of kerbside recycling facilities for household waste:

A requirement that councils must meet this target by providing every household in England and Wales with a doorstep recycling scheme has been dropped from the Bill following indications that this would not be supported by the Government.[...] However, comprehensive doorstep recycling schemes will be essential to meet the 50 per cent target should the Bill succeed.³¹

The Survey of Public Attitudes to Quality of Life and Environment 2001 found the most common response when asked why various waste materials were not more regularly recycled to be lack of kerbside collection or distance from recycling facilities, with around 50% of responses falling within these two categories. Provision of more recycling

²⁸ *ibid*

²⁹ *ibid*

³⁰ Waste collection and disposal activities are not necessarily carried out by the same local government bodies. Where there is a two tier local authority system the District Council is the WCA and the County Council is the WDA. This is not the case in single tier areas, such as Unitary Authorities, which carry out both roles.

³¹ Friend of The Earth Press Release, 'MP publishes Recycling Bill', 7 March 2003

facilities was supported by 86% of respondents as something that can be done by central or local government to improve the environment.³²

Early Day Motion 333, Session 2002-3, on doorstep recycling and in support of the Bill had received 275 signatures from MPs by 11 March 2002:

That this House believes that every household should have a quality doorstep recycling service by 2010; welcomes the recommendation for a universal service in the Cabinet Office Strategy Unit's report, 'Waste not, want not', further welcomes the all-party support for doorstep recycling, including the Prime Minister's statement in October 2000 that 'I want to see every local authority offering doorstep recycling' and the Conservative and Liberal Democrat manifesto commitments to nationwide doorstep recycling schemes; notes also that the majority of honourable Members have signed Motions supporting such a policy in this Parliament and that the Strategy Unit warn that waste is causing 'significant and growing damage to the environment' and that 'it costs less to act now'; and therefore hopes that doorstep recycling bill can be passed in this session.

A. Duties of the Secretary of State

Clause 1(1) would place a duty on the Secretary of State to report to Parliament within 6 months on policies that will ensure the UK reaches a recycling and composting target of 50% of municipal waste by 2010, following consultation with the devolved administrations as set out in Clause 1(3). This is the only part of the Bill that would apply to the whole of the UK. The rest would apply to England and Wales only. Under Clause 1(2) The Secretary of State and the Welsh Assembly would have to set new recycling and composting rates for Waste Authorities in England and Wales, within 6 months of the Act coming into force, to ensure the target in S1(1) is met.

The current target set by the Government for England is of 30% of household waste to be recycled or composted by 2010. Waste management is a devolved issue and therefore targets are set separately by the devolved administrations in Scotland and Northern Ireland, and implementation of the targets set out in the *Waste Strategy 2000* is the responsibility of the Welsh Assembly.

1. Devolved Administrations

Scotland has recently published a National Waste Plan. This includes targets of offering 85% of households a kerbside collection of recyclables by 2010 and an estimated recycling rate of 20%, rising to 25% by 2020. There is also a combined composting and recycling target of 25% by 2006.³³

³² DEFRA, *The Survey of Public Attitudes to Quality of Life and Environment 2001*, October 2002

³³ Scottish Executive, *The National Waste Plan 2003*, 2003

The Welsh Assembly published its Waste Strategy in June 2002. This included a target for recycling or composting 40% of municipal waste by 2010. Funding is being allocated directly to local authorities, who received £14 million of the £18 million allocated in 2002 for waste minimisation and recycling.³⁴

The Northern Ireland Executive published a Waste Strategy in 2000. This set out an overall target to recover 25% of household waste by 2005 and 40% by 2010. These targets incorporated a minimum threshold for recycling and composting of 15% and 25% respectively.³⁵

2. Comment on National Targets

The Environment Select Committee Report *Delivering Sustainable Waste Management* was published in March 2001. The report was critical of the recycling and composting targets set by the Government and recommended as follows:

32. The national targets for recycling and composting provide a real challenge for the year 2005 (25%) but the targets for 2010 (30%) and 2015 (33%) are depressingly unambitious and appear implicitly to accept that there is a 'ceiling' on the proportion which can be recycled. These later targets fail to build on the significant efforts which will be required to meet the 2005 target and could result in a loss of momentum in recycling. We recommend that new targets be set of 50% by 2010 and 60% by 2015: these targets will ensure that vigorous efforts to recycle are maintained (paragraph 56).³⁶

Estimates from different organisations of what is an achievable target for a voluntary recycling system suggest rates which vary between 35 and 45%. The Committee report commented that though the concept of a 'ceiling' to recycling levels is a popular one, it is not clearly defined. There are examples, as seen in the previous section, of countries that have broken through this with well-designed policy instruments. However the report acknowledges that municipalities that have achieved more have mainly done this with the aid of additional legislative and financial measures, such as waste taxation or charging.³⁷

The Government responded to the above by summarising how the target for recycling and composting in 2020 was arrived at:

<http://www.scotland.gov.uk/library5/environment/natwasteplan.pdf>

³⁴ ENDS report, 'Waste Assembly confirms challenging waste targets', Issue 329, June 2002

³⁵ Northern Ireland Executive, *Waste Management Strategy for Northern Ireland*
http://www.ehsni.gov.uk/environment/wasteManage/waste_management.shtml

³⁶ Environment, Transport and Regional Affairs Select Committee, Fifth Report: Delivering Sustainable Waste Management, Session 2000-01, 21 March 2001, HC 36-I

<http://pubs1.tso.parliament.uk/pa/cm200001/cmselect/cmenvtra/36/3602.htm>

³⁷ *ibid*

33. The Government's aim was to set challenging but achievable targets with a view to reaching higher recycling rates in the future. We will keep our targets under review as technology improves, and composition of the waste streams changes. Meeting these targets will require a fundamental change in culture and as the momentum towards increased participation in recycling and composting grows, we can consider increasing the level of the targets.

34. In its 1998 report the ETRA Select Committee itself recommended that targets should be based on environmental benefit, practicality and proof. The targets in *Waste Strategy 2000* were arrived at through a series of assumptions about the nature of the average municipal waste stream and the likely success of kerbside collection, as follows:

- that the maximum compostible/recyclable content of an average 'black bag' of municipal waste is currently around 60%
- that up to 80% of households can realistically be provided with kerbside collection for recycling/composting
- that in practice no more than 80% of households served by kerbside collection would actually use it
- that a maximum 95% of recyclable waste was likely to be captured by the households that do use kerbside recycling facilities.

35. The product of all these assumptions gives a recycling rate for municipal waste, through kerbside collection, of 36.5% by 2020. However, the Government recognises that a further assumption built into these calculations is that the nature of waste arisings was likely to remain broadly constant until 2020. The Government accepts that the compositional data on which this analysis is predicated, should be reviewed regularly and, if appropriate, targets adjusted. The PIU study will also have a keen interest in these assumptions.

36. In any case the targets set are not meant to be seen as 'ceilings', but rather as challenging but realistic minima that every local authority should be able to achieve. In fact, 83 local authorities are required to achieve recycling and composting rates greater than 33% by 2005/6, although the overall national target for this date is 25%. New targets for 2010 will be set in 2005, and developments in recycling and product design by then may facilitate the achievement of higher recycling rates and enable more ambitious targets to then be set.³⁸

On the issue of kerbside recycling the Committee called for an increase in the provision of this service to households:

26. The kerbside collection of source separated waste is a necessity if we are to transform waste management. It must be ensured that the Best Value regime works to increase the proportion of households covered by kerbside collections. A prerequisite of an authority being awarded beacon council status should be that at least 50% of its households be covered by kerbside collections. We also

³⁸ *ibid*

recommend that the Local Government Association develop in consultation with other appropriate bodies a best practice guide for local authorities wishing to introduce (or improve) kerbside collections (paragraph 51).³⁹

The Government reemphasised in its response that the method of achieving targets is a decision for each authority and will depend on local circumstances:

27. *Waste Strategy 2000* sets out the Government's plans for large-scale increases in recycling and composting, and diverting more waste away from landfill. National targets are to recycle or compost at least 25% of household waste by 2005, 30% by 2010 and 33% by 2015. These are backed up by statutory targets for each local authority for 2003/4 and 2005/6. When achieved they should deliver nationally around 17% recycling and composting of household waste in 2003/4 and 25% in 2005/6.

28. How these targets are delivered is a decision for each individual local authority in consultation with local stakeholders and in the light of local circumstances. As a result of the statutory targets set under the Best Value regime we expect a major expansion of kerbside recycling, where it is the best environmental and economic option. But kerbside collection may not be appropriate for all areas; for example, in areas with high-rise blocks or which are highly rural it may be that systems with a greater reliance on local bringsites might be more appropriate.

29. Dealing with waste was a theme in round one of the Beacons scheme under the theme of Sustainable Development. This did not focus on recycling alone, but concentrated on all aspects of waste management, including waste minimisation, recycling, energy from waste and diversion from landfill. Following the completion of the Beacons scheme in 2002, such waste management initiatives will be taken forward through Local Public Service Agreements, and measured against the Best Value indicators.⁴⁰

The Strategy Unit, in its report *Waste Not, Want Not*, also commented on the targets set by the Government. Recommendation 9 includes setting of new, higher, statutory national targets of at least 35% of household waste to be recycled or composted by 2010 with a minimum of 45% by 2015.⁴¹

B. Duties on Local Authorities

Clause 2(1) would impose a duty on Waste Disposal and Waste Collection Authorities to publish a sustainable waste strategy within 1 year of the Act coming into force. Under Clause 2(2) the strategy would have to set out policies to:

³⁹ *ibid*

⁴⁰ *ibid*

⁴¹ Strategy Unit, *Waste Not, Want Not*, November 2002

<http://www.cabinet-office.gov.uk/innovation/2002/waste/report/index.html>

- (a) to promote minimisation, reuse and recycling of waste to secure a sustainable waste policy; and
- (b) to enable all householders to dispose of waste sustainably, with specific reference to provision of services at or near the home.

Clause 2(3) requires the publication of figures for volumes of waste collected, composted and recycled together with information on the number of homes provided with a separate collection for recyclable waste. Clause 2(4) requires the WDAs and WCAs to follow any guidance issued by the Secretary of State in preparation of the reports, and includes an obligation to consult with householders and businesses. Clause 2(5) allows the authorities to change the strategies as they see fit.

1. The Current System

Guidance to local authorities from Government on the issue of waste management is not prescriptive. The Government has set national targets for maximum amounts of biodegradable waste going to landfill and statutory targets for local authorities to increase recycling of MSW, but the decision on how these targets are achieved is the responsibility of local authorities in their various waste management and planning roles.

In their role as waste planning authorities (WPAs) local authorities must plan for a provision of waste management facilities that is consistent with forecasts of local and regional requirements, as well as other planning consideration. The Government has set out four principles of waste management on which they wish to see future WPAs waste management decisions based:

- Best Practicable Environmental Option (BPEO)
- Regional Self-Sufficiency: Most waste should be treated or disposed of within the region in which it is produced.
- Proximity Principle: Waste should generally be managed as near as possible to its place of production, because transporting waste itself has an environmental impact.
- The Waste Hierarchy⁴²

The Government also wants to see regional strategies developed for meeting likely demands for waste management and disposal. To do this it asked each of the eight planning regions in England to set up Regional Technical Advisory Bodies, with the aim of producing draft waste strategies for their regions.

⁴² *ibid*

The strategies for each region will need to be compared to ensure that, together, they will meet expected national requirements. Regional considerations should be reflected in WPAs' waste development plans.⁴³

They are likely to include targets for landfill and recycling and will also need to identify the need for different types of waste facilities that may be required and potential locations. These will then be included in future Regional Planning Guidance.⁴⁴

a. *Municipal Waste Management Strategies*

The aim of Municipal Waste Management (MWM) Strategies is to set out the framework within which authorities will manage their municipal waste. The Government signalled its intention in the *Waste Strategy 2000* to make statutory the obligation for Waste Collection Authorities (WCAs) and Waste Disposal Authorities (WDAs) to develop a joint MWM Strategy for their area.

Preparation of MWM strategies is not yet a statutory duty, though this was included as one of the recommendations in the recent Strategy Unit Report. However, DEFRA has produced guidance on how the strategies should be prepared. The Government recognises that they will have to be individually tailored to meet the requirements of each authority, but it also states that:

All MWM Strategies [...] will need to demonstrate how the authorities will meet the objectives and targets in the *Waste Strategy 2000*, in particular the statutory obligations to increase recycling and composting.

A strategy should therefore contain:

- High level objectives for the service including statutory performance standards, and a time scale for achieving these;
- A review of outcomes against previous targets or plans, and factors which have caused divergence;
- Identification and analysis of available options.⁴⁵

On the issue of recycling the guidance states:

Increased recycling (and composting – see Clause 5.5) is central to the *Waste Strategy 2000*, and we expect this to be reflected in local authorities' MWM Strategies [...] Authorities will need to include proposals both to meet the statutory performance standards set under Best Value, and to contribute to the longer term national targets for recycling of the household and other waste

⁴³ DTLR, PPG No 10 *Planning and Waste Management* <http://www.planning.dtlr.gov.uk/policy.htm>

⁴⁴ 'Waste planning comes of age: the regional picture on rubbish', *Ends Report* 311, December 2000

⁴⁵ DEFRA, *Guidance on Municipal Waste Management Strategies*, 13 March 2001
<http://www.defra.gov.uk/environment/waste/management/guidance/mwms/index.htm>

streams. These proposals should also cover arrangements which the authorities make for the recycled material they collect, and their own purchasing policy.

and

The Government is clear that increased recycling is necessary. It wants to see authorities and businesses pushing the boundaries of what is achievable, and the Waste and Resources Action Programme is a key element in this process. But what happens locally is determined on the basis of the Best Practical Environmental Option (BPEO) and will therefore vary from place to place. The MWM Strategy should set out the approach which authorities have adopted and the policies through which they have agreed to deliver the targets.

In addition, under the *Environment Protection Act 1990*, WCAs are required to produce a recycling plan, which must set out proposals to increase recycling in their area:

Under current legislation, each individual waste collection authority is required to prepare a Recycling Plan (Clause 49 of the Environmental Protection Act 1990). This plan sets out the authority's proposals to increase recycling in its own area. The plan must contain specified information, including:

1. The kinds and quantities of controlled waste which the authority expects to collect or purchase during the period specified in the plan;
2. The kinds and quantities of controlled waste which the authority expects to deal with for the purposes of recycling;
3. The arrangements which the authority expects to make during that period with waste disposal contractors.

Waste collection and disposal authorities working together will have joint policies and plans for recycling set out in their MWM Strategy. The specific information above which is required by statute for each WCA should be placed together in a separate chapter to the Strategy. Together, the separate statutory information and the joint policies and plans for recycling will allow WCAs to fulfil their obligations under Clause 49 through their MWM Strategy. As previously with Recycling Plans, the Government's Regional Offices will approve draft Strategies to ensure that each WCA fulfils these requirements. When MWM Strategies are made statutory, it is intended that the statutory duty will incorporate the duty to prepare Recycling Plans.⁴⁶

C. Power of Direction for Waste Disposal Authorities

Clause 3 would introduce a power for WDAs to require WCAs to collect waste in a way that facilitates waste reprocessing and disposal.

⁴⁶ DEFRA, *Guidance on Municipal Waste Management Strategies*, March 2001
<http://www.defra.gov.uk/environment/waste/management/guidance/mwms/06.htm>

Giving WDAs the power to require certain wastes to be delivered to them separate from other wastes, so that they can be recycled, was mentioned in the *Waste Strategy 2000* as something that the Government could do to bring the working of disposal and collection authorities closer together.

This issue was recently raised during the Lords' debates of the *Waste Trading and Emissions Bill*⁴⁷ that is currently before Parliament. The Local Government Association in its briefing for the third reading of the Bill gave its support to such a proposal:

One particular proposal (originally contained in *Waste Strategy 2000*) which the LGA would like to see now taken forward is for WDAs to be empowered to require WCAs to deliver materials to them in segregated form. This would assist the achievement of recycling targets, and enable WDAs to cut down residual waste arisings, and consequently reduce dependency on landfill, in line with the Bill's intentions.⁴⁸

Two agreed amendments to the Bill, one from the Opposition and one from the Government, introduced the power for WDAs to give WCAs directions about how they would like waste separated and delivered to them. The Opposition amendment also introduced a statutory duty on waste authorities to produce Joint Municipal Waste Strategies.

Upon introducing the Government amendment, Lord Whitty, Parliamentary Under-Secretary of State for DEFRA, stated the following:

We have discussed the need for a good relationship between the waste disposal authorities and the waste collection authorities in areas with two-tier authorities. We all accept that there is a need for that to be clearer.

The amendment would give a power to allow counties to direct districts as to the form in which waste should be delivered. That is in line with the *Waste Strategy 2000*. The amendment would amend Clauses 48 and 51 of the Environmental Protection Act 1990 to allow for that direction, which is already there for a parallel purpose. The amendment would extend a county's existing powers to give directions to a district by providing that such directions may include requirements about the separation of waste as delivered to the county.

The amendment to Clause 48 will place the district under a duty to comply with any directions about the separation of waste. The amendment provides that a county can use that power only if it considers it necessary for assisting it to comply

⁴⁷ *Waste and Emissions Trading Bill* [HL], Bill 66, Session 2002-2003
<http://www.publications.parliament.uk/pa/cm200203/cmbills/066/2003066.htm>

⁴⁸ LGA Briefing, *Waste and Emissions Trading Bill Lords Report Stage*, 3 February 2003
<http://www.lga.gov.uk/Documents/Briefing/waste%20bill%20-%20lords%20report.pdf>

with any obligation imposed on it by or under any enactment. That will include enactments under this Bill, other Bills and the Local Government Act 1999.⁴⁹

Thus the amendment by the Government is more limited than Clause 3 of the *Municipal Waste Recycling Bill*, which does not limit the scope of WDAs to require waste separation to compliance with statutory targets.

Recommendation 31 in the Strategy Unit report included a review of measures to encourage local authorities and tiers of authorities to work together more effectively. It included, as already mentioned, statutory Joint Municipal Waste Strategies and also the proposal to give disposal authorities more power over how waste is delivered to them.⁵⁰

⁴⁹ HL Deb 6 March 2003 c954

⁵⁰ Strategy Unit, *Waste Not, Want Not*, November 2002

<http://www.cabinet-office.gov.uk/innovation/2002/waste/report/index.html>

Appendix 1: Statistics of Household waste and recycling in England and Wales

Municipal waste arisings, England and Wales, 1996/97 to 2000/01, by authority type

Method	England and Wales thousand tonnes														
	Metropolitan-districts					Non-metropolitan districts					London				
	1996/97	1997/98	1998/99	1999/00	2000/01	1996/97	1997/98	1998/99	1999/00	2000/01	1996/97	1997/98	1998/99	1999/00	2000/01
Household waste from:															
Regular household collection	3,519	3,588	3,614	3,664	3,766	9,830	10,206	10,233	10,531	10,648	2,311	2,275	2,288	2,399	2,377
Other household sources	401	186	229	264	258	405	508	482	490	630	144	195	269	247	300
Civic amenity sites	971	992	1,009	1,061	1,070	2,840	3,000	2,859	2,954	2,724	446	470	471	505	524
Household recycling	156	209	235	296	319	1,339	1,482	1,645	1,946	2,189	187	222	250	302	305
Total household	5,047	4,975	5,088	5,285	5,413	14,414	15,196	15,219	15,921	16,190	3,089	3,162	3,278	3,384	3,506
Non household sources (excl. recycling)	640	895	895	770	823	606	511	641	670	669	724	821	822	848	924
Non household recycling	2	22	98	147	144	60	114	278	364	452	6	15	23	33	33
Total municipal waste	5,688	5,892	6,081	6,202	6,380	15,081	15,821	16,138	16,955	17,311	3,819	3,998	4,123	4,264	4,463
Method	England					Wales					Total				
Household waste from:	1996/97	1997/98	1998/99	1999/00	2000/01	1996/97	1997/98	1998/99	1999/00	2000/01	1996/97	1997/98	1998/99	1999/00	2000/01
Regular household collection	15,660	16,069	16,135	16,525	16,792	935	948	960	973	995	16,595	17,017	17,095	17,498	17,787
Other household sources	950	890	980	1,001	1,187	79	59	69	105	83	1,030	949	1,052	1,106	1,270
Civic amenity sites	4,257	4,391	4,340	4,520	4,318	210	222	230	249	270	4,467	4,683	4,570	4,769	4,588
Household recycling	1,682	1,912	2,131	2,543	2,812	53	64	69	84	90	1,735	1,976	2,197	2,627	2,902
Total household	22,549	23,333	23,585	24,590	25,109	1,277	1,292	1,330	1,410	1,437	23,826	24,625	24,914	26,000	26,546
Non household sources (excl. recycling)	1,970	2,227	2,358	2,288	2,416	114	163	212	189	180	2,084	2,389	2,595	2,477	2,596
Non household recycling	68	151	399	543	630	0	0	6	25	25	68	152	403	568	655
Total municipal waste	24,588	25,711	1,570	27,421	28,155	1,391	1,455	1,547	1,624	1,642	25,979	27,166	27,912	29,045	29,797

Notes

- Totals might not add up due to rounding. Table grossed-up from reported data with missing values estimated from household numbers
- 'Regular household collection' means wastes within Schedule 1 of the Controlled Waste Regulations 1992; it is acknowledged that small amounts of commercial and industrial wastes may also be included in the case of collections that include mixed domestic and commercial hereditaments.
 - 'Other household sources' refers to Schedule 2 wastes under the Controlled Waste Regulations 1992 - those from household sources not collected as part of the ordinary waste collection round service.
 - 'Civic Amenity Sites' refers to household waste collected at sites provided by local authorities for the disposal of excess household and garden waste free of charge, as required by the Refuse Disposal (Amenity) Act 1978.
 - 'Household recycling' contains materials collected for recycling by local authorities as well as those collected from household sources by private/ voluntary organisations.
 - 'Non household sources (excl. recycling)' includes any wastes collected by a local authority from non-household sources (i.e. not covered by Schedules 1 and 2 of the controlled Waste Regulations 1992).
 - 'Non household recycling' includes municipally collected materials for recycling from commercial sources.

Source Department for Environment Food and Rural Affairs/Welsh Assembly Government *Digest of Environmental Statistics* (February 2003)

Amounts of different materials from household sources collected for recycling and composting by local authorities in 1999/2000 and 2000/01, by authority type

Materials recycled	England/Wales thousand tonnes/percentages					
	Metropolitan districts		Non-metropolitan districts		London	
	1999/2000	2000/01	1999/2000	2000/01	1999/2000	2000/01
Paper and card	108	110	584	638	150	163
<i>Percentage of authorities</i>	97%	100%	97%	96%	86%	89%
Glass	44	49	286	295	53	53
<i>Percentage of authorities</i>	97%	97%	97%	96%	89%	89%
Compost	52	65	584	701	32	32
<i>Percentage of authorities</i>	45%	45%	35%	42%	54%	49%
Scrap metal/white goods	40	41	192	238	33	30
<i>Percentage of authorities</i>	71%	68%	45%	45%	80%	84%
Textiles	5	6	28	30	7	6
<i>Percentage of authorities</i>	95%	95%	90%	91%	80%	86%
Cans	2	3	27	20	3	3
<i>Percentage of authorities</i>	97%	95%	83%	83%	86%	86%
Plastics	1	1	11	12	1	0
<i>Percentage of authorities</i>	34%	37%	33%	34%	14%	19%
Co-mingled	14	19	162	175	5	10
<i>Percentage of authorities</i>	13%	11%	25%	26%	14%	11%
Other	24	19	49	56	16	5
<i>Percentage of authorities</i>	70%	87%	61%	66%	59%	76%
Total	290	312	1,922	2,164	301	302

Materials recycled	England		Wales		Total	
	1999/2000	2000/01	1999/2000	2000/01	1999/2000	2000/01
	Paper and card	842	910	32	33	874
<i>Percentage of authorities</i>	97%	95%	100%	100%	97%	95%
Glass	383	396	15	15	398	411
<i>Percentage of authorities</i>	97%	95%	100%	100%	97%	95%
Compost	668	798	12	18	680	816
<i>Percentage of authorities</i>	43%	43%	50%	50%	43%	43%
Scrap metal/white goods	265	310	14	16	279	326
<i>Percentage of authorities</i>	53%	51%	95%	100%	55%	54%
Textiles	40	41	3	3	43	44
<i>Percentage of authorities</i>	89%	91%	100%	100%	90%	92%
Cans	32	26	1	1	33	27
<i>Percentage of authorities</i>	87%	85%	95%	95%	88%	86%
Plastics	13	13	0	0	13	13
<i>Percentage of authorities</i>	31%	33%	32%	32%	31%	33%
Co-mingled	181	204	3	0	184	204
<i>Percentage of authorities</i>	22%	23%	14%	5%	22%	22%
Other	89	80	2	1	91	81
<i>Percentage of authorities</i>	60%	69%	91%	86%	62%	70%
Total	2,513	2,777	82	88	2,595	2,865

Notes

Totals might not add up due to rounding.

This table includes tonnage data from recycling schemes run by local authorities (or their contractors) to collect materials for recycling from household sources and does not include schemes run by voluntary/private organisations

1 'Compost' includes organic materials (kitchen and garden waste) collected for centralised composting schemes from households via kerbside schemes or taken by householders to CA sites. Home composting is not included.

2 'Cans' includes ferrous and aluminium cans.

3 'Other' includes oils, batteries, aluminium foil, books and co-mingled collections

Source Department for Environment Food and Rural Affairs/Welsh Assembly Government *Digest of Environmental Statistics* (February 2003)

Appendix 2: Composition of recycled household waste

Figure 2: Composition of recycled household waste, England, 2000/01

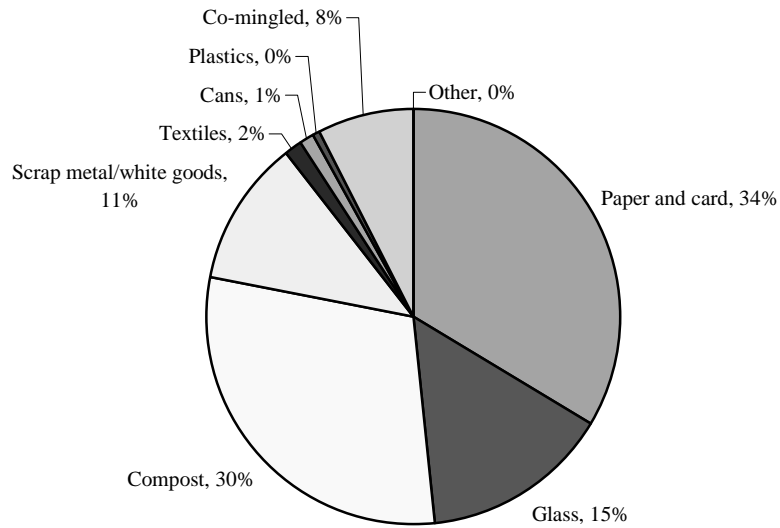


Figure 3: Composition of recycled household waste, Wales, 2000/01

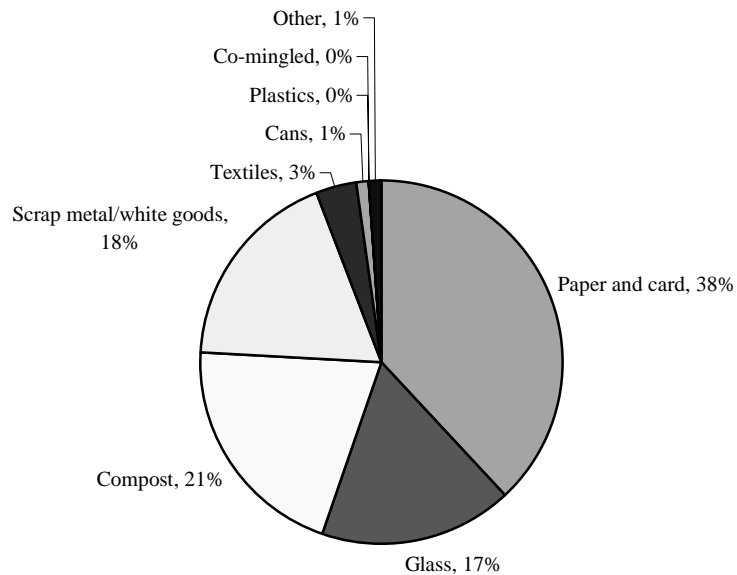
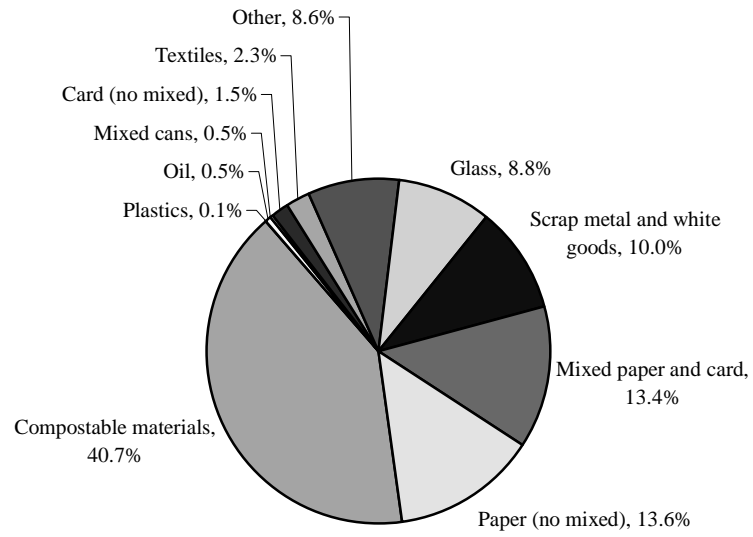


Figure 4: Material collected for composting and recycling 1999/2000, Northern Ireland



Appendix 3: Strategy Unit Report *Waste Not, Want Not*

Key Points

England has a growing waste mountain

The UK produces enough waste in one hour to fill the Albert Hall.

Household waste is a particular problem. The quantity produced is rising by 3% per year (faster than GDP and faster than in most other nations). The waste mountain will double by 2020 adding £1.6bn per year to waste disposal costs.

The way England manages its waste harms the environment and squanders resources

Nearly 80% of household waste goes to landfill, far more than in most other European countries. By contrast, the recycling rate in England – at 12% – is well below that in many other EU countries some of whom recycle over 40% of household waste.

We need to act now to reduce waste growth and recycle more

There are strong environmental and economic reasons for acting now to slow the increase in household waste and to reduce reliance on landfill. Landfill:

- accounts for over a quarter of all UK methane emissions (a greenhouse gas);
- squanders valuable resources which could be reused or recycled;
- is unpopular with people who live near landfill sites; and
- areas such as the South East are running out of potential sites.

It has taken other European countries 10-15 years to shift to a more sustainable approach to waste management. A similar timescale is likely to be needed in England.

Other countries have shown that waste can be tackled more sustainably

The good news is that many other nations have shown that careful policy design can lead to a reduction in the growth of waste, less reliance on landfill and more recycling, without in any way damaging business competitiveness. England can learn from the best performers by focusing on waste minimisation; reusing and recycling more waste; and making the most of a wide range of alternative technologies for dealing with residual waste.

The aim of policy should be to secure future prosperity whilst reducing harm to the environment

The overall aim of policy should be to ensure that, by 2020, England has a world class waste management system that allows the nation to prosper whilst reducing harm to the environment and preserving resources for future generations. This means:

- reducing growth in waste volumes to less than growth in GDP;
- fully covering the true costs of disposing of waste in the prices of products and services;
- implementing waste management options that deliver the overall aim at least cost.

A robust strategy is needed to realise this overall aim

This strategy needs to be underpinned by three key principles:

- the ‘waste hierarchy’ provides a sensible framework for thinking about how to achieve a better balance between waste minimisation; recycling; incineration and landfill;
- measures taken to advance the strategy should take full account of the balance of benefits and costs; and
- sustainable waste management is not just a responsibility of government but also of individuals, businesses and other stakeholders.

This report sets out how these principles can be put into practice. It puts waste reduction, re-use and recycling at the forefront of its reform package together with creating the right environment and new institutional structures to deliver change.

To be successful the strategy needs:

- a robust long term economic and regulatory framework. This should include significant increases in the landfill tax and new incentives for households to reduce and recycle waste;
- a package of short to medium term measures to put England on the path to more sustainable waste management including measures to slow the growth in the amount of waste; investment in recycling infrastructure; and support for new alternative waste management technologies; and
- additional funding accompanied by radical reform of delivery structures to ensure the overall aim is realised.

Implementation of the strategy would enable England to match best practice in other countries and at lower cost

In combination, the elements of the Strategy Unit package would:

- **slow waste growth** from 3% to 2% per annum reducing environmental damage, saving money and reducing the number of new waste management facilities required in the longer term;
- **boost recycling** by developing the infrastructure needed for increased recycling (including national kerbside collection, focusing on organics, and more bring sites and civic amenity sites designed for re-use and recycling). This would raise national recycling rates to at least 45% by 2015;
- **increase choice** by creating the economic environment within which a wider range of options for managing waste can develop: giving industry, local authorities and households greater flexibility over how they manage their waste, as well as the incentive to reduce damage to the environment;

- **stimulate innovation** in waste treatment and waste management organisations in England; and
- **reduce environmental damage and improve resource productivity** by reducing reliance on landfill and other disposal options; preserving resources for future generations and reducing environmental impacts.

By learning from good and bad practices in other countries, England could achieve a waste management system that will match current best practice in the world more cost-effectively, with reduced waste growth, more recycling, less reliance on disposal, and better incentives for the use of a wider range of technologies to manage waste.

The Secretary of State for the Environment, Food and Rural Affairs should be the Ministerial Champion for this strategy.

In the short term, a ministerial group, reporting jointly to the Secretary of State and the Chief Secretary to the Treasury should develop the public expenditure programmes and institutional arrangements needed to implement this report's recommendations.

