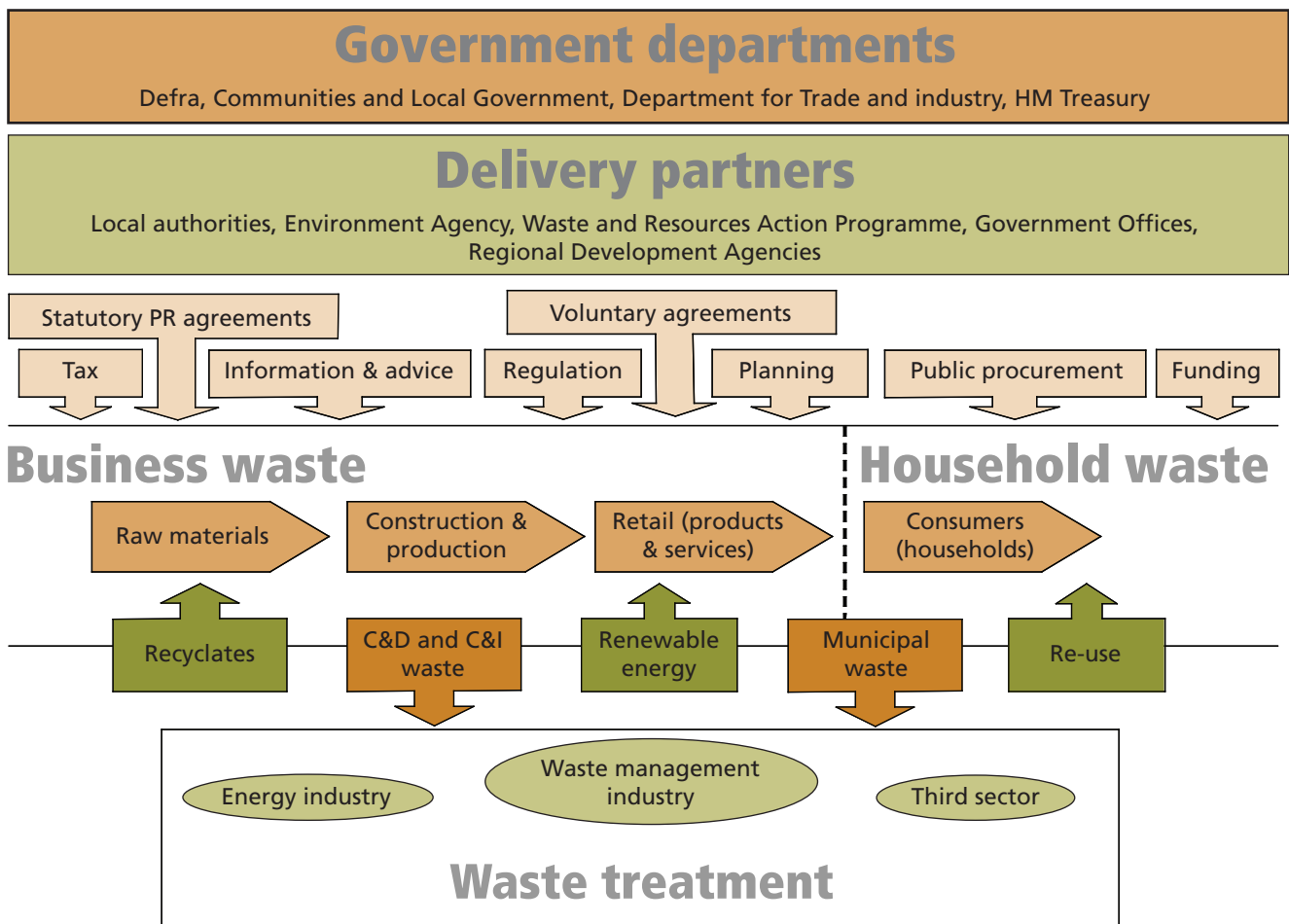


Delivery landscape

1. The delivery of waste policy is complex. Waste can contain any material and be in any product. Every individual and organisation produces waste and does so in a variety of situations and circumstances. The delivery landscape is inevitably complex too. Figure B.1 below illustrates the basic structure.

2. Successful delivery of Waste Strategy 2007 will require the active involvement, collaboration and commitment of all stakeholders. The Government, public and third sectors, business and industry and the public all have a role to play in moving us towards the goals of more sustainable waste management and improved resource efficiency and achieving our environmental objectives.

Figure B.1: Delivery landscape for waste



Source: Defra

Responsibility for delivering sustainable waste management in England

3. Below is a summary of the role of government bodies and other key delivery partners with responsibility for delivering sustainable waste management.

Government's role

4. Under the Waste Framework Directive the Government's main role is to take necessary measures to ensure that waste is recovered or disposed of without endangering human health and without using processes or methods which could harm the environment. The Department for Environment, Food and Rural Affairs (Defra) leads on the development and implementation of waste policy and the statutory framework. The department also leads on most waste negotiations at EU-level, although the responsibility for responding to some EU waste directives is split between Defra and the Department of Trade and Industry (DTI) as both departments have major interests. For example, DTI's lead on producer responsibility directives reflects its focus on businesses as producers of waste and its wider objectives on productivity and competitiveness. Similarly, Communities and Local Government (CLG) leads on planning for waste management facilities and waste from the extraction industries as part of its wider responsibility for planning policy. HM Treasury (HMT), CLG and Defra also have responsibility for adequately funding waste management. Essentially, Government's role in relation to waste is to:

- set the strategic and policy direction on waste management in England;
- provide the legislative framework;
- put in place the statutory framework and delivery structures, and contribute appropriately to the funding needed to deliver the outcomes we are seeking;
- disseminate information, raise awareness and provide clear leadership; and
- reduce its own waste arisings and increase recycling of its own waste, and improve its procurement performance (for example through procuring recycled goods).

The Environment Agency

5. The Environment Agency (EA) was set up under the Environment Act 1995, Section 4 defining its principal aim, to protect or enhance the environment, taken as a whole, as making the contribution that the Secretary of State for the Environment, Food and Rural Affairs (the Secretary of State) considers appropriate towards achieving sustainable development.

6. The EA is the regulatory body for most waste management activities in England, including the collection, treatment, recovery and disposal of wastes.

Its key roles include:

- protecting the environment and human health through a system of waste permitting, compliance assessment and monitoring and enforcement, targeting those activities that pose the greatest risks to the environment;
- championing modern regulatory approaches;
- tackling illegal waste activity, particularly the large scale dumping of waste and deliberate non-compliance with regulatory controls;

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- advising industry and commerce on regulatory requirements and promoting best practice;
- supporting local and central Government by providing data and information on waste management; and
- advising Government on waste management.

Waste and Resources Action Programme

7. The Waste and Resources Action Programme (WRAP) was established in 2001 as a not-for-profit company limited by guarantee by Defra's predecessor department, the DTI and the devolved administrations of Scotland, Wales and Northern Ireland.

8. WRAP is funded primarily by Defra through its Waste Implementation Programme (WIP), Business Resource Efficiency and Waste (BREW) programme and funding for its market development and aggregates work. Funding is also provided to WRAP by the devolved administrations.

9. Although WRAP was originally set up to be in the private sector, the Office of National Statistics (ONS) has concluded that WRAP should be classified as a non-profit institution in the private sector for the purposes of the the national accounts.

10. WRAP's remit includes the creation of new markets for recycled materials, work on waste minimisation, the provision of advisory services on recycling best practice for local authorities and influencing public behaviour by programmes of communication at local and national level.

11. WRAP's third Business Plan¹ sets out WRAP's approach to contributing to the UK's environmental targets. It outlines the following three key objectives to be delivered by March 2008:

- to cause the recycling or removal from the waste stream of at least 3 million additional tonnes of materials;
- to increase the level of public participation in recycling by adding at least 4 million additional 'committed recyclers', an increase equivalent to 10% of the adult population in England; and
- to reduce the amount of food thrown away by consumers and ensure that more of it is collected for composting and recycling.

12. WRAP has seven programmes to help deliver these and other objectives.²

Regional bodies

13. Regional planning bodies have principal responsibility for the preparation of regional spatial strategies (RSS) and their waste management content. In London the Mayor is responsible for strategic planning and the preparation of the 'London Plan'. Regional planning bodies are expected to work alongside their constituent planning authorities to develop a realistic and responsible approach to future waste management in their regions (see PPS10).³ The regional planning body is supported by a broadly-based regional technical advisory body (RTAB) which provides advice on the preparation of the strategy for waste management in the RSS and its implementation.

¹ See www.wrap.org.uk for further information.

² These are construction, manufacturing, organics, retail, behavioural change, business growth and local authority support.

³ CLG, Planning Policy Statement 10: Planning for Sustainable Waste Management, July 2005. See <http://www.CLG.gov.uk/index.asp?id=1501865> for further information.

14. The Government Office Network assists with the delivery of a range of government services and programmes. In the waste area, Government Offices bring together key regional stakeholders, influencing what they do to meet the Government's waste strategy, and interpreting and explaining the Government's policies. They work with local authorities to ensure that performance and Landfill Allowance Trading Scheme (LATS) targets are met, especially with those authorities who may have difficulty in meeting them. Government Offices also have a key role in ensuring that RSS and supporting documents meet PPS10 requirements.

Local authorities

15. Local authorities are independent and autonomous bodies answerable to the local electorate as well as to central government. They have a wide range of responsibilities that relate to waste. Their main responsibilities are to act as:

- waste collection authorities (WCAs) who have a duty to arrange for the collection of waste from each household in their areas on a regular basis. These authorities must also collect, if requested, commercial wastes. They may charge for this service. They may also collect industrial wastes, if requested. These services can be carried out by an authority's own workforce, or by contractors acting on an authority's behalf. WCAs are also responsible for enforcement of fly-tipping offences, the vast majority of which consist of household waste and are committed by householders and small businesses/traders;
- waste disposal authorities who are responsible for managing the waste that is collected by waste collection authorities, including providing waste management and civic amenity facilities. In practice, most waste disposal facilities are privately owned. Waste disposal authorities are responsible for developing strategies to manage the municipal waste in their area and for meeting the targets to divert biodegradable municipal waste from landfill under the LATS;
- waste planning authorities who are responsible for identifying suitable site opportunities for waste treatment or disposal installations in local development documents and determine most waste planning applications; and
- unitary authorities, who normally combine waste collection, waste disposal and waste planning rules in a single local authority.

Business Resource Efficiency and Waste (BREW) Programme Delivery Partners

16. The Business Resource Efficiency and Waste Programme (BREW) has been working between 2005 and 2008 to return £284 million of landfill tax escalator receipts back to business through the provision of direct support and advice to business regarding resource efficiency and diverting waste from landfill. It accomplishes this through funding a number of delivery bodies:

- **The Environment Agency** receives BREW funding towards its work on the NetRegs website, anti fly-tipping and waste carrier registration, and developing protocols for waste;
- **WRAP** runs a range of projects that receive BREW funding, which include small and medium-sized enterprises (SMEs) waste collection pilots, market development for business wastes, capital support for recycling infrastructure and business development in the recycling sector;

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- **Envirowise** is funded to help businesses become more resource efficient through advice and direct support, which includes setting up resource efficiency clubs and developing training for businesses;
- the **Regional Development Agencies** carry out a combination of regional coordination activities, in order to minimise duplication of work between different delivery bodies on a regional level, and regionally specific projects;
- **National Industrial Symbiosis Programme** brings together companies from all business sectors with the aim of improving cross-industry resource efficiency by exchanging materials, energy and water and saving assets, logistics and expertise;
- **Market Transformation Programme** supports Defra, other government departments and their agencies to implement policies on sustainable products, and to develop a commonly owned product policy evidence base, product policy action plans and to implement the plans;
- **DTI Technology Programme** receives some funding for collaborative research and development on commercial and industrial waste issues;
- **The Carbon Trust** is funded to help businesses to make carbon savings;
- **Royal Society of Wildlife Trusts** administers the Business Re-use Fund, which provides competitive grants to build third sector capacity in providing re-use services to businesses; and
- **Strategic Supply Chain Group**, which promotes sustainability in UK businesses through encouraging businesses to embed sustainable procurement in their supply chains.

17. BREW also funds a number of small **pilot projects**, which include work on a strategic approach to construction waste and the development of a diagnostic tool for Business Link advisors to use to help direct businesses to other bodies that can help them.

18. As a holistic programme, BREW works to provide closer working between the delivery bodies, ensuring that there is greater coherence through a regular joint Coherence Group, with specialist sub-groups on areas of particular interest (e.g. construction and retail). This helps to ensure that the programme delivers as much value as possible for the money invested.

19. The Comprehensive Spending Review is considering the future, scale and nature of the BREW programme beyond 2007–08, the outcome of which will be announced in summer 2007.

The decision-making framework

Introduction

20. The Government believes that waste management needs to be seen as an integral part of the economy and viewed as a whole with sustainable consumption and production. EU policy in the thematic strategies for waste prevention and recycling and sustainable consumption and production reflects this by encouraging the use of life cycle thinking in decision-making to avoid solving one problem and creating another. The Government introduced life cycle thinking in waste management in Waste Strategy 2000 and has, through its Waste Implementation Programme, supported the development of new software for waste managers.

21. The Government believes that the most effective waste management decisions can be taken by adopting an integrated approach to waste management. Integrated waste management can be considered to be a number of key elements working in concert, in particular:

- **recognising each step in the waste management process as part of a whole** – using life cycle thinking so that decisions take account of the collection, transport, sorting, processing and recovery or disposal of wastes; and in the case of recovery, the end uses or markets for the resulting materials and energy;
- **involvement of all key players** – an integrated approach to waste management should also define the contributions which all interested parties (which might include waste producers and managers, waste reprocessors, waste regulators, waste management planners, community groups, consumers and householders, and government) can make in the development and achievement of common goals and objectives;
- **a mixture of waste management options** – those planning the management of significant quantities of various wastes should avoid over-reliance on a single waste management option; and
- **formal and informal partnerships** – especially between those organisations with responsibilities for managing waste that they generate or that arises in their areas. In particular this means Waste Collection and Waste Disposal Authorities within a particular area. Local authorities within a region will also need to take a collective view of the more strategic regional implications of their various policies towards waste management issues.

Objectives

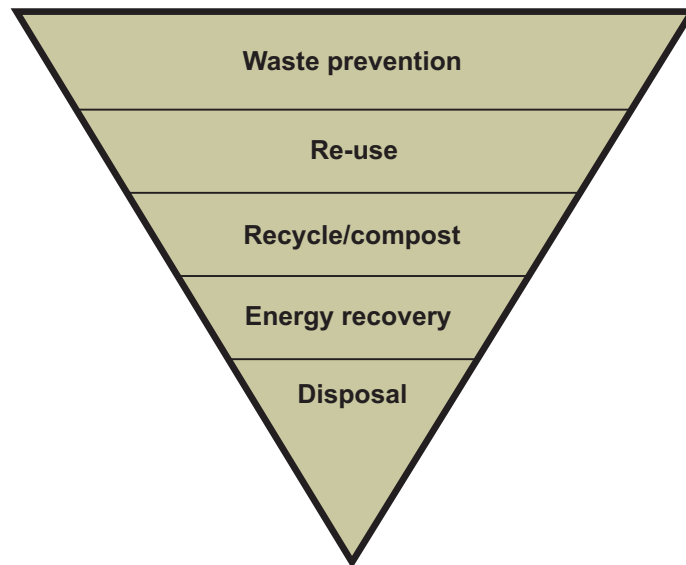
22. The objectives underlying waste management decisions should be:

- to reduce the environmental impact of waste generally by moving waste management up the waste hierarchy (see Figure B.2 below). The hierarchy is a good general guide to reducing the environmental impacts of our waste but should not be seen as prescriptive; and
- to manage waste in ways that protect human health and the environment and in particular:
 - without risk to water, air, soil and plants and animals;
 - without causing a nuisance through noise or odours;

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- o without adversely affecting the countryside or places of special interest; and
- o disposing of waste at the nearest appropriate installation, by means of the most appropriate methods and technologies.

Figure B.2: Waste Hierarchy



- The most effective environmental solution is often to reduce the generation of waste – *prevention*
- products and materials can sometimes be used again, for the same or a different purpose – *re-use*
- resources can often be recovered from waste – *recycle or compost*
- value can also be recovered by generating energy from waste – *energy recovery*
- only if none of the above offer an appropriate solution should waste be disposed of – *disposal*.

23. Waste decision-making should be based on the following principles:

- individuals, communities and organisations should take responsibility for their waste;
- in taking decisions there should be consideration of alternative options in a systematic way;
- effective community engagement should be an important and integral part of the decision-making progress;
- the environmental impacts for possible options should be assessed looking at both the long and short term; and
- decisions should seek to deliver the environmental outcomes that do most to meet the objectives outlined (in paragraph 21) above, taking account of what is feasible and what is an acceptable cost.

The precautionary principle

Any integrated waste management system must make allowance for the precautionary principle, which states that where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing cost-effective measures to prevent environmental degradation.

Decision-making tools

24. Life cycle thinking means decision-makers should, as far as possible, take environmental impacts into account across the life cycle of products and processes when making decisions. These should be based on robust evidence as far as available.

25. The Government, with the Environment Agency, developed one of the first life cycle tools for municipal waste management, WISARD. The Environment Agency developed and improved the software and the underlying data and produced new, improved life cycle software, WRATE.⁴ This has been designed specifically for waste managers and has data collected by the Environment Agency on proven and novel waste management processes.

26. WRATE is a useful aid to making more sustainable decisions for municipal waste management – it does not make decisions. There are also several tools other than life cycle software, many of them developed by Defra's Waste Implementation Programme, which can be used, alongside tools such as WRATE, to support decision-making for municipal waste management.

Land Use Planning

27. The Town and Country Planning system regulates the development and use of land in the public interest, and has an important role to play in achieving sustainable waste management. It needs to be ready to deal with the challenges in the new Waste Strategy through national and regional planning guidance, policies contained in development plans, consideration of individual planning applications, and underpinning research and monitoring.

Spatial Planning

28. Planning Policy Statement 10: Planning for sustainable waste management (PPS10)⁵ sets out how these objectives and decision-making principles will be applied through the plan-led system. In particular, the Regional Spatial Strategies, the Spatial Development Strategy for London and Local Development Documents should implement the key planning objectives in PPS10 and will undergo a Sustainability Appraisal (SA). SA is an iterative process that identifies and reports on the likely significant effects of the plan and the extent to which implementation of the plan will achieve the social, environmental and economic objectives by which sustainable development can be defined. SA for waste is covered in PPS10 and its accompanying practice guide⁶ which was published in June 2006.

⁴ Further information is available at http://www.environment-agency.gov.uk/wtd/1396237/?version=1&lang=_e

⁵ CLG, Planning Policy Statement 10: Planning for Sustainable Waste Management, July 2005. See <http://www.communities.gov.uk/index.asp?id=1501865> for further information.

⁶ CLG, Planning for Sustainable Waste Management: Companion Guide to Planning Policy Statement 10, July 2006. See <http://www.communities.gov.uk/index.asp?id=1500757> for further information.

Municipal Waste Management Strategies

29. Guidance on Municipal Waste Management Strategies sets out how the objectives and principles above should be dealt with by waste collection and waste disposal authorities in preparing their strategies. As a minimum, the strategy should undergo a Strategic Environmental Assessment (SEA). Authorities should also undertake a thorough evaluation of environmental, social and economic factors. Authorities may therefore wish to consider undertaking a wider SA which will fulfil the requirements of SEA.

Specific wastes and technologies

30. Decisions on techniques used for dealing with specific wastes are also important in meeting our waste management objectives. These decisions need to help deliver our objectives of moving waste treatment 'up the hierarchy', reducing the environmental impact and protecting human health. Decision-makers should have these objectives in mind and appraise the overall environmental impacts of alternative techniques, taking account of the feasibility and cost of such techniques. The European Waste Framework Directive requires us to take account of the best available technology not involving excessive costs in establishing an adequate network of disposal facilities.

31. This approach will guide the Environment Agency in its decisions on permitting of waste management and other facilities and in our policy on specific hazardous wastes. For those waste treatment activities which are subject to the requirements of the Directive on Integrated Pollution Prevention and Control (IPPC), permits for their operation have to contain emission limits and other conditions based on the application of best available techniques (BAT) for the activity sector – a consideration which takes into account the benefits and the costs of the techniques.

Waste regulation and licensing

32. Information on the regulations and licensing framework for waste management facilities can be found on the Defra website at <http://www.defra.gov.uk/environment/waste/management/index.htm>. Information on the operation of the regulatory system by the Environment Agency can be found on the website at <http://www.environment-agency.gov.uk/subjects/waste/>

