

Senior Officials Meeting on the 3R Initiative

Questionnaire on 3Rs' strategies and activities

As announced earlier, the Senior Officials Meeting on the 3R Initiative will be held from 6 March to 8 March 2006 in Tokyo, Japan. During the meeting, two working groups will be held in parallel in the afternoon of Day 1 (6 March) and Day 2 (7 March) to discuss the promotion of the 3Rs (Reduce, Reuse, and Recycle).

The two working groups will respectively discuss: (1) promotion of the 3Rs at the *national level*, and (2) promotion of the 3Rs at the *international level* (e.g., international flow of recyclable resources and remanufactured goods). Both working groups will cover the following policy issues related to the promotion and implementation of the 3Rs: (a) cooperation between developed and developing countries, (b) cooperation among stakeholders, and (c) promotion of science and technology.

As stated in the letter from the Task Force for the 3R Initiative, we sent you this questionnaire to reflect your input on the issue paper for the meeting. Also, the result of the survey will be publicly reported later.

Please provide information relative to as many of the items as possible and send it prior to 23 January 2006 by e-mail to 3R@env.go.jp or by fax to +81-3-3593-8262.

1. 3Rs policy and strategy update

At the Ministerial Conference on the 3Rs in April 2005, participating countries reported their 3Rs policy and strategies in the form of the 3Rs portfolio. Please provide us with updated information on the major developments of national and international strategies, policies and activities on the 3Rs of your country since the Ministerial Conference on the 3Rs (April 2005).

- Inclusion of Sustainable Consumption and Production (SCP) as one of the four key priorities in the new **UK Sustainable Development Strategy**. This sets out our strategy to progress sustainable consumption and production including action on all aspects of the 3Rs such as products, production, eco-design, consumption, innovation, business partnerships and waste (March 2005).
- Review of the **EU Sustainable Development Strategy** (December 2005) has commitments on SCP, including a pledge to develop an **EU SCP Action Plan** by 2007.
- UK-led **International Task Force for Sustainable Products** (set-up in September 2005 under the UN 'Marrakech Process') provides a new forum for discussion and collaborative work to –
 - Raise awareness of product policy as a means of achieving international development and environmental objectives;
 - Seek common priorities and opportunities for practical co-operation in encouraging more innovation on product eco-design;
 - Encourage national policy measures to promote innovation and fair competition to improve the environmental performance of products;
 - Construct and establish practical co-operative projects with Task Force members and other international bodies, companies and research centres;
 - Monitor and report progress, feeding in results into the G8, UN Commission for Sustainable Development (CSD), and UN Marrakech Process.
- The European Commission published a proposed **Thematic Strategy on the Prevention and Recycling of Waste** in December 2005. The Strategy's key objective is to make Europe a recycling society that seeks to prevent waste and, where waste cannot be prevented, uses it as a resource. It includes a package of measures including amendments to the EU Waste Framework Directive.
- **Waste Strategy 2000** England and Wales which sets out the 20 year waste strategy is currently undergoing a planned review to reflect on existing policies and delivery mechanisms, including those arising from the Government's response to the recommendations made in the Prime Minister's Strategy Unit report on waste (Waste not Want not), and to evaluate progress to date on outcomes. The aim is to consider the new challenges since the Strategy was published. Key issues will include a closer integration in policy between waste and the Sustainable Consumption and Production (SCP) agenda, the optimum framework of targets for recycling and composting and

integrating our approach to municipal and non municipal waste streams. Public consultation on a draft revised Waste Strategy in England and Wales was launched on 14 February 2006 with the final version expected to be adopted in autumn 2006. Further information can be found at:

<http://www.defra.gov.uk/corporate/consult/wastestratereview/index.htm>

- The Waste Strategies for other parts of the UK are being similarly reviewed. Northern Ireland has recently undertaken a public consultation on a draft Strategy and one is also planned in Scotland.
- Article 5(2) of the **EC Landfill Directive** requires the UK to reduce the amount of biodegradable municipal waste it sends to landfill so as to prevent or reduce as far as possible the negative effects (of landfilling waste) on the environment and human health. In the UK, by 2010, biodegradable municipal waste going to landfill must be 75 per cent of the amount produced in 1995; by 2013 this is reduced to 50 per cent and by 2020 to 35 per cent.
- To achieve these demanding targets Government has set each local authority in England **Statutory Performance Standards** for recycling and composting of household waste for 2003/04 and 2005/06. In addition, the Household Waste Recycling Act 2003 requires waste collection authorities – subject to certain exemptions - to provide a kerbside collection service of at least two recyclable materials by 2010.
- In April 2005, the government introduced the **Landfill Allowance Trading Scheme (LATS)** to help local authorities achieve landfill diversion targets in the most flexible and cost-effective way. LATS is the principal driver of local authorities waste performance. The basis of the scheme is the allocation of tradable landfill allowances to each waste disposal authority, which will set a limit on the amount of biodegradable waste that can be sent to landfill in each year of the scheme until 2020. Waste disposal authorities can choose to either landfill in line with their allowances or to alter their diversion profile to meet their local circumstances, for example, by saving unused allowances for the following year (bank) or by bringing forward up to 5% of their following year's allocation (borrow).
- **National Waste Minimisation and Recycling Fund (NWMRF)** – final year of programme of direct grant funding for local authorities in England and Wales to introduce or expand sustainable waste management schemes. Approximately £300m allocated to projects over the lifetime of the fund. Local authorities bid competitively for support for the introduction or expansion of collection and processing infrastructure with projects ranging from the introduction of kerbside collections of dry recyclables, garden and kitchen waste, development and improvement of Household Waste Recycling Centres and bring sites as well as Materials Reclamation Facilities and composting facilities. To date it is estimated that the fund has enabled approximately 15.4 million additional recycling containers and 650 additional collection vehicles to be procured and has enabled an extra 2.2 million tonnes of waste to be

recycled/composted.^{1*}

- **Waste Performance and Efficiency Grant (WPEG)**

This Grant which has run in parallel to the NWMRF in 2005/06 will replace it completely from 2006/07. The objectives of this grant are broadly similar to those of the NWMRF, however, this grant is an unringfenced, formula based allocation that is paid to all local authorities in England. The Government intends local authorities to use the grant to support further sustainable waste management objectives and to help meet their landfill diversion and recycling targets. The budget for the WPEG is £40m in 2005/06 rising to £105m in 2006/07 and £110m in 2007/08.

2. Domestic 3R activities

2.1 Good practices on 3Rs

We are going to develop a showcase of the successful activities on the 3Rs, including those of the national level, the municipality level, industry, and NGOs/NPOs. Please fill out the EXCEL sheet attached to this e-mail with your good practices on the 3Rs. (Note: If you have already provided us with substantial information on good practices on the 3Rs in the form of the 3Rs portfolio in the Ministerial Conference, please provide us more detailed information on a few of the most successful cases in your country.)

National Initiative (carried out at the municipality level)

Encouraging householders to recycle

In 2005/06, £3.5 million of Defra's WPEG (see section 1) was set aside for over 50 of Defra's household incentive pilot-schemes. The schemes are designed by local authorities and their partners to trial positive incentives to encourage people to reduce their waste and re-use, recycle or compost more. The schemes are taking place across a number of different areas of the country and in different types of local authority - targeting both individual householders and the wider local community. Schemes that are designed to increase the number of households participating in re-use, recycling or composting, to increase the amount of materials re-used, recycled or composted, or to reduce the amount of waste being produced, were considered for funding. By testing the effectiveness of a variety of approaches in different circumstances, the results of the pilot study will provide an evidence base for future policy in this area and for guidance to local authorities on best practice in this area. Further information on the projects can be found at: <http://www.defra.gov.uk/environment/waste/localauth/encourage.htm>

Municipality Level Activity

In 2004/05, householders in **St. Edmundsbury Borough Council** recycled or composted over 50

¹ Figures for tonnage, containers and vehicles are based on data supplied to Defra by those Local Authorities that reported a figure.

per cent of their waste. Behind the Council's success has been the three-bin recycling scheme, widespread promotion and strong partnership working.

St Edmundsbury's (alternate week) three-bin system involves the collection of recycled items from two bins (compostable materials and dry recyclables such as paper, plastic and cans) one week with the rest of the rubbish (such as food, pet waste and disposable nappies) the next week. The garden waste and vegetable peelings are composted and turned into soil improver which is sold to individuals and organisations such as landscaping companies. The dry recyclables are sorted at a materials recycling facility, sold on the global market and turned into items such as newspapers, traffic cones, fleeces, street signs and park benches. The Council has also invested in extensive promotion of the scheme and more generally in educational campaigns on recycling.

St Edmundsbury is part of the Suffolk Recycling Consortium, a partnership of six Suffolk district and borough councils and Viridor Waste Management (St.Edmundsbury Borough Council is a waste collection authority and one of six districts within Suffolk County Council – the waste disposal authority). In 1998, the partnership had a vision of 60% recycling by 2010 and by 2005 some members are already achieving a rate of 50%. Through effective partnership working the Consortium has enabled a major investment to be made at the principal recycling plant in the region which has ensured a significant increase in the total amount of material recycled and an impressive in-vessel composting facility capable of taking vast amounts of green waste and food waste.

St Edmundsbury's current recycling rate compares to its rate in 2000/1 of 26% and an average, in 2004/05) across the country of around 23%.

2.2 3Rs and governance

To promote the 3Rs, it is necessary to develop a governance system that responds to different situations and conditions of each country. Are there any specific issues relating to institutional arrangements for the implementation of the 3Rs and environmentally-sound management of waste? For example, please explain the different roles of stakeholders in the promotion of the 3Rs, such as how to position the informal sector that is engaged in recycling and recovering activities under the context of national 3Rs policies.

In England, local authorities are responsible for planning of facilities to deal with waste arising in their area and for producing Municipal Waste Management Strategies which set out the policy aims and objectives. Regional Spatial Strategies, prepared by nine regional assemblies in England, should set out the quantities of waste dealt with and give an indication of the types and numbers of facilities needed to deal with that waste. Therefore much of the responsibility for promoting the 3Rs lies at local government level, with their policies reflecting those set at national level.

The UK community waste and recycling sector comprises between 850 and 1000 organisations. It is estimated that community waste projects now provide kerbside recycling services to more than 2 million UK households. In general local authorities will contract out specific recycling services to a community organisation. In this way, the community sector plays a vital role, pioneering highly innovative approaches such as source-separated recycling/collection, helping to raise the general public's awareness of sustainable waste management issues, and providing opportunities for greater social inclusion through employment and training programmes to get people into work. The Community Sector Support Programme is run through the Government's Waste Implementation Programme, and it is currently delivering a package of support measures and £4 million in funding to the community sector up until March 2006

Defra has recently completed a study looking at the role of the community sector in achieving waste management objectives in the UK. Follow up work will consider at the barriers to the sector's greater involvement with local authorities in achieving these objectives.

The **Waste and Resources Action Programme (WRAP)**, aims to accelerate resource efficiency by creating efficient markets for recycled materials and products, while removing barriers to waste minimisation, re-use and recycling. This Government-funded programme has examined the area of market development for recyclables to promote reuse and recycling of the specific materials of glass, wood, paper, organics, and plastics. WRAP received £10m in 2005/06 for work on these material streams. In 2002 this work was expanded to include aggregates. WRAP recently expanded this work to batteries, tyres and plasterboard for the benefit of business resource efficiency.

As part of the Waste Implementation Programme work WRAP also run the national campaign, which promotes household recycling. The "Recycle now" campaign aims to increase the number of committed recyclers from 45% to 55% of the population by March 2006. This work is complemented by WRAP's local communication programme, which works with local authorities to deliver more targeted regional campaigns to promote recycling and promote best practice in kerbside collection. Further information on the work of WRAP can be found at: <http://www.wrap.org.uk/>

2.3 3Rs and environmentally-sound management of industrial waste

Since economic development tends to cause an increase in the amount of industrial waste generation, environmentally-sound management of industrial waste is essential to promote the 3Rs. To decouple economic development and industrial waste generation, what kind of role is expected for the industrial waste emitter, national and local governments, including municipalities? Also, please give us your views on how to share the responsibilities of construction and operation of landfill as final disposal sites among the stakeholders?

The UK's Portfolio for the Ministerial Conference on the 3Rs outlined our key initiatives in this area, including the landfill tax and aggregates levy, the National Industrial Symbiosis Programme, BREW (see update below) and the Carbon Trust.

Business Resource Efficiency and Waste (BREW) Programme

This £284 million Government programme, which started in April 2005, supports a number of programmes to improve business waste minimisation and resource efficiency. These will generally be delivered through the expansion of existing bodies and programmes. Further information on BREW funded programmes can be found at:

<http://www.defra.gov.uk/environment/waste/brew/factsheets.htm>

3. International 3R policy and strategy

At the Ministerial Conference on the 3R Initiative, it was observed that the international flow of (i) goods and materials for recycling and manufacturing, and (ii) recycled and remanufactured products (hereinafter “recyclable resources and remanufactured goods”) may contribute to the efficient use of resources and the prevention of environmental pollution if proper mechanisms are in place. It may promote sustainable consumption and production affecting not only the environment but also economic development and job creation. At the same time, it was noted that for many countries the first priority should be placed on minimising the wastes within the country in which the wastes are generated. Participants at the Ministerial Conference expressed the view that transboundary movement of wastes should take place only when safe and appropriate use and environmentally-sound management are possible in the receiving country.

3.1 Situation of transboundary movement of recyclable resources and remanufactured goods

Regarding the transboundary movement of recyclable resources and remanufactured goods, what are the major recyclable resources observed in exports from and imports to your country? Are there any specific problems in relation to exports and imports of these recyclable resources and remanufactured goods? What are the major reasons for the problems?

Trends

Reliable data is generally only held on imports and exports that are notified in accordance with the Basel Convention and the EC Waste Shipment Regulation. The most significant groupings of wastes exported from England and Wales for recovery are post consumer goods (e.g. fridges and CRT containing equipment) and secondary metals. Neither of these recycling industries is significantly represented in the UK, although that picture is changing with the recent development of treatment plant for WEEE and fridges. The main grouping of wastes imported into England and Wales for recovery are wastes that are used as fuels, such as solvents and recovered fuel oil.

It is known that a significant quantify of non-hazardous wastes are exported from the UK on an annual basis. As these wastes are generally not required to be notified under transfrontier shipment of waste controls, data on the scale of movements is less reliable although it can be used to identify trends. Information extracted from Government trade data indicates sharp

increase in exports of non hazardous wastes such as paper, plastics and wood:

- Total paper exports rose from less than 8,000 tonnes in 1999 to nearly 2 million tonnes in 2003, accounting for approximately 18% of the total UK paper market.
- Plastic exports have also been rising rapidly since 1999 and have increased by approximately 800% between 1999-2003.
- There is also a significant trade in other wastes e.g. scrap iron and steel, with 7 million tonnes exported in 2003.

A wide range of electronic and electrical equipment is exported from the UK to non-OECD countries. Research undertaken, by the Industry Council for Electronic Equipment Recycling, for the Environment Agency estimates that 160,000 tonnes of waste equipment were exported from the UK in 2003. This is thought to amount to between 10 – 15% of WEEE arisings in the UK. Most IT/telecom equipment that is exported originates from business. In 2003, some 133,000 tonnes of commercial equipment were exported which comprised of IT/telecoms equipment. Some 30,000 tonnes of large household appliances and TVs were also exported from the UK in 2003.

Problems

Where wastes are notified the exporter must bear additional regulatory requirements, possible delays and associated costs. The majority of the business in this sector relates to the shipment of relatively high value & low volume wastes from traditional industrial processes. The regulatory burden and associated costs are more tolerable to these industries because of the typically higher values of the waste and the often specialist nature of the recycling industries involved. This system lends itself less well to shipments of lower value wastes from post consumer waste arisings. The additional costs and procedures of the transfrontier shipment of waste control framework do not encourage small and medium sized enterprises in new business sectors (such as those created by producer responsibility legislation) to comply with the legislation. But equally this can encourage the development of domestic treatment infrastructure, and discourage international movement.

3.2 Environmentally-sound management in transboundary movement of recyclable resources and remanufactured goods

To prevent environmental pollution caused by transboundary movement of recyclable resources, what kind of policies and measures (e.g., cooperation among national governments and other stakeholders) are expected? If your country has already launched such activities, please provide us with detailed information.

What are the major reasons for these problems?

Economic pressures and the location of many of the markets for recyclables necessitate the transboundary movement of post consumer wastes. Recent legislative measures in the EU, e.g. those on the landfilling of waste, have created further pressures by increasing the cost of treatment and disposal in the EU. While some of these waste streams (e.g. WEEE) have been stockpiled pending the development of domestic recycling capacity in certain sectors, the

legislative measures have led to a marked increase in the level of exports of recyclables in general.

Many shipments of waste attract control because they are regarded as 'unlisted'. Wastes become unlisted because the current classification system for transfrontier shipment of waste is not exhaustive. This is a particular problem for many post consumer wastes, which are not reflected in waste lists. The result is that many shipments of non-hazardous recyclables, particularly to non-OECD countries, attract levels of control that are not commensurate with their environmental risk. As a result, the controls tend to discourage compliance and the legitimate trade in wastes.

3.3 Harmonisation of economic and environmental benefits through the transboundary movements of recyclable resources and remanufactured goods

Please provide information on the positive and negative socio-economic impacts of the increase in import and export of recyclable resources and remanufactured goods in your country. What kinds of policies and measures have been implemented to support the positive effects and mitigate negative effects of trade of recyclable resources and remanufactured goods?

On an operational level UK competent authorities such as the Environment Agency are involved in enforcement campaigns through the IMPEL (Implementation and Enforcement of Environmental Legislation) – TFS network. This network comprises representatives from enforcement authorities of the Member States and some other European countries dealing with transfrontier shipment of waste controls. The aim of the network is to:

- promote compliance with the Waste Shipment Regulation through enforcement;
- carry out joint enforcement projects;
- promote exchange of knowledge and experience with the enforcement of Waste Shipment Regulation.

The Environment Agency participated in the IMPEL-TFS Seaport Project which undertook co-ordinated port inspections across the EU in March and September 2005. The inspections indicated a high level of non-compliance. However, these were targeted inspections designed to address operators and activities of concern. In response, the UK Government has taken, and is continuing to take, a number of steps to ensure that illegal activity is effectively tackled.

One of the key aims of the proposed EU Thematic Strategy on the Prevention and Recycling of Waste is to promote recycling throughout the EU. The Strategy proposes the use of a number of policy instruments to achieve this. The UK is in the process of analysing the impact and of such instruments which will provide the evidence base to examine the impacts of recyclable resource movement across national boundaries.

4. Others

If there are any other issues related to promotion of the 3Rs which should be discussed in the Senior Officials Meeting, please provide us with your input below.

5. Information of respondent

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The Showcase of 3Rs Good Practices

Date: _____

Country/Organisation: _____

No.	Name of the practice	Summary of the practice -level of implementation(national, local, industry, NGOs/NPOs) -duration -stakeholders involved	Impact: -Improvements after the introduction of the practice	Key For Success What are the major reasons for the success of the activity?
1	Encouraging householders to recycle	National initiative - In 2005/06, £3.5 million of Defra's Waste Performance and Efficiency Grant was set aside for over 50 of Defra's household incentive pilot-schemes. The schemes are designed by local authorities and their partners to trial positive incentives to encourage people to reduce their waste and re-use, recycle or compost more. The schemes are taking place across a number of different areas of the country and in different types of local authority - targeting both individual householders and the wider local community.	Schemes that are designed to increase the number of households participating in re-use, recycling or composting, to increase the amount of materials re-used, recycled or composted, or to reduce the amount of waste being produced, were considered for funding. Results of the pilots will be available by the end of April 2006.	By testing the effectiveness of a variety of approaches in different circumstances, the results of the pilot study will provide an evidence base for future policy in this area and for guidance to local authorities on best practice in this area. Further information on the projects can be found at: http://www.defra.gov.uk/environment/waste/localauth/encourage.htm
2	Encouraging householders to recycle	St Edmundsbury Boprough Council is part of a Recycling Consortium which is a partnership of district and borough councils and a private waste management company. In 1998, the partnership set out a vision of 60% recycling by 2010 and by 2005 some members are already achieving a rate of 50%. St Edmundsbury's (alternate week) three-bin system involves the collection of recycled items from two bins (compostable materials and dry recyclables such as paper, plastic and cans) one week with the rest of the rubbish (such as food, pet waste and disposable nappies) the next week. The garden waste and vegetable peelings are composted and turned into soil improver which is sold to individuals and organisations such as landscaping companies. The dry recyclables are sorted at a materials recycling facility, sold on the global market and turned into items such as newspapers, traffic cones, fleeces, street signs and park benches. The Council has also invested in extensive promotion of the scheme and more generally in educational campaigns on recycling.	In 2004/05, householders in St. Edmundsbury Borough Council recycled or composted over 50 per cent of their waste. (St Edmundsbury's current recycling rate compares to its rate in 2000/1 of 26% and an average, in 2004/05, across the country of around 23%.)	Behind the Council's success has been the three-bin recycling scheme, widespread promotion and strong partnership working. Effective partnership working the Consortium enabled a major investment to be made at the principal recycling plant in the region which ensured a significant increase in the total amount of material recycled and an in-vessel composting facility.
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