

# Government response to Strategy Unit report 'Waste not, Want not'

Department for Environment, Food and Rural Affairs  
Nobel House  
17 Smith Square  
London SW1P 3JR  
Telephone 020 7238 6000  
Website: [www.defra.gov.uk](http://www.defra.gov.uk)

© Crown copyright 2003

Copyright in the typographical arrangement and design rests with the Crown.

This publication (excluding the logo) may be reproduced free of charge in any format or medium provided that it is reproduced accurately and not used in a misleading context. The material must be acknowledged as Crown copyright with the title and source of the publication specified.

Further copies of this publication are available from:

Defra Publications  
Admail 6000  
London  
SW1A 2XX  
Tel: 08459 556000

This document is also available on the Defra website.

Published by the Department for Environment, Food and Rural Affairs. Printed in the UK, February 2003.  
Printed on recycled paper containing 80% post consumer waste and 20% Totally Chlorine Free virgin pulp.

Product code PB8359

## Introduction

Waste represents one of the major environmental challenges facing England today. Improving our performance on managing waste is a crucial part of Government's approach to sustainable development. The challenge of sustainable development is to establish a new model of development that is far more efficient in its use of natural resources than the current model. There is sound business sense in this. The Environment Agency have recently estimated that British manufacturing could add between £2 billion and £3 billion to its profits if environmental best practice were made standard, and firms reduced waste disposal costs, the waste of raw materials and re-used or sold recovered 'waste' products.

As the Strategy Unit Report points out:

- England has a growing waste mountain;
- the way England manages its waste harms the environment and squanders resources; and
- action is needed now to reduce waste growth and recycle more.

To address these problems the Strategy Unit, which was asked by Government to direct its work towards achieving the Landfill Directive targets, focused its recommendations on three areas of activity:

- providing a robust and long term economic and regulatory framework;
- investment in new waste facilities and a package of measures to boost progress on sustainable waste management; and
- additional funding accompanied by radical reform of delivery structures.

By doing so, the Strategy Unit estimates that:

- waste growth would be slowed from 3% to 2% per annum with consequential benefits to the environment, cost savings and a reduction in the number of new waste management facilities in the longer term;
- recycling would be boosted, raising national recycling rates to at least 45% by 2015;
- significant amounts of waste would be diverted from landfill;
- there would be increased choice for industry, local authorities and households over how waste will be managed;
- innovation in waste treatment would be stimulated; and
- damage to the environment would be reduced while resource productivity would be increased.

## Government response

Government welcomes the report. We accept the majority of the recommendations and support the direction or intent of many of the others. This paper sets out Government's detailed response to each of the Strategy Unit's recommendations. It also includes at **Annex 1** a table which indicates follow-up action, who has lead responsibility and the timescale for implementation.

Government has already acted in response to the Strategy Unit report in the following key areas:

- **Landfill Tax** will be increased by £3 per tonne in 2005/06 and by at least £3 per tonne in the years thereafter, on the way to a medium to long term rate of £35 per tonne. This will be the foundation for the economic framework the Strategy Unit recommended;
- The **Landfill Tax Credit Scheme** has been reformed and a proportion of the funding – £84/92/92m – will be re-directed to a new Sustainable Waste Management Programme in England in 2003/04, 2004/05 and 2005/06;
- A new **Sustainable Waste Management Programme** managed by Defra will concentrate on improving waste minimisation, recycling and composting, and researching new technologies for dealing with those wastes which are not readily reduced, reused or recycled. A Local Authority Delivery Taskforce will assist local authorities to meet their recycling and composting targets;
- A new **Delivery Team** and **Steering Group** is being established in Defra to drive forward implementation of the new programmes of work in Defra and WRAP;
- **Local authority funding** of £90m each year for 2004/05 and 2005/06 has been provided for the Waste Minimisation and Recycling Fund or its successor Performance Reward Fund.

Government recognises the need to work closely and collaboratively with the range of bodies engaged in waste management. In particular, the Environment Agency – as Government's key regulator of waste and with its extensive network of operators on the ground – will have a major contribution to make to some of the new programmes of work, and the Local Government Association will have a vital role to play in advising on the programmes aimed at driving up local government performance on waste. Others, including the waste industry and the voluntary sector will also have an important role to play.

Government's response to the Report and the development of waste policy also needs to take account of the wider policy framework, notably Government's local government agenda. Where any additional costs are imposed on local authorities as a result of the implementation of any of the Strategy Unit's recommendations, Government will fully fund these under the new burdens arrangements. It will be for the lead department to consult with the Local Government Association in estimating the overall consequences for local authority funding. The Government will also ensure that an analysis of the impacts, costs, and benefits of any new policies will be carried out, where appropriate, through Regulatory Impact Assessments.

The Government recognises that long term progress in sustainable waste management will require refocused thinking, from seeing waste as a problem to management of resources so that we increase national resource productivity and manage waste in a way that underpins our goals for sustainable development and a cleaner environment.

There are strong links between the work recommended by the Strategy Unit and that being carried out in the development of the Sustainable Consumption and Production Strategy, which I am planning to publish later this year.

## Non-municipal waste

The Strategy Unit's remit was to focus on the achievement of the Landfill Directive targets on biodegradable waste. Government's responsibilities cover all waste streams, however, and to complete the picture, the box below summarises Government's main activities for the next year or so on non-municipal waste. The list is not comprehensive but gives a flavour of the breadth of action required on waste – taking into account the fact that England currently produces 375 million tonnes of waste each year, of which over 90% is produced by commercial and industrial activities. Much of the waste which needs to be recycled to meet packaging and electrical waste targets, deriving from EU 'producer responsibility' directives, arises in the household waste stream. Local authorities and industry will need to cooperate to collect these wastes. The Strategy Unit made 8 recommendations about wider waste streams and this response covers these recommendations.

### ACTION ON WIDER WASTES

In the coming year, in addition to work on the Strategy Unit recommendations the Government will be driving forward work on non-municipal wastes, including:

- Draft regulations will be published bringing agricultural waste under waste management control in order to better protect public health and the environment. These will also cover options for dealing with plastic farm waste.
- Higher packaging recovery and recycling targets will be discussed in the EU Council/European Parliament for inclusion in the new draft directive.
- Regulations implementing the End of Life Vehicles Directive will be published. The first tranche of these were published for consultation on 7 March this year.
- Consultation will be undertaken on the implementation of the Waste Electronic and Electrical Equipment Directive.
- New hazardous waste regulations will be published, which will set up a system encouraging producers to minimise their waste and handle it properly, and increase the number of items classified as hazardous waste in order to safeguard the environment and human health. The Hazardous Waste Forum will assist in this process.
- Options for promoting the regeneration of waste oils to further implement the Waste Oil Directive will be investigated.
- Waste permitting will be reviewed with the aim of developing a new system that is more proportionate to the risk involved, and less burdensome on regulators and the regulated.
- Royal Assent for the Waste and Emissions Trading Bill will be sought, and draft regulations on landfill allowances will be published, in 2003.

## Response to individual recommendations

**Recommendation 1:** Local authorities that wish to take forward household incentive schemes to help reduce waste volumes and increase recycling should be allowed to do so. Schemes could include:

- Council tax discounts for households that home compost;
- Rewards/prizes for homes that recycle;
- Variable charging schemes to reduce Council tax – those who reduce waste and recycle pay less.

The Government agrees that there is a need for households to reduce waste and increase recycling and reuse. Household incentive schemes may have a part to play in this. Local authorities can introduce some incentives using existing powers. We are currently legislating in the Local Government Bill to allow local authorities to introduce their own council tax discounts, but schemes involving direct or variable charging would require further new legislation.

The Strategy Unit report notes that direct or variable charging schemes have worked best where composting and recycling infrastructure are in place. The report also points out the need to address the danger of increased fly tipping; to ensure that low-income families are not penalised; and to examine the cost or complexity of administration. The Government is currently pursuing greater powers for local authorities to take action against fly tipping through the Anti-Social Behaviour Bill (see recommendation in Annex C (Hazardous waste) 3).

The Government therefore considers that further work is needed before any decision is taken on whether to extend the powers of local authorities and introduce pilot schemes. In cooperation with the Local Government Association and other stakeholders, work will be undertaken to consider the practicalities of operating any such schemes and how the potential disadvantages might be overcome. This will take account of international experience on the operation and effectiveness of such schemes. The Government will then consider its position again.

**Recommendation 2:** Defra and DTI should extend voluntary agreements with industry to reduce waste and increase the use of recycled materials and the recyclability of products.

The Government fully supports the use of voluntary agreements to help deliver policy objectives. This is particularly so where the objectives are specific and measurable, and can be easily monitored.

The Report suggests a target of two new schemes a year to measure progress. Rather than set such a target, the Government will seek to apply voluntary agreements where they are the best option to deliver maximum environmental benefit. The Government believes the best approach is to assess which waste streams are particularly problematic and might therefore lend themselves most effectively to such agreements; to determine whether the development of such an agreement would be proportionate to the size of the problem and what the financial and environmental costs and benefits of such

agreements would be; and to establish whether the waste streams concerned are already the subject of other mechanisms, including regulations and the work of other organisations, including WRAP.

Taking into account the composition of the waste stream, and in particular the very low recycling rate and the toxicity of the waste product, Government will look, over the next 12 months, at the scope for a voluntary agreement to increase the recycling of waste consumer batteries. Government will also examine the most hazardous elements in the household waste stream with a view to identifying other possible candidates for a voluntary agreement.

**Recommendation 3:** Defra and WRAP should consider the options for increasing incentives for the re-use of goods. More work is needed to assess the preferred means for different products and to establish where the impact on the waste stream would be greatest.

The Government believes that reuse of products is desirable where this is the most environmentally beneficial and cost-effective option. This will not always be the case, but for some products, a move to reuse systems is clearly possible; we have seen this happen already in some sectors under the impetus of the packaging Regulations.

The Government understands that the Advisory Committee on Packaging (ACP) will be setting up a Task Force to look further at reuse and minimisation of packaging and packaging waste. The Government looks forward to working with the industry in this forum, particularly with a view to participating fully in the discussions of how to encourage reuse (and minimisation) which will follow in the second part of the review of the EC Directive on Packaging and Packaging Waste. Reuse of Waste Electrical and Electronic Equipment (WEEE) is addressed in the WEEE Directive, and reuse of End of Life Vehicle (ELV) components is addressed in the ELV Directive. The provisions of both of these Directives are in the process of being implemented in the UK.

The Strategy Unit has suggested deposit refund schemes as one way of encouraging individuals to participate actively in reuse and recycling. Defra is commissioning a joint study, with other interested departments, to update previous work on the benefits and costs of such schemes with a view to identifying the contribution they could make to increased reuse and recycling.

As to reuse of other products, a considerable amount is already being done through organisations such as CREATE and the Furniture Recycling Network, Government will discuss with these and other organisations in the voluntary sector, as well as with the Waste and Resources Action Programme (WRAP), what scope there is for further action to encourage reuse of products.

**Recommendation 4:** HMT and Defra should consider the case for applying incentives such as economic instruments to encourage environmentally friendly products. This could include differential product charges and incentives such as VAT reductions.

The Government believes that, in general, markets provide the best means of allocating an economy's resources in the private sector. This is as true for environmental resources as for others. However, where markets do not price environmental costs properly,

economic instruments such as environmental taxes or measures such as tradable permits can be used to improve the price signals that are given, recognising the dynamic and long-term nature of responses within markets.

Taxes and other economic instruments can provide incentives for behaviour that protects or improves the environment, and deter actions that are damaging to the environment. For both consumers and businesses, these instruments can enable environmental goals to be achieved at the lowest costs and in the most efficient way. By internalising environmental costs into prices, they help to signal the structural economic changes needed to move to a more sustainable economy. They can also encourage innovation and the development of new technologies.

The Government has already discussed its approach to environmental taxation with a range of stakeholders. Following these discussions, it has set out in detail its strategy in [Tax and the environment: using economic instruments](#), which was published alongside the Pre-Budget Report 2002. The strategy reaffirms the Government's commitment to its Statement of Intent on environmental taxation, first published in 1997.

The Government is considering how the use of economic instruments can be extended further to provide a more comprehensive and coherent framework for waste management.

**Recommendation 5:** DTI should work with Defra, WRAP, industry and the BSI to assess what more can be done to promote the use of secondary resources through BSI standards. Where practical, they should review areas of standardisation which may be unnecessarily blocking the use of recycled goods; and consider whether an affirmative policy on the use of recycled materials in BSI standards might be appropriate.

The Government accepts this recommendation and will draw on a solid platform of experience and expertise in the British Standards Institution (BSI) to implement it. The BSI is a leader in environmental standardisation, and a major player within the International Standards Organisation in the development of international standards, including the ISO14000 series which cover different aspects of environmental management.

The review of standards is a continual process. As problems and opportunities for using secondary materials arise, the standards requirements which relate to those materials, and products using those materials, will require review.

BSI have already worked with WRAP in the development of PAS 100 (the Publicly Available Standard for Composted Materials) and are exploring further avenues of collaboration with DEFRA, WRAP and other agencies in this area and are keen to work with government to make standards in these areas more visible. DTI will liaise with the BSI, WRAP and other interested organisations to take this recommendation forward. Two options that will be considered in the first instance are:

- Establishing short-term guidelines for the drafting of new standards to ensure that future standards do not create barriers. (More formal guidelines could be provided to standards developers, as has been done for other public policy areas, such as those for disability/the elderly);

- Carrying out a formal review of standards identified as presenting barriers, liaising with other government departments and WRAP.

**Recommendation 6:** ODPM should revise the building regulations to require, where there are new housing developments with more than 50 houses, that space is allocated within the development for easily accessible recycling activities. Similar requirements should be taken forward in Housing Corporation standards for new social housing schemes and NHBC standards for new private housing developments.

This recommendation has already been complied with, and exceeded. Part H of the Building Regulations makes requirements with regard to Drainage and Waste disposal. This Part of the Building Regulations was last revised in 2001, with amendments coming into force on 1 April 2002. The requirement in the Building Regulations that deals with Solid Waste Storage says that adequate provision shall be made for storage of solid waste and that adequate means of access shall be provided for people in the building to the place of storage and from the place of storage to the collection point.

The Approved Document to Part H gives guidance on ways in which this requirement may be met. It can be found on <http://www.safety.odpm.gov.uk/bregs/brpub/ad/ad-h/index02.htm> With regard to recycled waste the guidance says:

“For domestic developments space should be provided for storage of containers for separated waste (i.e. waste which can be recycled is stored separately from waste which cannot) and having a combined capacity of 0.25m<sup>3</sup> per dwelling or other such capacity as may be agreed by the waste collection authority. Where collections are less frequent than once a week, this allowance should be increased accordingly.”

Similar recommendations are made for both low rise and high-rise flats.

With regard to accessibility, the requirement for storage to be accessible applies to storage for all waste, whether recyclable or not.

Building work that is subject to the Building Regulations is subject to inspection by the local authority's building control department, or, at the election of the person carrying out the work, by an approved private sector building inspector. It is part of their role to ensure that the Requirements of the Regulations are met. Should there be any breach of the Regulations, their ultimate enforcement rests with the local authority.

The Building Regulations apply to all new buildings, and will apply equally to social housing schemes and private housing developments. The Building Regulations must be complied with, and there is thus no need to repeat these requirements in either the Housing Corporation Standards or the NHBC Standards. They also apply to developments regardless of the number of houses being built, and thus the revised Part H exceeds the recommendation that there should be provision for developments of more than 50 dwellings.

The Strategy Unit has noted that one of the reasons people give for not recycling is the lack of room in their homes to store separated material. Easing this difficulty could be done in a number of ways, such as better design of storage containers. The Government has no plans to alter the Building Regulations to provide for extra space for recyclables within homes. However, Defra will bear this potential barrier to recycling

in mind in the programmes that will be run through Defra's new sustainable waste delivery programme and WRAP, such as those to assist local authority recycling, and increase waste minimisation and public awareness.

**Recommendation 7:** OGC and other Departments should work through SPG and WRAP to finalise targets for the use of recycled materials by government. Departments should put in place a trained Green Procurement Officer (either combined with a finance officer's role, or as a separate post). Consideration should also be given to setting specific waste minimisation targets for office waste streams, for example, for office paper.

The Government accepts this recommendation in principle. As a purchaser of goods and services Government can provide a powerful incentive to the development of markets for recycled materials. Government can also take steps to reduce the amount of waste produced on the Government estate.

In November 2001, at the request of the Secretary of State for Defra, an interdepartmental Sustainable Procurement Group (SPG) was established to look at the scope to improve the way in which sustainable development considerations are incorporated into purchasing. Its remit is to consider how Government bodies can carry out the procurement of goods and services in a manner that supports the Government's policy and objectives for sustainable development. The group has taken into account relevant programmes and initiatives and liaised with bodies such as WRAP to tackle waste considerations in terms of sustainable procurement. The SPG will be reporting to Government this year. Specific types of procurement, such as the use of recycled materials will be covered in the Sustainable Procurement Group's recommendations to Government.

The SPG's recommendations are expected to inform the procurement section of the *Framework for Sustainable Development on the Government Estate*, which is the main vehicle for systematically assessing, managing, reporting and improving Government performance. This is expected to be completed by the end of 2003. Waste considerations will therefore be developed under the procurement and waste sections of the *Framework*.

Training and development of procurement officers will be reviewed under the procurement section of the Framework as part of improvements to the operational performance of the government estate.

**Recommendation 8:** ODPM and the LGA should consider setting voluntary environmental procurement targets for local authorities to encourage the purchase of more recycled goods and services, to minimise waste volumes and to encourage them to recycle more of their waste.

The Government accepts the need to improve the market for recycled materials using environmental procurement policies. The Government also accepts that local authorities, which have statutory targets to increase the amount of waste they recycle, have a direct interest in the development of these markets and can assist this development by purchasing products containing recycled material.

The Government's policy is to reduce the number of separate, uncoordinated targets central government sets for local government, and we are not convinced that setting voluntary targets for local authorities would be appropriate at this stage. However, we would encourage local authorities to establish environmental procurement policies and set their own targets.

The Government recognises that some of the barriers to increasing environmental procurement are the lack of knowledge about 'green products' and the laws and regulations surrounding their purchase. The Local Government Procurement Forum is developing a National Strategy to implement the recommendations of the Byatt Report, which reviewed local government procurement processes in England. The National Strategy will include sustainable procurement as part of its work, as well as the necessary means to promote it.

The Local Government Improvement and Development Agency (IDeA) is taking forward work on sustainable procurement, which includes the environmental and social impact of policies. This covers waste and recycling. IDeA will publish guidance for local authorities on Green Procurement by the end of May 2003, and WRAP is involved in promoting the benefits of environmental procurement policies to local authorities. The Government will encourage local authorities to use these sources of advice and support in developing sustainable procurement strategies.

**Recommendation 9:** Defra together with ODPM, the Audit Commission and WRAP should develop proposals for alternative indicators that incorporate success in reducing waste volumes. New targets for local authorities should then be set to reflect the SU reduction and recycling strategy. For example:

- New targets – combined waste minimisation and recycling targets for local authorities. Waste minimisation targets to be statutory;
- New targets – set local authority targets for roll out of home composting;
- New targets – higher national recycling targets; 35% by 2010; 45% by 2015 (Defra to consider making these statutory later);
- New targets – consider the option of replacing recycling targets with targets to reduce residual waste or a balanced scorecard.

Recommendation 9 has two facets: the development of new indicators to incorporate success in reducing waste, and setting new targets for local authorities to reflect a reduction and recycling strategy. The Government distinguishes between indicators and targets.

On indicators, the Government accepts the intent of this recommendation, which is to investigate the current waste Best Value Performance Indicators (BVPIs) and associated targets to ensure they provide the right incentive to authorities to deliver performance improvements against major priorities. Government recognises that, while increased recycling rates are desirable because they divert waste from final disposal, they are not a measure of the success of waste reduction efforts, and that ways must be found to increase efforts to reduce waste. However, the current measure of kilograms of household waste collected per head already allows local authorities and Government to determine whether waste is being reduced.

The Office of the Deputy Prime Minister reviews BVPIs every year, and the Government agrees that this year the BVPI's for waste should be reviewed to ensure they set the right incentives for local government to reduce waste. However, Government does not seek to increase the number of indicators, and to protect the value of longitudinal data we would only seek to change indicators where a strong case can be made.

The Strategy Unit has made a number of suggestions for new statutory targets for local authorities. The Government has set local authorities statutory recycling and composting targets for 2005/06 and we do not think it would be fair to change those targets now. However, we recognise that national recycling rates higher than the current targets are both possible and desirable. We will review in 2004 the national recycling targets in light of the progress made by local authorities in meeting their 2003/04 targets.

The Government also recognises that progress must be made to reduce waste. However, before considering setting waste reduction targets for local authorities, the Government will consider the levers local authorities have for reducing waste and whether a reduction target would be an effective means of encouraging waste reduction.

In setting targets for local authorities, the Government takes into account resource implications. It is Government policy that any additional costs to the local authorities arising from new initiatives such as targets must be fully funded, to avoid a burden being placed on the council tax payer.

**Recommendation 10:** Defra should continue to encourage the development of quality standards for compost, ensuring in particular that the needs of the customer are taken fully into account. These quality standards should inform Defra's position during any negotiations on an EU Bio-waste Directive.

The Government asked the Waste and Resources Action Programme (WRAP) to produce a comprehensive programme of standards for compost products, complete with support for implementation and monitoring during the start up phase. WRAP set out to convert the existing industry standard into the fast track version (Publicly Available Specification) of a full national British Standard. The first results of this work were launched in November 2002. The Composting Association, WRAP and BSI are considering options for certification schemes that will encourage producers to make the investment necessary to achieve the standard in their production process.

The EU Animal By-products Regulation will apply in the UK from 1 May, and rules relating to the composting of catering wastes will be introduced in the implementing legislation for the Regulation soon after. These regulations should set out the rules that will allow composting of catering waste to take place economically while fully protecting animal and public health.

The UK will contribute fully to the bio-waste component of the European Commission's 6th EAP Thematic Strategy on Soil. The European Commission proposals for a Bio-waste Directive are expected in the summer and the UK will ensure that WRAP is closely involved in consultation over this directive.

**Recommendation 11:** HM Treasury should consider an increase in the landfill tax to £35 per tonne for active waste in the medium term.

Budget 2003 confirmed that the standard rate of landfill tax will be increased by £3 per tonne in 2005/06, and by at least £3 per tonne in the years thereafter, on the way to a medium to long term rate of £35 per tonne.

**Recommendation 12:** Defra and DTI should review the case for a ban on the landfilling of recyclable products in 2006/07 and at the same time consider the case for a similar ban on incinerating recyclable products.

The Government would like to see increased utilisation of valuable resources which are currently wasted, rather than recycled, but many materials will only be recycled if there is demand for them. Developing sustainable markets for recyclable materials is therefore an important prerequisite to a ban – the Government does not want to create a new problem by requiring the long-term storage of recyclable materials for which markets have not been developed. WRAP was created to help develop these markets and the Government will continue to support WRAP's role in market development. We would prefer to avoid bans until other, more flexible options, have been exhausted. However, the Government will review progress in market development and recycling rates in 2006/07, and reconsider the case for banning disposal of recyclable products or materials then.

The Strategy Unit has specifically mentioned a ban on biodegradable material if the other instruments designed to meet Article 5 of the Landfill Directive are failing to make progress. The system of tradable landfill allowances being set up under the Waste and Emissions Trading Bill will progressively reduce the amount of biodegradable municipal waste being disposed of to landfill.

**Recommendation 13:** The Home Office/Lord Chancellor's Department should ensure that guidance directed to magistrates is sufficient to support more prosecutions for waste crimes. Strengthening the role of other deterrents to waste crimes, such as vehicle confiscation, driving licence removal, and more 'on the spot' fines, should also be considered.

The Government accepts this recommendation and the Home Office is already working with the Magistrates' Association and with District Judges regarding guidance on sentencing. Extensive material has been prepared and made available to all Magistrates and District Judges (Magistrates' Courts). This is available through the Magistrates' Association website. The Home Office will be checking the extent to which this material has been taken up and applied.

Later this year, the Sentencing Guidelines Council will be established by the Criminal Justice Bill and will take on the responsibility for guidelines for all offences. It will aim to publish a comprehensive set of guidelines with a significant tranche in April 2004. This is likely to pull together existing guidelines, including the Magistrates Association material. This Council will also be monitoring the impact of the guidelines and all courts will be obliged to take into account guidelines issued by the Council.

The Strategy Unit has recommended that other deterrents should be strengthened and the Government will investigate these alternatives. A range of powers already exist in relation to fly tipping but these could be strengthened and extended, in some cases, to local authorities.

See also the Government response to Annex C (Hazardous Waste) 3.

**Recommendation 14:** The case for an incineration tax should be kept under review. The purpose of raising the landfill tax is not to promote incineration at the expense of all other options, but rather to send a clear signal about landfill.

The Government has commissioned a review of the environmental and health effects of all waste disposal, and management options. It aims to report on the findings of this review later in the year. The case for using economic instruments will be considered in light of this work, and in consultation with other stakeholders.

**Recommendation 15:** An independent body should bring together the literature and evidence on the relative health and environmental effects of all the different waste management options; relative both to each other and to other activities affecting health and the environment.

The Government has commissioned a review of the environmental and health effects of all waste disposal, and management options. It aims to report on the findings of this review later in the year. The review will provide a rational side-by-side comparison of the impacts of different waste management options, which will inform Government policy, and assist local authorities and other relevant bodies in making waste management decisions.

**Recommendation 16:** WRAP should take forward four measures to reduce waste volumes through an extension of home composting; promotion of the reuse of nappies; joint initiatives with the major supermarkets to reduce packaging; and support for R&D.

**Recommendation 17:** WRAP should take forward two measures to increase recycling and composting through the provision of advice to local authorities on kerbside collection infrastructure and support for the expansion of markets in recyclable materials.

**Recommendation 18:** WRAP should promote education and awareness of waste issues through a programme of national and targeted local or issue-specific campaigns related to waste minimisation and recycling.

**Recommendation 20:** Defra and the Environment Agency should jointly draw up a data and research strategy for the next three years to identify and fill key data and analytical gaps.

**Recommendation 21:** Defra and DTI should take forward a programme of advice on and development of new technologies including pilots for more innovative waste management practices in partnership with industry and local authorities.

**Recommendation 28:** A delivery taskforce to fill the gap between national policy and local plans should be set up to work with delivery teams in Defra and local authorities. This taskforce should be staffed predominantly by experts with a proven track record in delivering waste management in local authorities, the waste industry and community groups, drawing on the expertise of the Environment Agency as required. The taskforce should also provide advice on contracting and set up a website of best practice advice and details approved waste consultants. Defra should work up criteria to ensure the most effective allocation of taskforce time.

These recommendations, along with investment in new waste infrastructure nationally, are a key part of the Strategy Unit's package of measures for meeting the targets set out in the EU Landfill Directive, the main focus of the Strategy Unit's report. They are designed to accelerate progress towards meeting the Landfill Directive targets and will form the basis of the new public expenditure programme, announced in last November's Pre Budget Report, as part of the reform of the Landfill Tax Credit Scheme. This allocated approximately £84/92/92m to sustainable waste management in England ((£100/110/110m to the UK as a whole) for the financial years 2003/04, 2004/05, and 2005/06.

Budget 2003 announced the principal components of the new sustainable waste delivery programme. In line with the Strategy Unit's recommendations above, the new programme will:

- Seek to help households reduce the amount of waste they produce;
- Increase access to doorstep collection of materials for recycling;
- Promote the development of new and viable waste management technologies; and
- Provide local authorities with the support they need to deliver best practice.

Defra and WRAP will deliver these recommended programmes through a new delivery structure comprising a Steering Group representing key interests (see recommendation 33) and a Programme Director (see recommendation 26) accountable to it for delivery of the programmes. A number of organisations, including the Environment Agency, will be key delivery agents for these programmes.

Brief information about these programmes is included below, but more detail about each of these programmes can be found in a series of fact sheets which are available on the Defra website. [www.defra.gov.uk](http://www.defra.gov.uk)

### Recommendation 16

WRAP will take forward a number of waste minimisation schemes, including:

- A home composting scheme to increase the number of households carrying out home composting and to promote the effectiveness of composting carried out.
- A scheme to promote re-use of nappies.
- An initiative with top retailers to reduce the amount of waste entering the waste stream from supermarket purchased products.
- An innovation fund aimed at identifying and developing innovative approaches to waste minimisation.

### Recommendation 17

WRAP will set up a kerbside task force (the Recycling and Organics Technical Advisory Team – ROTATE) to work with local authorities to help maximise the potential of kerbside collection for all materials, particularly biodegradable organics.

### Recommendation 18

Underpinning these activities, WRAP will implement an education and awareness programme. This will operate at both a national level, raising the general public's awareness of waste issues and the benefits of recycling, and at a local level, to support the ROTATE and waste minimisation initiatives outlined above.

### Recommendation 20

In conjunction with the Environment Agency, Defra will set up a programme to:

- deliver consistent and reliable information on waste streams;
- provide a sound evidence base for policy development, implementation, monitoring and evaluation; and
- develop a coherent dissemination process to ensure wider and more timely access to information.

### Recommendation 21

In conjunction with the Environment Agency, Defra will take forward four work programmes to promote the implementation of waste management technologies as an alternative to landfill.

## Recommendation 28

A new “Task Force”, designed to bridge the gap between central government policy making and action at a local level, will be established. The “Task Force” will comprise a Local Authority Support “Nerve Centre”, a team of regional advisors, and a pool of support specialists.

The Local Authority Support “Nerve Centre” will implement a number of programmes designed to assist local authorities with their recycling strategies, and ensure they are offered targeted assistance, underpinned by clear communications. Action at a local level will be delivered by a team of Regional Advisers, who will be able to offer face-to-face advice to local authorities. The Nerve Centre will coordinate a pool of specialists to provide targeted advice to local authorities on specific issues.

Alongside the Task Force, a Funding team will be responsible for the implementation of a number of programmes that deliver additional central government funding to local authorities, in order to develop the infrastructure required to meet their targets.

These teams will work closely with a number of other bodies, including the Environment Agency, who already provide guidance and advice to local authorities.

**Recommendation 19:** The role of Envirowise should be expanded so its coverage is extended to 20% of UK companies over the next two years.

Envirowise has been very successful in promoting greater resource efficiency, with cumulative annual savings to business of £210 million to date, and savings to expenditure in a ratio of about 10:1. The Government believes there remains considerable untapped potential for further environmental and financial gains. The Government is considering the case for additional expenditure, by analysing where spending might have the most impact in terms of increased efficiency, waste minimisation, and in business sectors where take-up so far has been low.

As part of considering the case for additional funding, the Government is looking at a range of options, which could be used to direct additional funds to Envirowise. One option was outlined in this year’s Budget, which announced that increases in the standard rate of landfill tax will be introduced in a way that is revenue neutral to business as a whole. Discussions with business and other stakeholder groups have indicated that there is broad support for a package of measures – in which Envirowise may have a role to play – including some tailored support to those sectors facing the greatest waste management challenges. The Government will pursue this through further development of options and further consultation with stakeholders. Decisions on a package of measures will be announced in the 2003 Pre-Budget Report.

**Recommendation 22:** The Challenge Fund should be retained with consideration given to opening up the fund to bids from the private sector, either independently or in partnership with local authorities to tackle municipal waste.

Consistent with its commitment to empowering local government, the Government has decided that the Waste Minimisation and Recycling Fund should be reformed into a local authority Waste Management Performance Fund in England. The new fund will provide non-ringfenced incentives for local government to deliver a step change in

sustainable waste performance for all households. Final decisions on the start date of the Performance Fund, and its operational details, will be announced following further consultation with local government stakeholders.

The Government does not accept the need, at this stage, for a similar fund for the private sector. The fund was designed to assist local authorities to meet their statutory recycling and composting targets. However, we would encourage local authorities to find ways to work with the private sector and the not-for-profit sector where mutually beneficial.

**Recommendation 23:** Defra should accelerate the current programme of work to improve delivery of Private Finance Initiative (PFI) waste projects.

The Government already has a programme in place to fulfil the requirements of this recommendation. A Waste PFI Delivery Panel was set up to accelerate the delivery of waste PFI projects after the perceived lack of progress that had been made in this area. We have already seen an increase in the number of projects coming forward in this sector. With representatives from Defra, the Public Private Partnership Programme (4Ps), WRAP, and HM Treasury, it has already demonstrated the commitment to constant improvement of deliverability in this sector.

The Panel acts as a focal point for discussion of waste PFI issues and has already had a strong role in increasing the number of potential projects being put forward to the healthy levels that we are currently seeing.

Two additional tools are being developed to enable a better system for delivery of PFI projects:

- A set of desktop guidance for the Defra assessors is almost complete. This guidance will enable a more efficient assessment of the incoming projects.
- Defra is contributing to the development of a waste PFI procurement toolkit, which is being developed primarily by the 4P's with WRAP and Partnerships UK. This toolkit is an important step in ensuring the deliverability of future waste PFI projects. Through the development of a guide that all local authorities can use, it will enable the initial delivery of projects of a higher standard, reduce the time taken for them to reach contract signature, and act as a guide and invaluable tool throughout the whole procurement process.

**Recommendation 24:** The Landfill Tax Credit Scheme should be reformed to adopt a more strategic approach to waste. This could be done by transferring around two-thirds of current funds into a public expenditure scheme to tackle priority areas for investment in waste management. One third of funds should remain under the current scheme.

The Government is committed to ensuring that sustainable alternatives to landfill are widely available. As announced in the 2002 Pre-Budget Report, the Landfill Tax Credit Scheme has been reformed, and a proportion of the funding for the scheme – £100 million in 2003/04 and £110 million in 2004/05 and 2005/06 (£84/92/92 for England) – redirected to public spending on a new sustainable waste delivery programme. See recommendations 16-18, 20, 21 and 28.

To minimise disruption to existing waste and recycling projects under the Landfill Tax Credit Scheme, and ensure that planned project work can be completed during the coming year, funding in 2003/04 includes transition funding for ongoing waste projects in 2003/04.

Beyond 2003/04, a successor tax credit scheme will maintain funding at current levels of around £47 million per year for local community environmental projects. Following discussion with stakeholders, the Government will introduce regulations by the summer to extend the scope of the scheme to include habitat creation projects on land that need not have public access, in order to support biodiversity. The Government will also continue work with Entrust, the regulator of the scheme, and other stakeholders to improve the scheme's operation. Administration of the scheme will be simplified through a reduction in the level of information required from projects and through the use of common systems wherever possible. Better information will be recorded on project funding and audit processes will be improved. The Government will also improve monitoring and evaluation of the scheme and develop measures of value for money. These changes will be finalised by the summer.

**Recommendation 25:** HMT, Defra and other government departments should consider how landfill tax revenue might best be redirected to incentivise investment in reduction, re-use and recycling.

Approximately 52% of revenue from landfill tax increases will be derived from local authorities and approximately 48% from business.

Budget 2003 confirmed that the increases in the landfill tax from 2005/06 will be introduced in a way that is revenue neutral to business as a whole. Decisions on how this will be done will be announced in this year's Pre Budget Report.

Decisions on how the increases will be made revenue neutral to local government will be announced following further discussions with local government stakeholders, and in relation to final decisions on the form of the Waste Management Performance Fund for local authority recycling and waste minimisation that will replace the existing Recycling Fund.

**Recommendation 26:** There should be a strengthening of waste policy-making, strategic planning, technical, legal and other services available to Defra. Defra should carry out a review to assess the scale of the resources required.

The Government is looking very carefully at the resources needed for waste policy-making, strategic planning, and technical and legal support. This needs to be considered in the context of overall resources available to Defra.

However, a new delivery team is being established to drive implementation of the sustainable waste delivery programme (see recommendations 16-21 and 28 above). The new team will work closely with Defra's policy team, although has a separate and specific remit to lead delivery of the new programme.

The delivery team will be headed by a Programme Director, recently appointed following an external recruitment exercise. The new Programme Director has a strong track record in project and programme management. A formal announcement of the appointment will be made shortly.

The Programme Director will be assisted by a Programme Office, which has been set up to provide programme management support. As recommended by the Strategy Unit, the new programme will be steered by an externally-chaired Committee, reporting to the Secretary of State for Environment, Food and Rural Affairs (see recommendation 33).

**Recommendation 27:** A review should be undertaken to assess the merits of focusing all waste policy in one Department.

The Government accepts the recommendation to review the merits of focusing all waste policy in one Department. The Cabinet Office will carry out the review, to be completed by the end of December 2003.

**Recommendation 29:** WRAP should be allocated additional funding to boost investment in waste reduction, re-use and recycling measures, as well as the development of recyclate markets.

In the short time since WRAP was established it has had considerable success in developing markets for recyclates, and provides a useful focal point for a number of waste related activities. The Government agrees that WRAP's role should be extended. The responses to recommendations 16, 17 and 18 set out our proposals for additional funds for new WRAP programmes. Government action on future markets for recyclable material is primarily focused on supporting WRAP's work and this will continue.

**Recommendation 30:** Defra/DTI, the Environmental Services Association, the Chartered Institution of Wastes Management and the CBI should set up a joint government-industry forum.

Government agrees that such a forum may be valuable, to achieve greater input from industry on the government waste strategy, provided that it is focused and action-oriented. The Government will consider the possible objectives and composition of such a forum, and discuss possibilities with industry groups. An announcement will be made by the autumn.

**Recommendation 31:** Defra and ODPM should carry out a joint review to establish whether further fiscal incentives are needed to encourage local authorities and tiers of authorities to work together more effectively.

The Government agrees that partnership working between Waste Disposal Authorities and Waste Collection Authorities is essential to achieve effective waste management in line with government objectives.

Government has announced its intention to include powers in the Waste and Emissions Trading Bill to require waste disposal authorities to produce joint municipal waste management strategies with the waste collection authorities in their areas. Strategies will not be obligatory where authorities can demonstrate sufficiently good performance. The Government has already included the power for Waste Disposal Authorities to require certain wastes to be delivered to them separate from other wastes, so that they can be recycled.

The Government has agreed pooled statutory waste management targets for six disposal authorities (and their 32 constituent collection authorities) in 2003/04 and for four disposal authorities (and their 16 constituent collection authorities) in 2005/06.

Defra and ODPM are considering whether further fiscal steps are needed to achieve effective joint working in addition to the measures already announced. In looking at these we will be taking account of the Government's agenda for freedoms and flexibilities for local government. Government will announce decisions in the autumn.

**Recommendation 32:** ODPM and Defra should discuss and revise PPG10 as a priority to ensure all required facilities for recycling and residual waste management can proceed.

The Government accepts this recommendation and plans have already been made to initiate the revision of PPG10 this year (2003/04). The Government recognises the need for the planning system to provide sufficient recycling, composting and waste management facilities to reduce significantly our reliance on landfill.

The Strategy Unit has said the revision should cover three points in particular:

- i) **Guidance on lessening health impacts of waste facilities:** The potential health effects of a proposed waste management facility will continue to be a legitimate planning consideration. However, further consideration will be given to the need for clearer guidance on the extent to which conditions to mitigate potential health effects should be a matter for the pollution control permit, rather than the planning permission. The Health Effects review being carried out (see recommendation 15) will inform this work.
- ii) **Guidance on the requirement to keep development plans up to date:** The revised guidance will explain the plan-making procedures to be introduced following enactment of the Planning and Compulsory Purchase Bill which is currently before Parliament. Proposals in the Bill would set statutory timescales for plan preparation and review.
- iii) **Reasons for turning down applications:** Local authorities are already required to give reasons for refusing a planning application, whether or not it is in conformity with the relevant development plan.

Regarding the recommendation that consideration should be given to designating specific sites in the local plan, paragraph 33 of PPG10 already advises that the identification of specific sites for development is the best way that the planning system can make provision for future waste management facilities. It makes it clear that if a Waste Planning Authority decides instead to identify either 'areas of search'

or set criteria against which planning applications will be determined, they must justify why such an approach has been followed. However, consideration will be given to the need to strengthen the existing advice.

**Recommendation 33:** A high level Steering Group, chaired by a senior external figure and reporting to the Secretary of State for the Environment, Food and Rural Affairs should be set up to drive forward the recommendations in this report.

The Government accepts this recommendation. Successfully implementing the activities identified in the new sustainable waste delivery programme requires close consideration of the organisational structure within Defra's waste divisions, and its capacity to achieve the objectives of this programme. The waste divisions are being restructured to include a new delivery team, headed by a Programme Director.

A Steering Committee is being established to provide senior-level leadership and strategic advice on the new sustainable waste delivery programme. The Steering Committee will report to the Secretary of State for Environment, Food and Rural Affairs.

The Steering Committee will take the form of a hybrid group, comprising a core of three members and a wider group of an additional six or seven. Once the Chairperson has been identified, possible members will be approached and invited to join the Committee.

**Recommendation 34:** ODPM and Defra should ensure that Best Value Indicators support waste reduction and recycling. There should be appropriate penalties and incentives for local authorities to meet waste targets. Options are:

- Make BVPIs for waste consistent with a reduce, reuse, recycling strategy.
- A performance reward grant that provides positive incentives.
- Fines levied on poor performers.
- High performing authorities or the waste industry to take over the waste management function in poor performing authorities.

The Government accepts the need to review BVPIs to ensure they support waste reduction and recycling (see recommendation 9), and this will be initiated this year.

Consistent with its commitment to empowering local government, the Government has decided that the Waste Minimisation and Recycling Fund should be reformed into a local authority Waste Management Performance Fund in England. The new fund will provide non-ringfenced incentives for local government to deliver a step change in sustainable waste performance for all households. Final decisions on the start date of the Performance Fund, and its operational details, will be announced following further consultation with local government stakeholders (see recommendation 22).

The Waste and Emissions Trading Bill will allow a system of tradable allowances to be set up; Waste Disposal Authorities (WDAs) will be allocated allowances that will determine the amounts of biodegradable municipal waste that a WDA can send to landfill each year. Exceeding these allowances may result in financial penalties being imposed on the WDA. This is an innovative way of meeting targets in the waste sector,

using an economic instrument, and its operation will be looked at closely. Although the Government does not have any immediate plans for further measures of this nature it will continue to bear this option in mind.

The Government has the power to intervene where a local authority is performing poorly, and can direct another body to take over the waste management function if this is required. The Government would seek to do this only in exceptional circumstances, and would exercise these powers in accordance with the Intervention Protocol that has been agreed with local government.

## Annex C (Hazardous Waste)

- 1) Ensure clear definition of all hazardous waste (including household) is developed and disseminated.

The Government is reviewing the 1996 Special Waste Regulations, which following consultation, will be replaced by Hazardous Waste Regulations later this year. The new regulations will include a clear definition of hazardous waste transposing the definition in the Hazardous Waste Directive and the expanded European Hazardous Waste List, which forms part of the European Waste Catalogue. The Government will consult widely on the regulations and their impact, both through the Hazardous Waste Forum, and directly with other stakeholders.

- 2) Assess existing and planned capacity for hazardous waste management.
- 4) Hazardous Waste Forum.

The Government has established a Hazardous Waste Forum comprising industry, regulators, NGOs and central and local government. One of the forum's key tasks will be to consider the existing and planned capacity for hazardous waste management, and to make recommendations within six months on the decisions that need to be made by all stakeholders. The Forum held its first meeting in February this year and has agreed its terms of reference, which are challenging. The Forum's work will be reviewed after 2 years. Details of the forums work can be found at <http://www.defra.gov.uk/environment/waste/hazforum/>

- 3) Assess the potential for fly-tipping in light of legislative requirements.

The Government accepts this recommendation, but recognises that there is also a need to assess the potential for fly tipping to increase for all wastes, not just hazardous wastes.

This will require data collection in a form which will enable the Government to compile an accurate baseline of current levels of fly tipping and to determine whether increases are actually taking place. At the moment, only anecdotal evidence exists. The Government has included a clause in the Anti-Social Behaviour Bill currently before Parliament, part of which will require data returns to be made by the Environment Agency and local authorities on the number and types of fly tipping incidents with which they have dealt in any specified period (most likely, annually). In practice, Defra envisages that this requirement may be satisfied by the Environment Agency

co-ordinating data returns from local authorities in a way which is both easy and low cost for the authorities concerned. If successful, this measure will allow Defra to report on national statistics for fly tipping.

Any increase in fly tipping must be managed better than it is being at the moment. The clause in the Anti-Social Behaviour Bill will, if successful, allow the Secretary of State to issue statutory directions to the Environment Agency and local authorities on the types of fly tipping incidents to which they should give priority. This will allow the Government to formalise the existing voluntary agreement and will mean that the Environment Agency will be responsible for dealing with the fly tipping of hazardous waste and local authorities will be responsible for dealing with the fly tipping of non-hazardous waste. To accompany this change, the Bill will also give local authorities the power to stop, search and seize vehicles they suspect of being used for fly tipping, and additional powers to investigate fly tipping incidents to help track those responsible for dumping the waste. The Government is still discussing with the Environment Agency how national co-ordination of fly tipping abatement work could be achieved.

## **Annex C (Commercial and Industrial Waste)**

### 1) Explore the potential for supporting the wider development of waste exchanges.

The Government supports the intent of this recommendation but is not convinced that the wider development of waste exchanges is the best way to increase waste awareness, change in-house practices, and divert more material away from waste disposal options. Data on the number of waste exchanges in existence are very limited but it appears that few have survived once financial support has been withdrawn. Many have operated as little more than spot exchanges with no long-term focus.

Waste exchanges can succeed if they are ruthless in rejecting waste for which there is no market and if they charge sufficient to companies offering waste to ensure that information supplied is relevant. To be profitable the owners need to create long-term solutions and cut out the middlemen. If the exchange is being subsidised by Government there is less incentive to be profitable, yet the exchange may find it difficult to reject unsuitable waste products.

Industrial Symbiosis projects track resource use within businesses and seek symbiotic benefits between participating businesses. The Government believes Industrial Symbiosis may be a better alternative to Waste Exchanges and we will investigate this option further. A national Industrial Symbiosis programme has been established at the Business Council for Sustainable Development in Birmingham.

### 2) Consider the value of mandatory environmental reporting.

The Government already requires its departments and their executive agencies to report, via the annual Sustainable Development in Government report, on the management of the significant environmental impacts of their estate, including where relevant, information relating to the management of their office waste. New targets for waste management for all departments are being developed as part of the framework for sustainable development on the Government Estate.

The Government has also produced guidelines to help organisations report on their waste and other environmental impacts. Well over half the FTSE 100 now report and recent research by KPMG suggests that in comparison with EU countries, the UK has one of the best records of reporting among its top 100 companies. We are continuing to encourage organisations to measure, manage and report on environmental performance.

The White Paper on Modernising Company Law published in July last year set out proposals for strengthening the statutory regime for company reporting which would require approximately 1,000 of the more economically significant companies to include information on environmental, social and community issues in a new Operating and Financial Review (OFR) where these issues are material to an understanding of the company's business. An independent group of experts has been appointed to establish guidance on how directors can assess whether an item is material to their company and hence whether it must be included in an OFR. They expect to produce guidance by the end of this year while the enabling legislation will be brought forward as soon as Parliamentary time permits.

### 3) Increase the role of Waste Minimisation Clubs.

The Government recognises the value of Waste Minimisation Clubs and will consider ways in which they, and their role, can be increased. This recommendation will be considered further once a decision is made on the expansion of Envirowise (see recommendation 19).

### 4) Consider the use of statutory targets for commercial and industrial waste. Consider increasing targets after 2005.

The Government accepts more should be done to reduce commercial and industrial waste entering landfill. For any form of target to be credible it must be measurable and based on reliable data. The Government believes current data are too weak to enable the introduction of targets on specific businesses or sectors other than those that already exist in, for example, the packaging Regulations that apply to all packaging waste entering the UK waste stream, and those in the ELV and WEEE Directives, which are currently being implemented in the UK.

The new data programme to be run by Defra, in conjunction with the Environment Agency (see recommendation 20), will address the issue of reliable data. The Government will consider the role of further targets in light of emerging data and the requirements of new directives. However, the Government would wish to explore voluntary arrangements as the first option (see recommendation 2).

Rec. No	Recommendation	Lead Department/Agency	Action	Date for completion/review
1	Allow local authorities to take forward incentive schemes to reduce waste and increase recycling	Defra and ODPM	Further work to investigate options, in cooperation with the LGA and other stakeholders	Review by 2004
2	Extend voluntary agreements with industry to reduce waste and increase the use of recycled materials and the recyclability of products	Defra	Voluntary agreement to increase recycling of waste consumer batteries Determine suitable options for voluntary agreements in household hazardous waste	July 2004 June 2004
3	Consider options for increasing incentives for re-use	Defra	Contribute to ACP Task Force considering reuse and minimisation of packaging and packaging waste Initiate study on potential for deposit refund schemes in the UK Work with WRAP and voluntary organisations to identify scope for encouraging reuse of products	Report to Minister October 2004 July 2003 Ongoing
4	Consider applying incentives, such as economic instruments, to encourage eco-products	HMT	Consider how the use of economic instruments can be extended to improve waste management	Ongoing review of Budget process
5	Assess what more can be done to promote use of secondary resources through BSI standards	DTI with WRAP, BSI	Continual review of standards as issues arise over secondary materials	Ongoing
6	Revise building regulations to require allocation of space in housing developments for accessible recycling activities	ODPM	Revise building regulations to include space for recycling containers in new housing developments	Complete
7	Finalise central government targets for the use of recycled materials. All Departments to have trained Green Procurement Officer	Defra	Decide on use of targets for recycled materials in Government procurement Complete waste section of the Framework for Sustainable Development on the Government Estate, including waste recycling and reduction targets where appropriate	Dec 2003 September 2003
8	Consider setting voluntary green procurement targets for local authorities	ODPM IDeA	Local Government Procurement Forum to include sustainable development in its national strategy IDeA Guidelines on Green Procurement for local government	2004 May 2003

Rec. No	Recommendation	Lead Department/Agency	Action	Date for completion/review
9	Develop proposals for alternative indicators that incorporate waste reduction, and set appropriate new targets e.g. combined waste minimisation and recycling targets; targets for home composting; higher national recycling targets; replace recycling targets with targets to reduce residual waste	Defra and ODPM	Review waste BVPIs to ensure they set the right incentives for local government to reduce waste Review national recycling and composting targets in light of progress by local authorities	Dec 2003 Dec 2004
10	Encourage development of quality standards for compost	Defra	Set regulations under the EU Animal By-products Regulation setting out rules for composting catering waste Continue to fund WRAP's work on compost standards development, building on BSI PAS 100 published in 2002 Consult with WRAP and other key stakeholders over EC Bio-waste Directive	May 2003 Ongoing August 2003
11	Raise landfill tax to £35 a tonne for active waste in the medium term	HMT	Raise landfill tax by £3 per tonne in 2005/06 and at least £3 per tonne each year thereafter up to £35 per tonne	Announced in Budget 2003
12	Review the case for a ban on landfill or incineration of recyclable products or materials	Defra	Review progress in market development and recycling rates in 2006/07 and reconsider the case for a ban on disposing of recyclable products or materials	2006/07
13	Ensure guidance to magistrates is sufficient to support more prosecutions for waste crimes. Consider strengthening deterrents	Home Office	Sentencing Guideline Council to publish comprehensive set of Guidelines on sentencing	First tranche April 2004
14	Keep incineration tax under review	HMT	Consider case for an incineration tax	Ongoing budget process
15	Independent report on health and environmental effects of all different waste management options relative to each other and other activities	Defra	Report on review of environmental and health effects of waste disposal, and management options	Autumn 2003

Rec. No	Recommendation	Lead Department/Agency	Action	Date for completion/review
16	Take forward programme of four waste reduction measures	Defra and WRAP	Initiate four programmes for waste minimisation	May 2003
17	Increase recycling and composting	Defra and WRAP	Initiate kerbside task force to help local authorities maximise potential for kerbside collection of recyclables	May 2003
18	Information campaign to support waste minimisation and recycling	Defra and WRAP	Initiate programme for education and awareness	May 2003
19	Extend role of Envirowise to cover 20% of UK companies over next two years	DTI and Defra	Decide whether to extend the role of Envirowise	Nov 2003
20	Draw up data and research strategy for the next three years	Defra and EA	Initiate programme for data and research	May 2003
21	Programme of development of new technologies or approaches, including pilots	Defra	Initiate programme for new technologies	May 2003
22	Retain Challenge Fund and consider opening up bids to private sector	Defra	Replace Challenge Fund with a non-ringfenced Performance Reward Fund – start date to be considered by Ministerial Group/DA Finalise details of Performance Reward Fund	Nov 2003 Nov 2003
23	Accelerate delivery of PFI waste projects	Defra	Working with WRAP and 4P's complete PFI procurement toolkit for local authorities Increase speed of delivery of PFI funding for waste projects	Sept 2003 Ongoing
24	Reform Landfill Tax Credit Scheme	HMT	Reform Landfill Tax Credit Scheme so that 2/3 is devoted to a programme that reflects a more strategic approach to waste Reform the successor tax credit scheme	Complete Summer 2003
25	Consider use of additional revenue from landfill tax to incentivise investment in reduction, re-use and recycling	HMT with OPDM and Defra	Consult on and decide how landfill tax will be recycled to business Consult on and decide how landfill tax will be recycled to local authorities	PBR 2003 PBR 2003

Rec. No	Recommendation	Lead Department/Agency	Action	Date for completion/review
26	Strengthen Defra waste policy/management function; assess resources required	Defra	Appoint programme director and new staff for waste delivery programme Consider the case for allocating extra resources to waste policy making	Summer 2003 Summer 2003
27	Assess the merits of focusing responsibility for waste policy in one department	Cabinet Office	Carry out a review of waste policy across Government and determine whether it should be centralised in one department	Dec 2003
28	Set up a multi-disciplinary operational task force to help local authorities	Defra	Initiate Local Authority Support Nerve Centre and Funding Team's	May 2003
29	Extend role of WRAP and allocate additional funding for waste minimisation, re-use, recycling and development of recycle markets	Defra	WRAP to be allocated additional funding under the new sustainable waste delivery programme	May 2003
30	Establish an industry forum	DTI	Determine whether a Government-industry forum would be a useful body to progress sustainable waste management	Nov 2003
31	Review whether further incentives are needed to encourage local authorities to work together more effectively	Defra and ODPM	Royal assent to the Waste and Emissions Trading Bill, which will include powers in respect of joint municipal waste management strategies and delivery of separated waste to disposal authorities Review of other incentives	Summer 2003 Nov 2003
32	Revise PPG10 as a priority to ensure the required facilities for recycling and residual waste management can proceed	ODPM	Consult on revision of PPG10 to ensure the planning system can deliver the required facilities for recycling, composting and waste management Publish revised Guidance (subject to outcome of consultation)	Spring 2004 Summer 2004
33	Set up a high level Steering Board to drive forward implementation of the strategy in this report	Defra	Set up Steering Board to provide leadership and advice to new sustainable waste delivery programme	June 2003

Rec. No	Recommendation	Lead Department/Agency	Action	Date for completion/review
34	Ensure Best Value Indicators support waste reduction and recycling. There should be appropriate penalties and incentives for LAs to meet waste targets	Defra and ODPM	Review waste BVPIs Finalise Performance Reward Grant, including start date Consultation on system of tradable allowances for biodegradable waste to landfill following passage of WET Bill Regulations completing parliamentary passage Initiate system of tradable allowances	Dec 2003 Nov 2003 Autumn 2003 Dec 2003 July 2004
Haz (1)	Ensure clear definition of hazardous waste (including household) is developed and disseminated	Defra	Finalise Special Waste Regulations	Dec 2003
Haz (2)	Assess existing and planned capacity for hazardous waste management	Defra	Hazardous Waste Forum to consider and report on capacity for hazardous waste management	Sep 2003
Haz (3)	Assess the potential for flytipping in light of legislative requirements	Defra	Gain Royal assent for the Anti-Social Behaviour Bill Establish system for data returns on fly tipping to enable national reporting	Dec 2003 March 2004
Haz (4)	Hazardous Waste Forum	Defra	Establish a Hazardous Waste Forum	Complete
C&I (1)	Explore the potential for supporting the wider development of waste exchanges	DTI	Investigate potential gains for waste reduction and reuse through Industrial Symbiosis	
C&I (2)	Consider the value of mandatory environmental reporting	Defra and DTI	Guidance to directors on how they can assess whether an item is material to their company and hence whether it must be included in an Operating and Financial Review Enabling legislation to require some companies to report where these issues are material to an understanding of the company's business	Dec 2003 As Parliamentary calendar allows
C&I (3)	Increase the role of waste minimisation clubs	DTI	Consider role of waste minimisation clubs	Following decision on funding of Envirowise
C&I (4)	Consider the use of statutory targets for commercial and industrial waste. Consider increasing targets after 2005.	DTI	Consider the role of targets in light of better data on commercial and industrial wastes	Ongoing



**PB8359**

**Nobel House  
17 Smith Square  
London SW1P 3JR**

**About Defra  
[www.defra.gov.uk](http://www.defra.gov.uk)**

