

Definitions and rationale

1. Municipal waste includes household waste and any other wastes collected by waste collection authorities (or their agents) such as municipal parks and gardens waste, beach cleansing waste, commercial or industrial waste and waste resulting from the clearance of fly-tipped materials.
2. Defra is addressing the task of reducing the amount of municipal waste being sent to landfill through measures to minimise waste generation, encourage re-use and support local authorities in increasing recycling, as well as improving treatment of the residual waste.
3. What is sought is a move towards lower levels of waste generated. Of the waste that is generated, as much as possible should be re-used or recycled, with higher levels of recycling and composting in an economically and environmentally efficient way. Improved treatment of the residual waste is then sought as this offers the opportunity to extract value from (and reduce the environmental impact of) an otherwise wasted resource stream. Landfill, at the bottom of the waste hierarchy, is the least desirable option. Landfilling is a waste of resources and biodegradable waste in landfill generates 40% of methane emissions.

Arisings, trends and projections

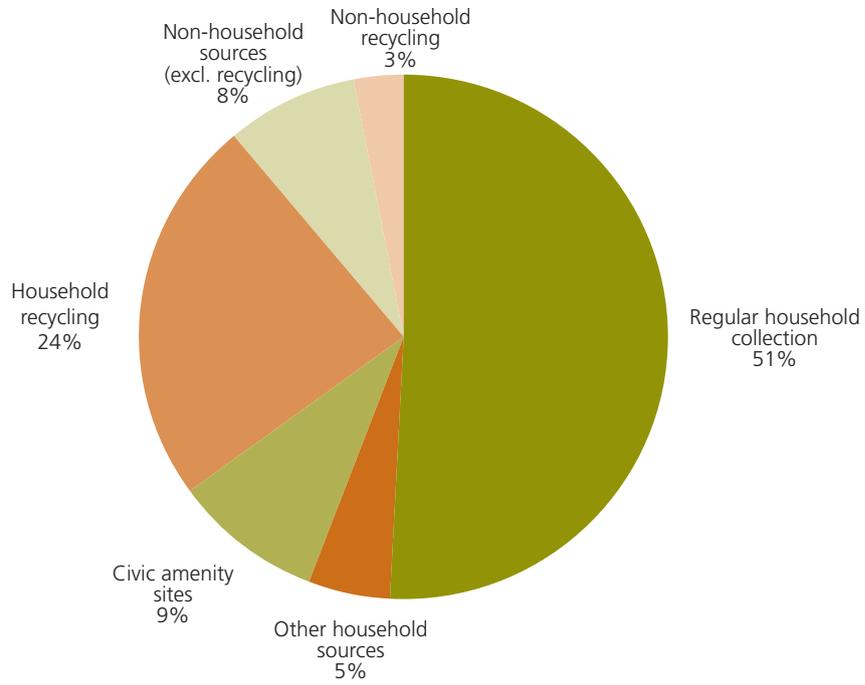
4. In 2005/06, local authorities collected an estimated 28.7 million tonnes of municipal waste¹ in England.² Around 89% of this municipal waste came from households, a total of 25.5 million tonnes, which equates to around 505kg of household waste per person per annum. The average annual increase in municipal waste from 2000/01 to 2005/06 was 0.5%. This is lower than the 3.3% average annual increase in municipal waste arisings between 1996/97 and 2001/02. Chart C1.1 below shows the sources of municipal waste.³

¹ 'Collected municipal waste' is defined in the Landfill Allowance Trading Scheme (England) Regulations 2004 as 'all waste which comes into the possession or under the control of (a) a waste disposal authority, or (b) a waste collection authority within the area of a waste disposal authority, whether or not the waste comes into the possession or under the control of that authority under or by virtue of the Environmental Protection Act 1990.'

² Further Municipal Waste Statistics can be found at: <http://www.defra.gov.uk/environment/statistics/wastats/index.htm>

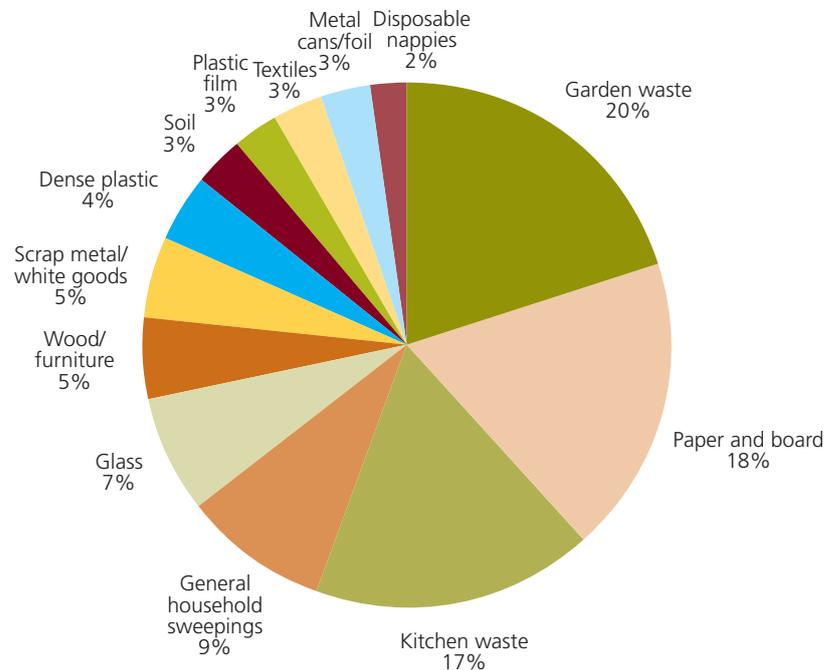
³ Waste from household sources (89%) includes waste from a building or self-contained part of a building which is used wholly for the purpose of living accommodation, a caravan which usually and for the time being is situated on a caravan site, a residential home, hospital or nursing home and waste arising from a university, school or other educational establishment that does not arise from laboratories or works of construction or demolition. This is not an exhaustive-list see both section 75(5) of the Environmental Protection Act 1990 (EPA) at http://www.opsi.gov.uk/acts/acts1990/Ukpga_19900043_en_1.htm and the Controlled Waste Regulations 1992 (CWR) at http://www.opsi.gov.uk/SI/si1992/Uksi_19920588_en_3.htm for a complete list. Waste from non-household sources (11%) includes council office waste, some commercial waste from shops and smaller trading estates where local authority waste collection agreements are in place.

Chart C1.1: Sources of municipal waste arisings, England (2005/06)



Source: WasteDataFlow

Chart C1.2: Household waste composition, England (2000/01)



Source: Dr Julian Parfitt, WRAP

5. Compositional analysis⁴ of waste from households suggests that over half consists of garden and kitchen waste and waste paper and card.

6. The proportion of municipal waste produced which is sent to landfill has continued to decline to 62% in 2005/06 and for four years in a row the actual tonnage of waste being disposed of at landfill has decreased to an estimated 17.8 million tonnes.

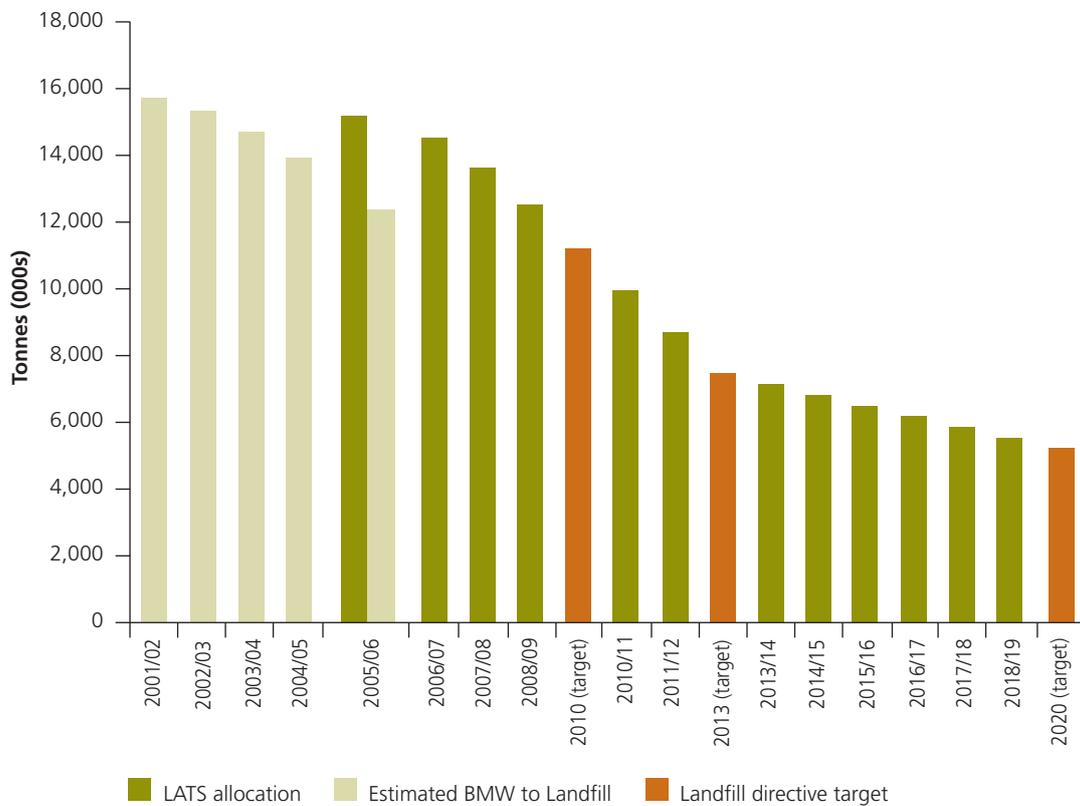
7. To comply with the requirements of Article 5.2 of the of the European Landfill Directive, by 2009/10 England must landfill no more than 11.2 million tonnes of biodegradable municipal waste (BMW), 7.5 million tonnes in 2012/13 and 5.2 million tonnes in 2019/20.

8. The Environment Agency has reported that English waste disposal authorities landfilled 12.4 million tonnes of BMW in 2005/06. This is estimated to be 1.5 million tonnes less than the previous year. England is making good progress towards meeting its first Landfill Directive target of 11.2 million tonnes BMW to landfill in 2009/10.

9. Chart C1.3 below shows England’s performance on landfilling BMW between 2001/02 and 2005/06 and future limits on the amount of BMW that can be sent to landfill during the Landfill Allowance Trading Scheme years and the EU Landfill Directive target years.

⁴ WRAP: ‘Analysis of household waste composition and factors driving waste increases, December 2002’ produced for ‘Waste Not, Want Not’. See: <http://www.cabinetoffice.gov.uk/strategy/downloads/su/waste/downloads/composition.pdf> for further information.

Chart C1.3: Landfilling biodegradable municipal waste (BMW) – Landfill Allowances Trading Scheme allocations, England (2001/02–2020)



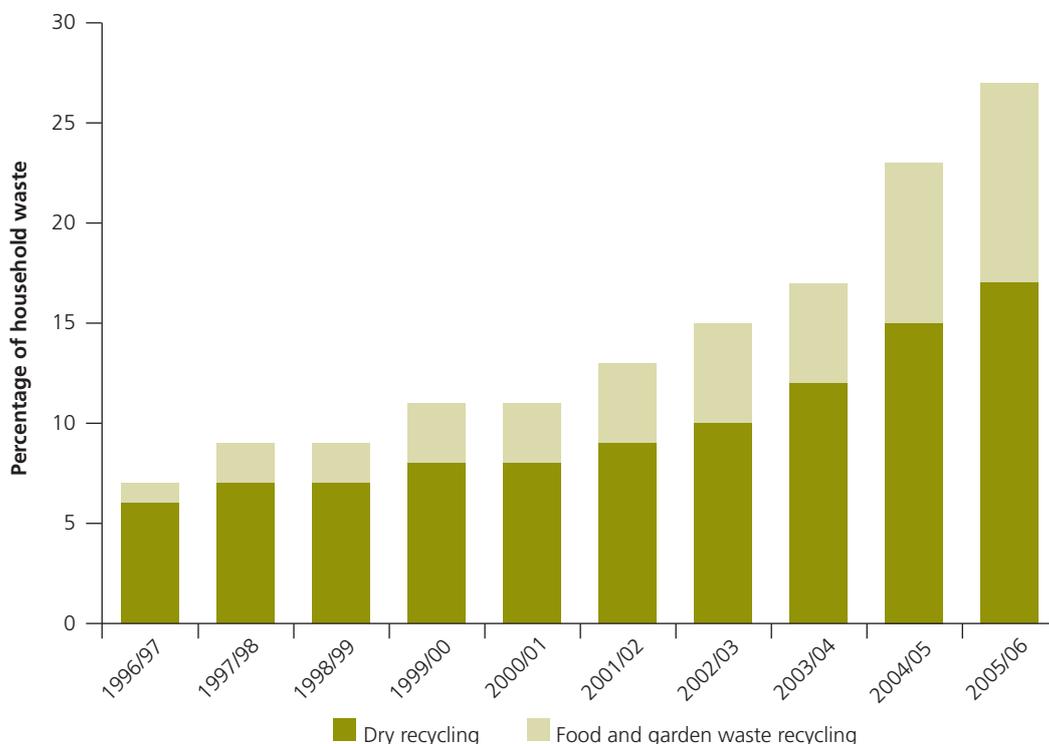
Source: 2001/02 is the baseline estimation.
 2002/03 to 2004/05 are Defra estimates based on local authority returns to the Municipal Waste Management Survey.
 2005/06 is the out-turn figure calculated by the Environment Agency.

10. The proportion of municipal waste being recycled or composted increased to 27.1% in 2005/06. The proportion of waste incinerated with energy recovery increased slightly to around 10%.

11. There has also been a major increase in recycling and composting of household waste with 11.2% recycled/composted in 2001/02, 17.8% in 2003/04, 22.5% in 2004/05 and 26.7% in 2005/06 (see Chart C1.4 below). Performance on recycling and composting of household waste exceeded the national targets of 17% and 25% for 2003/04 and 2005/06 respectively. The highest performing authorities are now recycling more than half of the household waste that they collect in their area.⁵

⁵ Source: Best Value Performance Indicators 2005/06. See <http://www.audit-commission.gov.uk/performance/dataprovision.asp> for further information.

Chart C1.4: Household recycling, England (1996/97 – 2005/06)



Source: Defra Municipal Waste Management Survey and WasteDataFlow

Management routes

12. Municipal waste is collected by local authorities⁶ through regular waste collection and the provision of bring sites such as bottle, paper and can banks and civic amenity sites. Municipal waste also includes other waste streams such as litter and street sweepings, bulky household wastes and fly-tipped materials. While authorities are under a statutory duty to collect household waste⁷ they are only obliged to collect (or make arrangements for the collection of) commercial and industrial wastes from the private sector on request.⁸

13. The third sector⁹ plays an important role in running re-use, recycling and composting operations. Local authorities are encouraged to consider paying collection credits to third parties who collect household waste for recycling or re-use. In 2005/06, local authorities reported 64,000 tonnes of waste collected for recycling or re-use by voluntary or charity sectors.¹⁰ Around one quarter of this was textiles and footwear.

⁶ The local authorities responsible for collection are the 238 non-metropolitan Districts or Borough Councils, the 47 unitary authorities/non-metropolitan districts/boroughs, the 36 Metropolitan Districts/Boroughs and the 33 London authorities.

⁷ Household waste is defined in the section 75(5) of the Environmental Protection Act 1990, supplemented by Regulation 2(1) and Regulation 4 of the Controlled Waste Regulations 1992.

⁸ Commercial waste collected by a local authority, or on its behalf, is considered to be municipal waste and also falls under the Landfill Allowance Trading Scheme (LATS).

⁹ This term includes voluntary and community organisations, social enterprises and charities.

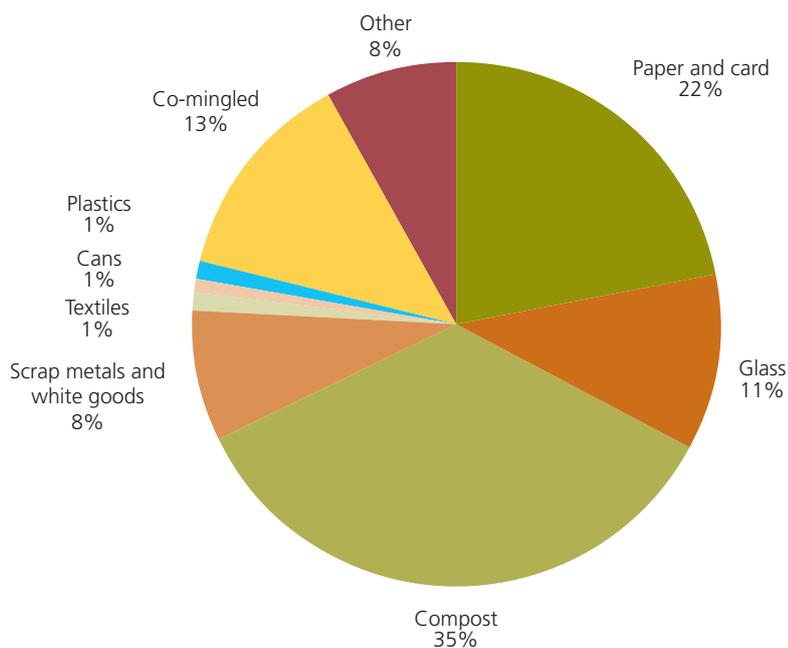
¹⁰ This figure does not reflect all the waste collected for recycling by this sector.

14. Local authorities responsible for disposal¹¹ must also provide sites (often called civic amenity sites or household waste recycling centres) where householders may deposit residual waste and recyclable materials free of charge for recycling, composting and residual disposal. They may also provide sites for deposit of other waste, e.g. commercial wastes, and may charge for this service.

15. About nine out of ten households are now served by 'co-mingled'¹² or 'source separated' kerbside recycling collection schemes. In 2005/06, 56% of household waste recycled was collected through such schemes. Mixed dry recyclables are separated¹³ and baled at materials recycling/recovery facilities (MRFs)¹⁴ and sent to reprocessors such as paper mills, glass works or plastic reprocessing plants where the waste is processed for use in new products. Segregated recyclable materials are bulked and sent to reprocessors.

16. Authorities also collect some segregated recyclable material from bring banks/recycling collection points and civic amenity sites, and again send to reprocessors either directly or from a bulking station. In 2005/06, 43% of the household waste recycled was collected through this route.

Chart C1.5: Composition of household waste sent for recycling, composting and re-use, England (2005/06)



Source: WasteDataFlow

¹¹ The councils responsible for disposal are the 34 county councils, the 47 unitary authorities, 22 of the Metropolitan Districts/Boroughs, 12 of the London Boroughs and 6 Joint Waste Disposal Authorities (2 covering 14 Manchester and Merseyside areas and a total of 4 covering 21 London areas).

¹² 'Co-mingled' materials are wastes collected in a mixed form destined for recycling after further sorting, usually in a materials reclamation facility.

¹³ Some mixed recyclables are separated at the kerbside.

¹⁴ Many Districts and the Metropolitan and London Boroughs in Joint Waste Disposal Authority areas operate MRFs themselves.

17. Some materials such as aluminium and glass can be recycled indefinitely, as the process does not affect their structure. Other materials, such as paper, are degraded during reprocessing and require a quantity of primary virgin material in addition to recycled waste to manufacture a similar quality product. With material such as plastic, the different polymers are first separated out and then converted into granulates or pellets which are then used in the manufacture of recycled or part-recycled plastic products.

18. Home composting can play a part in helping to reduce the amount of BMW which authorities collect. Increasing amounts of compostable material are being composted by householders using home composting bins. The proportion of households undertaking home composting in England has increased from 27% of households with gardens in 1997 to 35% in 2005.¹⁵ So too has the proportion of households composting both kitchen and garden waste: now done by 24% of those with gardens, an increase from 14% in 1997,¹⁶ and this trend looks set to continue over the next decade.

19. In 2005/06 2.4 million tonnes of green waste from households (9.6% of total household waste) was sent for centralised composting. Most compostable material is composted at home and does not enter the local authority collection chain.

20. Of the quantities of compostable material currently collected separately from householders, most is collected from kerbside or at civic amenity sites and can be:

- composted – the most common composting process is windrow composting where garden waste is shredded and piled in elongated rows (called windrows) and aerated through either turning of the windrows or by air forced through the material. The other main technique is in-vessel composting which can treat kitchen as well as garden waste in an enclosed vessel or tunnel to meet the requirements of the Animal By-Products Regulations. The composts, mulches or soil conditioners that are produced by the various composting operations are often sold for a variety of applications from horticultural to agricultural usage; or
- converted into a digestate and biogas through anaerobic digestion – this involves placing organic material into an enclosed vessel under controlled conditions which is then decomposed by bacteria in the absence of air. The resulting digestate can be used as a biofertiliser or further treated to be used as soil conditioner. The digestion process produces biogas (mostly carbon dioxide and methane) which can be sold as fuel or burned to generate electricity and/or heat. The sale of this electricity is eligible for Renewable Obligation Certificates (ROCs).

21. The market for the sale of some recyclables can fluctuate considerably. In order to develop and maintain support for recyclates it is essential to have secure markets for materials generated through a recycling strategy. As more material comes onto the market it is likely that quality issues and the capacity of the market to accept these additional materials will become increasingly important to sustaining local waste strategies.¹⁷

¹⁵ DETR Survey 1997, carried out by NOP for England and Wales.

¹⁶ WRAP National Survey 2005 carried out by Exodus (market research company).

¹⁷ See Annex D for further information on markets including exports of recyclates.

22. Post-recycling residual waste can be subjected to pre-treatment through a variety of mechanical biological treatments (MBT) – in its simplest form MBT provides a drying and bulk reduction operation prior to landfill. However, other MBT systems are designed to treat and separate out materials (such as metals and glass) from residual waste for recycling,¹⁸ to produce a combustible fraction (sometimes known as refuse derived fuel or solid recovered fuel) for energy recovery, and an organic rich fraction (derived from, for example, food and garden waste and paper/card), which may have a use as landfill cover or for land restoration. Combustible fractions can also be put through advanced thermal treatments such as pyrolysis or gasification to recover energy.

23. Other residual waste is sent for energy recovery (in 2005/06, 10% of municipal waste was sent for energy recovery), or disposed of to landfill (in 2005/06, 62% of municipal waste was sent to landfill). Electricity generated from the biomass content of mixed waste in gasification, pyrolysis and combined heat and power (CHP) plant, as well as from landfill gas, is eligible for support under the Renewables Obligation.

Policies and targets

24. The main strategy set out the range of policies that will deliver the outcomes we seek across the municipal sector.

25. The UK is bound by the European Landfill Directive (99/31/EC) which sets mandatory targets for the reduction of BMW sent to landfill. The UK national targets are:

- by 2010 to reduce BMW landfilled to 75% of that produced in 1995;
- by 2013 to reduce BMW landfilled to 50% of that produced in 1995; and
- by 2020 to reduce BMW landfilled to 35% of that produced in 1995.

26. Under the Landfill Allowance Trading Scheme (LATS – see Box C 1.1 below) authorities responsible for waste disposal have been allocated decreasing allowances for the maximum amount of BMW they can landfill each year until 2020. The total amount of allowances available in England is limited to ensure that no more BMW can be landfilled than allowed as England's share of targets under Article 5.2 of the European Landfill Directive.

¹⁸ Recyclables extracted from these mechanically based systems are likely to be of a lower quality (in most instances) than recyclables collected through dedicated segregated collection systems.

Box C1.1: Landfill Allowance Trading Scheme (LATS)

LATS was implemented in April 2005. It is one of the Government's key measures to reduce the amount of biodegradable municipal waste (BMW) going to landfill in accordance with the targets set out in Article 5.2 of the European Landfill Directive.

The scheme will see progressive reductions in the total amount of BMW – such as paper, food and garden waste – that disposal authorities can landfill.

The Government has allocated local authorities across England allowances to landfill BMW for each year of the scheme, upto 2020. These 'landfill allowances' are tradable (i.e. they can be transferred between local authorities). Authorities can buy more allowances if they expect to landfill more than is permitted by the number of allowances they hold in any scheme year. Authorities with low landfill rates can sell their surplus allowances. Waste disposal authorities can also save unused allowances (banking) or bring forward part of their future allocation (borrowing), depending on the scheme year.

Through the flexibilities of trading, banking and borrowing, authorities can develop the most cost-effective strategy for meeting their waste targets, tailored to their specific circumstances.

Disposal authorities that exceed the limit set by the allowances they hold will be fined £150 for every tonne they are over the limit.

All 121 waste disposal authorities were within limits for the scheme year 2005/06 and none are liable to penalties for exceeding limits in 2005/06.

Ten waste disposal authorities met their obligations by buying additional allowances from other waste disposal authorities or borrowing their own allowances from future scheme years.¹⁹

As of 27 April 2007 there have been a total of 56 transfers of allowances from one local authority to another. 906,468 allowances have been transferred. There have been 32 transfers of 2005/06 vintage allowances (i.e. allowances allocated for scheme year 2005/06), 15 transfers of 2006/07 vintage allowances, 5 transfers of 2007/08 vintage allowances, 3 transfers of 2008/09 vintage allowances, and 1 transfer of 2012/13 vintage allowances.

27. Currently, under LATS local authorities cannot claim the full benefit for BMW diverted through home composting schemes in the same way that they do for separate collections of garden or kitchen waste for centralised composting. As part of the 2007 operational review of LATS Defra will explore whether a robust and auditable reporting system can be developed which will fully account for the contribution of local authority supported home composting schemes to diversion of BMW from landfill.

28. The landfill tax increases the price of waste sent to landfill, encouraging diversion of waste from landfill to more sustainable ways of managing waste. The standard rate of landfill tax applying to active wastes, currently £21 per tonne, has been increased by £3 per tonne in each of the past two years as part of the Government's aim (announced in 2002) of reaching a rate of £35 per tonne.

¹⁹ The Environment Agency's report on the first year of LATS is available at LATS report. See <http://www.defra.gov.uk/environment/waste/localauth/lats/index.htm> for further information.

29. In the Pre Budget Report the Government announced that from 1 April 2007 the standard rate of landfill tax will increase by a further £3 per tonne to £24 per tonne. In the Budget 2007, the Government announced that from 1 April 2008, and until at least 2010-11, the standard rate of landfill tax will increase by £8 per tonne each year. The lower rate applying to inactive waste will also increase from £2 to £2.50 per tonne from 1 April 2008.

30. To help meet these requirements the Government has established national targets for recovery of municipal waste and recycling/composting of household waste Table C1.1 below shows the national recycling and recovery targets that have been set for household and municipal waste in England.

Table C1.1: Recycling and recovery targets for household and municipal waste, England (2005 baseline and targets for 2010, 2015 and 2020)

	2005	2010	2015	2020
Household waste after re-use, recycling and composting (million tonnes-mt) (percentage reduction from 22.2 mt in 2000) <i>equivalent per person figures (percentage reduction from 450kg per head in 2000)</i>	18.6 mt (16%) 370 kg (18%)	15.8 mt (29%) 310 kg (32%)	14.3 mt (35%) 270 kg (40%)	12.2 mt (45%) 225 kg (50%)
Household re-use, recycling and composting	27%	40%	45%	50%
Municipal waste recovery⁷⁸	38%	53%	67%	75%
Source: Defra				

31. The Government is consulting on removing the ban on local authorities introducing household financial incentives for waste reduction and recycling. The consultation document, and accompanying partial Regulatory Impact Assessment, were published on 24 May 2007.

32. The **Household Waste Recycling Act 2003** places a duty on local authorities to provide kerbside collection for at least two recyclates by 2010.²¹

33. Since 1 April 2000, local authority waste collection services have been subject to the Best Value duty which seeks to deliver continuous improvements in service provision. Under the **Best Value framework**, a number of indicators were set for waste management. Local authorities are required to set themselves targets for each indicator.

34. In April 2007 we set performance standards on recycling and composting for all local authorities for the year 2007/08, setting a minimum performance standard of 20% across the country. These will be the final set of Best Value Performance Indicators (BVPIs) for waste. The Government is developing new arrangements for local authority performance framework standards which will include waste performance indicators.

²⁰ Recovery includes recycling, composting and energy recovery.

²¹ Guidance is available at <http://www.defra.gov.uk/environment/waste/legislation/hwra/hwra-guidance.pdf>

35. The Government is currently developing options for the local authority waste performance indicators which will make up part of the new performance framework. These indicators will monitor local authorities' contribution to an overall waste outcome that leads towards more sustainable management of waste in England. The indicators are likely to focus on decreasing the amounts of municipal waste produced and landfilled and increasing the amounts of municipal waste recycled (see WS2007, Chapter 6).

36. The Government is also considering developing a greenhouse gas emissions performance indicator for local authority performance on waste that measures greenhouse gas impacts of their waste management services. This could, for example, reflect total greenhouse gas emissions from a local authority's waste management activity, or could be focused on greenhouse gas impacts of specific activities, such as waste minimisation. Defra will consider commissioning research as part of its waste research programme to develop a methodology for a local authority waste performance greenhouse gas indicator.

Promoting joint working

37. The split of waste functions between waste collection and waste disposal authorities can inhibit efficient and effective delivery of waste management goals, notably achievement of the European Landfill Directive targets. The Government is tackling this by strongly encouraging partnership working between counties and districts and is exploring ways to remove barriers to joint working. Furthermore, some waste disposal authorities will need to work in partnership with their neighbours in order to procure waste treatment facilities. On 22 January 2007, the Government announced that it would introduce new powers through the Local Government and Public Involvement in Health Bill to allow the creation of Joint Waste Authorities (JWAs). This measure aims to help those authorities that wish to put joint working on waste on a statutory footing. Groups of authorities will be able to voluntarily request creation of a JWA in order to enable stronger partnership working on waste.

38. Changes, aimed at promoting joint working, were made to the Recycling Credits Scheme in April 2006. There was evidence that the original design of the scheme could inhibit effective and sustainable waste management and that the calculation to determine the value of the credit was unsustainable. The changes have increased the flexibility of payments from waste disposal to waste collection authorities in two-tier areas by giving authorities the option to agree alternative arrangements, altered the calculation of the recycling credit and clarified that recycling credits can be paid for re-use activity. The Government has also introduced updated guidance²² on the scheme, which includes encouraging local authorities to consider applications for credits from third parties and to take account of social and economic benefits associated with community recycling and re-use.

39. The Government believes that authorities in two-tier areas should be able to work together towards mutually advantageous common goals, and strongly encourages all authorities to produce a joint strategy for the management of their municipal waste.

²² See <http://defra.gov.uk/environment/waste/localauth/pdf/recyclingcreditscheme-guidance.pdf>

40. The provisions on joint municipal waste management strategies in section 32 of the Waste and Emissions Trading (WET) Act require authorities in two-tier areas, subject to specific exemptions, to:

- have in place a joint strategy for their municipal waste;
- review and keep any strategy up to date; and
- send a statement of the joint strategy to the Secretary of State and the Environment Agency – this statement should also be publicised in the authorities' areas and be available free of charge for inspection by the public – authorities in Greater London should also send their statement of strategy to the Mayor of London.

41. Under provisions inserted in section 48(1) of the Environmental Protection Act 1990 by section 31(3) of the Waste and Emissions Trading (WET) Act (2003), a waste disposal authority is able to issue a direction to a waste collection authority to deliver waste in a state of separation, where such a direction is considered necessary for the waste disposal authority to meet its own statutory obligations, including but not limited to those under LATS. This direction could also include requirements regarding the quality of separated materials.

Implementation and timescales

Waste performance indicators

42. Any waste performance indicators included in the new performance framework will be agreed as part of the Comprehensive Spending Review 2007 process. All indicators are expected to be agreed and published in 2007. The Government will continue to engage with local government partners on the new waste indicators during spring and summer 2007.

The Waste Implementation Programme and Waste Infrastructure Delivery Programme

43. The Waste Implementation Programme (WIP) has provided support to local authorities since June 2003 to help them to more effectively meet the difficult challenges presented by the targets set by the European Landfill Directive in respect of BMW. It delivers this support through a number of workstreams.²³

44. Under the new strategy WIP will continue to provide support to local authorities. However, in addition to encouraging greater waste minimisation and higher levels of recycling, WIP will place more emphasis on tackling residual waste.

45. To help local authorities divert residual waste, WIP has established the Waste Infrastructure Delivery Programme (WIDP). This new programme brings together staff from 4ps,²⁴ Partnerships UK,²⁵ and WIP. WIDP's primary aim is to offer local authorities a comprehensive suite of support mechanisms which will help them make the right decisions for themselves in a local context, thereby accelerating infrastructure delivery. Support will be wide ranging but will particularly focus on areas such as technology choice, funding, planning and procurement. WIDP will help authorities to deliver their chosen solutions in the most efficient manner, delivering value-for-money projects within budget and timescales without compromising efforts to minimise waste and support increasing recycling levels. It will monitor the dealflow of waste management infrastructure projects to the market. WIDP also has

²³ For further information see <http://www.defra.gov.uk/environment/waste/wip/index.htm>

²⁴ 4ps works in partnership with all local authorities to secure funding and accelerate the development, procurement and implementation of PFI schemes, public-private partnerships, complex projects and programmes. 4ps' multidisciplinary team provides hands-on support, gateway reviews, skills development and best-practice know-how.

²⁵ Partnerships UK is a public private partnership. Its core business is supporting and accelerating the delivery of infrastructure renewal, high-quality public services and the efficient use of public assets through better and stronger partnerships between the public and private sectors.

a role in raising awareness of the merits of refuse derived fuel (RDF) as an energy source among industrial intensive energy users and promoting public discussion around waste management issues.

46. WIP will continue to engage WRAP to promote delivery of the aims of the top end of the waste hierarchy (prevention, re-use and recycling), through WRAPs delivery programmes.

47. WIP's New Technologies Programme will continue to focus on providing support and advice to local authorities thinking about waste solutions for landfill diversion including technologies that are new to the UK. The £30 million Demonstrator Programme is establishing a series of pilot plants and research to test their viability with English processes and waste. This is designed to help overcome possible risks in introducing these new technologies to England.

48. To address local authority concerns about the planning process affecting value for money and procurement timescales for waste management projects, Defra is working with CLG to produce guidance on how those promoting the development of waste infrastructure can best engage with the planning system and secure appropriate approvals.

49. Given the size of the task (see '*Infrastructure and Capacity needs*' below) the delivery timetable for WIDP is very demanding. The landfill diversion targets become progressively more challenging over time and delays in taking WIDP forward will clearly make them more difficult to achieve. There is a real need for urgency. However, this should not, and will not, be the sole determinant of action. Any decision to build waste management infrastructure resulting from WIDP involvement will be based on sound evidence and risk assessments and will be taken at a local authority level.

Infrastructure and capacity needs

50. The Office of Government Commerce (OGC) published the 'Second Kelly Market – Waste Management Report' in May 2006. The report identified the need for:

- a coordinated picture of local authority waste procurement plans;
- adoption of appropriate funding and procurement models;
- improved communication of policy; and
- closer alignment of municipal waste with commercial and industrial waste streams and 'hands-on' support for local authority procurements.

51. In the light of the European Landfill Directive requirements, the findings provide compelling evidence to support long-held concerns about the need to encourage new entrants into this market to build urgently needed capacity. The WIDP programme seeks to address this by:

- identifying the gap between existing residual waste management capacity and that needed to meet the European Landfill Directive targets; and
- monitoring progression towards meeting these targets. Where possible, additional capacity will be encouraged to address some of the wider issues relating to commercial and industrial waste.

52. It is anticipated that around 110–120 new operational plants could be required to deal with England's residual waste and that these would cost in the region of £10 billion to deliver (see Appendix 1 of Annex A).

Roles and responsibilities

Table C1.2: Roles and responsibilities

Organisation/ Stakeholder	Roles and responsibilities
Waste collection authorities	<ul style="list-style-type: none"> • Must arrange for the collection of household waste free of charge²⁶ (Note that the Government is separately consulting on removing the ban on local authorities introducing household financial incentives for waste reduction and recycling.) • Must arrange for the collection of commercial waste if requested to do so by the producer of the waste²⁷ • Must deliver waste to their relevant disposal authority²⁸ • Must ensure enough waste collected is sent for recycling/composting to meet their individual statutory targets for recycling and composting • Must deliver to their relevant disposal authority waste in a state of separation, if directed by the disposal authority where such a direction is considered necessary for the disposal authority to meet its own statutory obligations²⁹ • Should work with producers obligated under the packaging regulations to maximise the collection and recycling of packaging • Should work with producers of magazines, newspapers and direct mail, with whom Defra has voluntary producer agreements, to increase the recycling of these materials • Should work with producers to facilitate the collection of batteries³⁰
Waste disposal authorities	<ul style="list-style-type: none"> • Responsible for the treatment and disposal of the municipal waste collected in their individual areas³¹ • Must provide an accessible site where householders may deposit waste free of charge and are responsible for waste collected there³² (which may be made available for non-household waste³³) • Must ensure enough waste collected at civic amenity sites is sent for recycling/composting and to facilitate the recycling of waste by the collection authorities in their areas to meet their individual statutory targets for recycling and composting (as their recycling rates include the rates of their collection authorities) • Must comply with allocated Landfill Allowance Trading Scheme (LATS) limits for landfill of biodegradable municipal waste • Must report waste information quarterly to the Environmental Agency for the purposes of monitoring compliance with LATS obligations • Should facilitate the recycling of waste by the collection authorities in their areas to meet their individual statutory targets for recycling and composting³⁴ • Should consider registering civic amenity sites as designated collection facilities (DCFs) for waste electrical and electronic equipment (WEEE) to allow producers to collect WEEE for onward collection, treatment, re-use and recycling • Should work with producers obligated under the packaging regulations to maximise the collection and recycling of packaging • Should work with producers of magazines, newspapers and direct mail, with whom Defra has voluntary producer agreements, to increase the recycling of these materials • Should work with producers to facilitate the collection of batteries

²⁶ Section 45(1)(a) of the Environmental Protection Act 1990. Waste collection authorities can make a charge to householders for collection of, for example, larger bins – see section 46(3) – or green waste – see section 45(3). +.See also Regulation 4 of the Controlled Waste Regulations 1992.

²⁷ Section 45(1)(b) of the Environmental Protection Act 1990.

²⁸ Section 48(1)(b) of the Environmental Protection Act 1990.

²⁹ Inserted in section 48 (1) of the Environmental Protection Act 1990 by section 31(3) of the Waste and Emissions Trading Act 2003.

³⁰ The Batteries Directive is due to be implemented in September 2008.

³¹ Section 51(1)(a) of the Environmental Protection Act 1990.

³² Section 51(1)(a) of the Environmental Protection Act 1990.

³³ Section 51(3) of the Environmental Protection Act 1990.

³⁴ The recycling rate of a disposal authority includes all the waste the authority itself sends for recycling plus all the waste sent for recycling by its collection authorities.

Organisation/ Stakeholder	Roles and responsibilities
Further roles for all authorities	<ul style="list-style-type: none"> • Have a role to play in enabling producers of waste to meet their obligations under a range of EU producer responsibility directives • Need to work together to discuss the most effective diversion strategy for their area and plan the management infrastructure to achieve the necessary diversion of biodegradable municipal waste³⁵ • Authorities in two-tier areas must produce a joint strategy for the management of their municipal waste • Authorities in two-tier areas should work together to ensure waste disposal authorities meet their waste data reporting obligations
Waste management industry	<ul style="list-style-type: none"> • Needs to work with local government and the finance sector to deliver the necessary infrastructure to manage at least the domestic markets • Must maintain a best-in-class approach to infrastructure build ensuring that environmental as well as economic factors are properly considered
Third sector	<ul style="list-style-type: none"> • Plays an important role in awareness raising and promoting sustainable waste management, mainly by running local (and in some cases national) waste prevention, re-use, recycling and composting operations. Collection authorities have a power to pay collection credits to third parties who collect household waste for recycling and re-use, thus reducing the amount of waste that collection authorities deal with • Expected to play a growing role as a service provider to local authorities and businesses, providing a wide range of social benefits in addition to waste services
Householders/ the public	<ul style="list-style-type: none"> • Must put out their materials in line with the local authority's requirements³⁶ • Should take steps to reduce the amount of waste they generate and to compost their own waste.

References and other information

Landfill policy

The Landfill Regulations

www.defra.gov.uk/environment/waste/topics/landfill-dir/

Landfill Allowance Trading Scheme

www.defra.gov.uk/environment/waste/localauth/lats/index.htm

The Landfill Tax

www.hmce.gov.uk/businesses/

Waste Technology Data Centre

www.environment-agency.gov.uk/wtd

WasteDataFlow

www.wastedataflow.org/

³⁵ Section 32 of the Waste Emissions Trading Act 1998.

³⁶ Section 46(1) of the Environmental Protection Act 1990.

Local authority waste performance, funding, governance and planning

Defra's information on local authority waste performance

www.defra.gov.uk/environment/waste/localauth/perform_manage/index.htm

Best Value Performance Indicators

www.audit-commission.gov.uk/performance/

The Household Waste Recycling Act 2003

www.defra.gov.uk/environment/waste/legislation/hwra

Defra's municipal waste national statistics

www.defra.gov.uk/environment/statistics/wastats/index.htm

Defra's local authority funding

www.defra.gov.uk/environment/waste/localauth/funding/index.htm

Defra's Waste Implementation Programme

www.defra.gov.uk/environment/waste/wip/index.htm

WRAP, ROTATE and the Organics programme

www.wrap.org.uk/

Defra's Partnership Working guidance

www.defra.gov.uk/environment/waste/localauth/partnetwork/index.htm

Recycling credits guidance

www.defra.gov.uk/environment/waste/localauth/partnetwork/ics.htm

New technologies

www.defra.gov.uk/environment/waste/wip/newtech/index.htm

Renewables obligation

www.dti.gov.uk/energy/sources/renewables/policy

Waste Performance and Efficiency Grant

www.defra.gov.uk/Environment/waste/localauth/funding/index.htm

Waste Private Finance Initiative

www.defra.gov.uk/environment/waste/localauth/funding/pfi/index.htm

Waste Information Network (WIN)

www.win.org.uk/

Waste awareness campaigns

Encams

www.encams.org/home

recyclenow

www.recyclenow.com/

recycle-more.co.uk

www.recycle-more.co.uk/

The Recycling Consortium

www.recyclingconsortium.org.uk

Waste Watch

www.wastewatch.org.uk/

Textile Recycling Association

www.textile-recycling.org.uk/

Partnership working

Innovation Forum report on joint working in waste

www.idea-knowledge.gov.uk

Third sector re-use and recycling

Community Composting Network

www.communitycompost.org

Community Recycling Network

www.crn.org.uk

Furniture Reuse Network

www.frn.org.uk

Community Repaint Network

www.communityrepaint.org.uk