



Department of the
Environment
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ENVIRONMENTAL POLICY DIVISION

THE NORTHERN IRELAND WASTE MANAGEMENT STRATEGY 2006 – 2020

Addendum and Delivery Programme

28 JULY 2011

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1. RESPONDING TO THIS CONSULTATION

1.1 Information about this publication and further copies are available from the address below. This document is also available on the DOE website ¹and can be made available in other formats if required such as large print, disc, Braille or audiocassette. Please contact the Department to discuss your needs.

1.2 How to Respond

Respondents are asked to explain who they are and, in the case of representative groups, to give a summary of the people and/or organisations they represent. The Department will acknowledge receipt of each response.

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The closing date for responses is 20 October 2011

¹ <http://www.doeni.gov.uk/waste>

1.3 **Publication of Responses**

In line with the Department's policy of openness, at the end of the consultation period copies of the responses received may be made publicly available, upon request from the Department. The information they contain may also be published in a summary of responses.

The Department will publish a summary of responses received after the consultation process has ended. Your response and all other responses may be disclosed on request. The Department can only refuse to disclose information in exceptional circumstances. Before you submit your response please read the paragraphs below on the confidentiality of consultations which provide guidance on the legal position concerning any information provided by you in response to this consultation.

If you do not consent to this, you must clearly request that your response is treated confidentially. Any confidentiality disclaimer generated by your IT system in email responses will not be treated as such a request. You should also be aware that there may be circumstances in which the Department will be required to communicate information to third parties on request, in order to comply with its obligations under the Freedom of Information Act 2000² and the Environmental Information Regulations 2004³.

1.4 **Freedom of Information Act 2000**

The Freedom of Information Act gives the public a right of access to any information held by a public authority, in this case, the Department. This right of access to information includes information provided in response to a consultation exercise. The Department cannot

² <http://www.legislation.gov.uk/ukpga/2000/36/contents>

³ <http://www.legislation.gov.uk/uksi/2004/3391/contents/made>

automatically consider as confidential information supplied to it in the course of a consultation exercise. However, the Department does have a responsibility to decide whether any information provided by you in response to this consultation, including information about your identity, should be made public or treated as confidential.

This means that information provided by you in response to this consultation will not be treated as confidential, except in very particular circumstances. The Lord Chancellor's Code of Practice on the Freedom of Information Act ⁴provides that:

(a) The Department should only accept information from third parties in confidence if it is necessary to obtain that information in connection with the exercise of any of the Department's functions and it would not otherwise be provided;

(b) The Department should not agree to hold information received from third parties "in confidence" which is not confidential in nature;

(c) Acceptance by the Department of confidentiality provisions must be for good reasons, capable of being justified by the Information Commissioner.

For further information about confidentiality of responses please contact the Information Commissioner's Office⁵.

1.5 Equality Issues

Under section 75 of the Northern Ireland Act 1998⁶, public authorities have a statutory duty to promote equality of opportunity. We have

⁴ <http://www.justice.gov.uk/guidance/docs/foi-section45-code-of-practice.pdf>

⁵ <http://www.ico.gov.uk>

⁶ <http://www.legislation.gov.uk/ukpga/1998/47/contents>

completed an equality screening of the proposals and have concluded that they do not impact on equality of opportunity on any of the groups specified in section 75. A summary of the screening paper is attached as Annex 2 and the full screening paper will be posted on the DOE Equality Unit Website.⁷

The Equality Commission will receive copies of this consultation document as part of the consultation exercise. We will take into account any comments that the Commission might have.

1.6 **Human Rights Issues**

The Human Rights Act 1998⁸ implements the European Convention on Human Rights. The 1998 Act makes it unlawful for any public authority to act in a way that is incompatible with these rights. We believe that the proposals in this consultation document are compatible with the Human Rights Act, but would welcome any views that you might have.

The Human Rights Commission will receive copies of the consultation document as part of this consultation. We will take into account any comments that the Commission might have.

1.7 **Rural Proofing**

It is Government policy that all Government Departments and Agencies intending to introduce a new policy should subject that policy to rural proofing. Annex 3 sets out the likely effects of the proposals.

⁷ http://www.doeni.gov.uk/index/information/equality_unit.htm

⁸ <http://www.legislation.gov.uk/ukpga/1998/42/contents>

2. INTRODUCTION

- 2.1 The Northern Ireland Waste Management Strategy 2006 – 2020 *Towards Resource Management* was published in March 2006 and is the policy basis for Northern Ireland's waste programme. This was a key document, setting out as it did a comprehensive set of actions and targets designed to move Northern Ireland away from a position of considering waste a problem to be dealt with and towards the idea that waste is a valuable resource which needs to be carefully managed and fully utilised.
- 2.2 The Strategy was to be delivered through six key strands, namely: Waste Prevention; Recycling & Recovery; Waste Planning; Data and Research; Legislation and Enforcement; and Learning and Communication. These strands were developed in order to build momentum and to set in place the groundwork and project structures for delivery of the waste management programme.
- 2.3 The delivery of a successful waste management programme requires the support, commitment and engagement of a wide range of stakeholders working together and developing effective partnerships. The Department is conscious that, in implementing the Strategy, robust arrangements are required to ensure programme commitments are delivered and there is active monitoring and reporting on their delivery.
- 2.4 The co-ordination and monitoring of the Strategy delivery programme rests with the Waste Programme Board (WPB). This is a non-statutory Advisory Committee under the Chairmanship of the Minister of the Environment, and includes elected representatives from the Northern Ireland Local Government Association (NILGA), the three regional Waste Management Groups namely: arc21, SWAMP2008 and the North West Region Waste Management Group as well as representatives of the construction, business and Non-Government Organisation sectors. The Board's functions include overseeing implementation of the targets contained within the Waste Management Strategy; advising on the structure and prioritisation of waste

programme targets; providing a channel of communication for key stakeholders; and consideration of the impact of new waste-related policy initiatives as they emerge.

2.5 The development of an effective Strategy is a continuous process. Strategies should be living documents, requiring regular review and refinement to ensure that the implementation programme continues to be relevant and that the initial objectives are still appropriate. At this stage in the delivery of the Strategy it is necessary to re-assess the Strategy's targets to take account of the requirements of the revised Waste Framework Directive (rWFD) and to focus on those interventions that can ensure the delivery of the Strategy's and the revised Directive's overarching aims. It also represents an opportunity to consider whether any of the targets outlined in the Strategy need to be updated in light of other European, UK or Northern Ireland policy changes.

2.6 To initiate this process a Task Group was set up by the WPB to review the current Strategy and develop a prioritised programme of objectives and key performance indicators. The work of the Group was used to inform this Addendum to the Strategy and the revised waste management delivery programme contained in **Table 1**.

3. PROGRESS TO DATE

3.1 It is beyond the scope of this Addendum to provide a detailed review of progress on each of the six strands of the Strategy. The predecessor to the WPB, the Strategic Waste Board, received detailed milestone reports on work in each of the strands and a risk register also set out risks to progress on each strand.

3.2. These demonstrate that there has been clear progress in establishing the Rethink Waste campaign, setting up the Waste Infrastructure Programme and the Programme Delivery Support Unit, developing a Data and Research Strategy and bringing forward the Waste and Contaminated Land

(Amendment) Bill and key subordinate legislation on, amongst other issues, packaging. There has also been evidence of increasing recycling rates and some reduction in the amount of waste produced although on the latter point it is likely that much of this has been driven by the economic downturn.

3.3. Since the publication of the Strategy a lot of attention has focused on the establishment of the infrastructure and work programme necessary to deliver it. The question now is whether each element of this work programme can deliver the changes necessary to deliver against the agenda set out in the Strategy and, as importantly, deliver on the developing agenda which is being driven and informed by the EU, policy changes in other UK administrations and the economy.

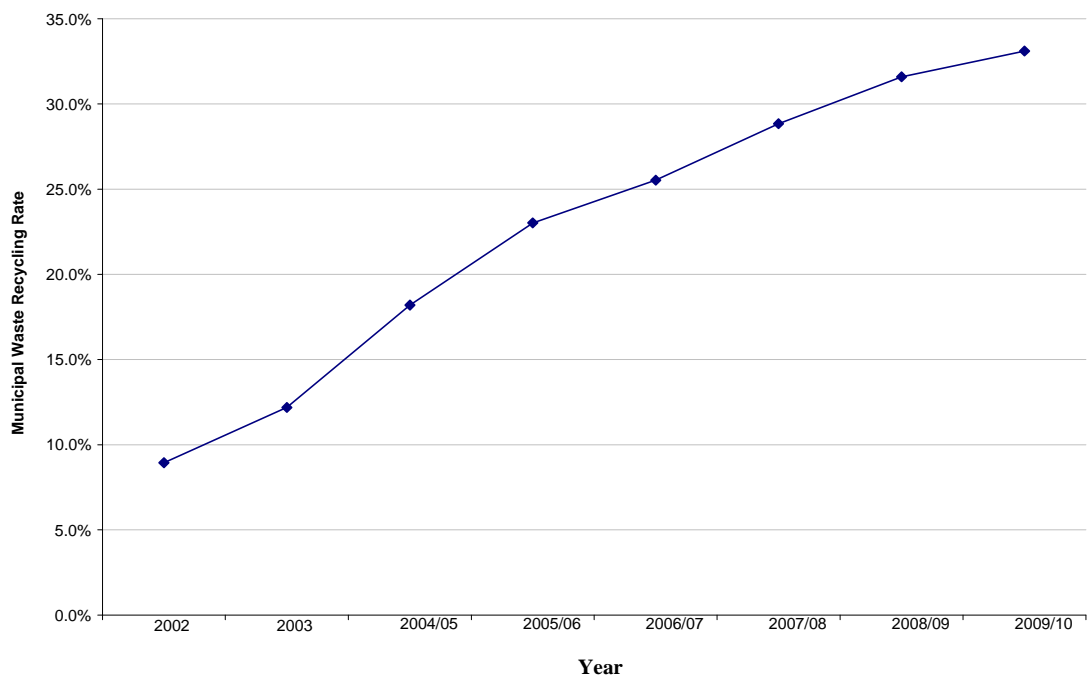
3.4. A key challenge is establishing how much impact each measure has had and is now having. This reflects the challenges associated with measurement of the impacts of a variety of policy interventions. It also reflects the difficulty in distinguishing such impacts from wider changes in the economy and society. For example, in looking at Learning and Communication measures it is necessary to establish: how they will translate into behavioural changes (in terms of reducing waste and encouraging reuse and recycling); the impact of those behavioural changes (in terms of diverting waste from landfill); and the extent to which those changes were directly attributable to the measures and not to wider economic trends. The same kinds of issues apply to most areas of the Waste Programme, and developing assessment techniques will be critical in assessing the value of, and monitoring the delivery of, Programme objectives over the coming years.

3.5 *Towards Resource Management* aimed to provide the framework for addressing waste as a valuable resource which needs to be carefully managed and fully utilised. The strategy was to be delivered through six strands each containing a number of key actions and 35 targets, a significant proportion of which have been achieved or substantively

achieved. The current situation in respect of actions and targets which are still outstanding or which are ongoing are set out in **Annex 1**.

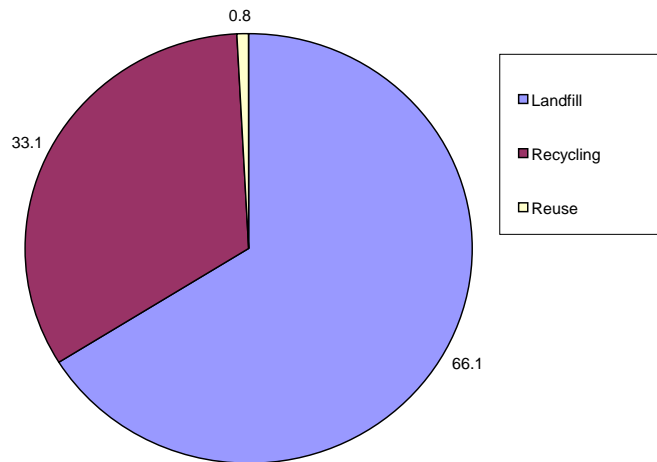
3.6 The figures below graphically illustrate some of the key metrics relating to waste management over the years since the development of the Waste Strategy. **Figure 1** shows that the Municipal Waste Recycling Rate has increased every year, from 8.9% in 2002 to 33.1% in 2009/10, an increase of 24.2% points. **(Municipal waste is household waste and any other waste under the control of district councils or their agents acting on their behalf)**. The annual rate of increase has slowed significantly in recent years, from a 6% increase in 2004/5 to a 1.5% increase in 2009/10. The average rate of increase over the last 7 years was 3.5% per annum.

Figure 1: Municipal Waste Recycling Rate



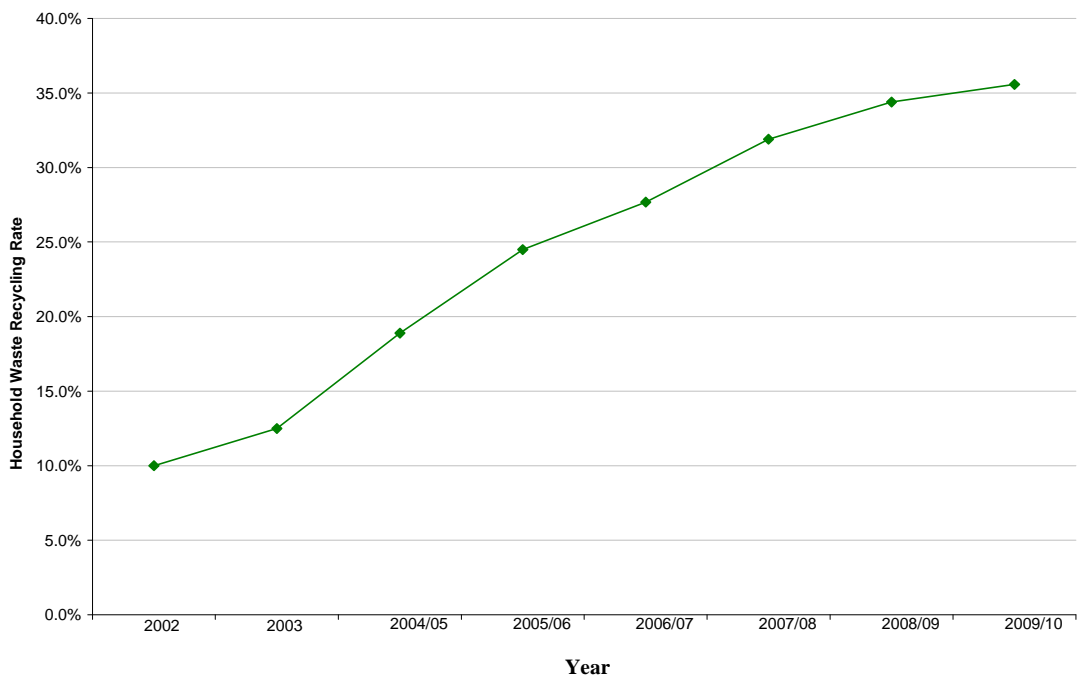
3.7 There has also been a corresponding reduction in the amount of municipal waste going to landfill, although the majority is still going to landfill – see **Figure 2**. In 2009/10, 33.1% of Municipal Waste was sent for recycling and composting and 66.1% was sent to landfill.

Figure 2: Destination of Municipal Waste



3.8 A similar trend has been observed with the recycling of household waste – see **Figure 3**. The Household Waste Recycling Rate has increased every year from 10% in 2002 to 35.6% in 2009/10 (an increase of 25.6% points) and, consequently, the NIWMS target to achieve 35% recycling by 2010 has been met. The annual rate of increase has slowed significantly in recent years, from a 6.4% increase in 2004/5 to a 1.2% increase in 2009/10. The average rate of increase over the last 7 years was 3.7% per annum.

Figure 3: Household Waste Recycling Rate



- 3.9 A slightly lower proportion of Household Waste is sent to landfill compared with Municipal Waste. In 2009/10, 35.6% of Household Waste was sent for recycling and composting and 63.8% was sent to landfill.
- 3.10 To achieve a high level of resource efficiency and encourage further recycling the revised Waste Framework Directive has put in place a statutory target of, by 2020, preparing for re-use and recycling of 50% of waste from households. Progress to date has gone some way to helping us to achieve this target as set out in the Prioritised Interventions Table (**Table 1**).
- 3.11 **Information and data collection for both Commercial and Industrial (C&I) and Construction and Demolition (C&D) Waste is poor, with wide confidence limits on the data currently available.** A key early objective is to improve the quality and quantity of data available on both C&I and C&D waste. To give an indication of the scale of these waste streams, Northern Ireland currently produces just over one million tonnes of municipal waste per annum. There was an estimated 1.3 million tonnes of C&I waste produced in 2009, comprising 0.8 million tonnes from the industrial sector and 0.5 million tonnes from the commercial sector. C&D waste arisings from construction, demolition and excavation activities in 2009/10 has been estimated to be in the region of 2.2 million tonnes.

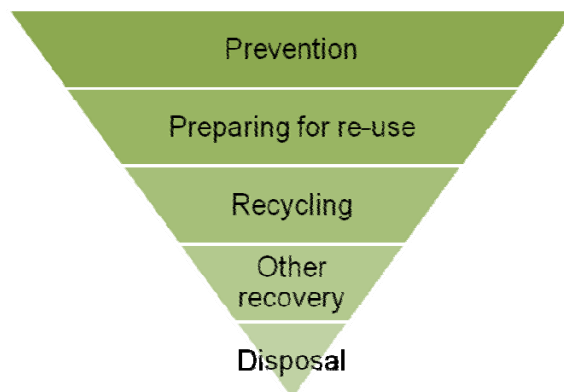
4. DRIVERS

Revised Waste Framework Directive

- 4.1 The Waste Management Strategy is Northern Ireland's main waste management plan. It applies to all of Northern Ireland and is supplemented by a number of other policy and operational plans, including:-
- The Regional Development Strategy;
 - Planning Policy Statement 11; and

- The Waste Management Plans developed by Northern Ireland's three Waste Management Groups.

4.2 The structure of the Northern Ireland Waste Management Strategy is based loosely on the Waste Hierarchy. However, there is a need to revisit the existing Strategy to take account of the new requirements of the rWFD, including the formalisation of a Waste Hierarchy as a priority order of what constitutes the best overall environmental option in waste legislation and policy. The Hierarchy also includes a new 'preparing for re-use' activity; therefore, the following will replace the existing Hierarchy as set out in '*Towards Resource Management*'.



4.3 The term "prevention" means measures taken before a substance, material or product has become waste, which reduces:

- (a) the quantity of waste, including through the re-use of products or the extension of the life span of products;
- (b) the adverse impacts of the generated waste on the environment and human health; or
- (c) the content of harmful substances in materials and products.

4.4 This reflects the need to promote sustainable consumption and production, reducing the demand for unnecessary and ultimately unwanted products. It should also result in benefits to health and wellbeing and facilitate people's financial security.

4.5 The following terms are also included in the Hierarchy:

- "re-use" means any operation by which products or components that are not waste are used again for the same purpose for which they were conceived;
- "treatment" means recovery or disposal operations, including preparation prior to recovery or disposal;
- "recovery" means any operation the principal result of which is waste serving a useful purpose by replacing other materials which would otherwise have been used to fulfil a particular function, or waste being prepared to fulfil that function, in the plant (industry) or in the wider economy;
- "preparing for re-use" means checking, cleaning or repairing recovery operations, by which products or components of products that have become waste are prepared so that they can be re-used without any other pre-processing;
- "recycling" means any recovery operation by which waste materials are reprocessed into products, materials or substances whether for the original or other purposes. It includes the reprocessing of organic material but does not include energy recovery and the reprocessing into materials that are to be used as fuels or for backfilling operations;
- "regeneration of waste oils" means any recycling operation whereby base oils can be produced by refining waste oils, in particular by removing the contaminants, the oxidation products and the additives contained in such oils;
- "disposal" means any operation which is not recovery even where the operation has as a secondary consequence the reclamation of substances or energy.

- 4.6 Another major element of the revised Waste Framework Directive which this Addendum reflects is the setting of statutory targets under Article 11, as indicated in the relevant paragraphs on household and construction and demolition waste.
- 4.7 The revised Waste Framework Directive also requires that, by 2015, separate collection shall be set up for at least paper, metal, plastic and glass. In Northern Ireland all district councils provide for the separate collection of paper, metal and glass, either individually or collectively, whether by kerbside collection or the provision of bring banks. All district councils also currently provide for separate collection of plastic bottles at kerbside. However, measures have been made to ensure that it will be an offence for private operators not to collect these four waste streams separately where technically, environmentally and economically practicable.

Economic Drivers

- 4.8 There are two ways in which the economy impacts on the management of waste. Firstly, a growing economy tends to result in more waste to be managed as a result of a growth in consumption (Municipal), business demand (C&I) and increasing levels of construction (C&D). Municipal Waste Arisings increased by 4% between 2002 and 2006/07 or an average of 1% per annum. Arisings fell slightly in 2007/08 and significantly in 2008/09 to 1.017m tonnes, reversing the 4% increase in previous years. This downward trend continued in 2009/10, with a decrease of 1.3%. In 2009/10, almost 20,000 tonnes less of municipal waste were produced than in 2002.
- 4.9 Secondly, in the aftermath of the credit crunch and the ensuing recession, the public sector financial environment is very challenging with significant savings having to be identified. The implications of these two factors are as follows:

- a. It is likely that the downward trend in waste arisings will continue in the short to medium term and it will be important to distinguish this background trend from the impact of any measures undertaken to prevent waste;
- b. An economic rebound may increase the level of consumerism and this may in turn mean that in the medium to longer term it will be more difficult to achieve reductions in waste arisings;
- c. In a more constrained financial environment, the Department will have a more limited set of policy levers with which to influence the wider waste agenda. Consequently, the Department's focus is therefore likely to move away from funding direct interventions and towards legislation and regulation.

EU Directives and UK Commitments

4.10 There is a range of EU and UK-wide obligations and commitments including landfill diversion targets, recycling targets, and restrictions on waste management practices. Associated with these is a requirement to avoid the penalties which would accrue in the event of the EU requirements not being delivered. HM Treasury's approach continues to be that the legislative and executive actions of the Devolved Administrations must comply with EU obligations imposed upon the United Kingdom as a whole in so far as they fall within devolved areas. The Devolved Administrations, either locally or centrally, will be liable for the financial consequences of any actionable breach. The current obligations are dealt with in more detail below. In the meantime, it is worth noting that in the medium to long term the direction of travel for Europe is likely to be towards:

- a. more stringent requirements in the management of waste, with a move towards interventions that are further up the waste hierarchy (e.g. prevention, preparing for re-use and recycling);

b. fewer distinctions between the different waste streams (e.g. it is likely that many elements of what is currently classed as C&I waste will be included in municipal waste for the purposes of setting and meeting targets).

Policy Drivers

- 4.11 There is a broad move towards higher re-use and recycling rates, with the main emphasis being on reducing waste. The Scottish and Welsh governments have expressed a desire to move towards zero waste, although there are different definitions as to what this means. The DEFRA Review of Waste Policies has just been published and DEFRA has given a commitment to consult on a zero waste action plan on waste prevention in December 2013. A key policy issue relates to the need to take account of greenhouse gas emissions in managing waste and carbon utilisation.
- 4.12 The revised waste hierarchy has promoted sustainable development and carbon counting as important factors in driving waste policy. The UK has an overall target to reduce its carbon account to 34% less than the 1990 baseline level by 2020, and both waste prevention and increased reuse and recycling provide important opportunities to contribute significantly to meeting overall carbon account targets by reducing emissions from landfill and promoting resource efficiency.

Stakeholder Expectations

- 4.13 Expectations are increasing in terms of how waste is managed by a number of key stakeholders. The European Commission and the central UK government expect us to comply with our legislative obligations. Ratepayers expect local government to provide a waste management service structure that provides an appropriate level of service at an affordable price. The private sector expects a licensing and permitting regime that supports and encourages rather than restricts efficiency. The Waste Programme Board

will have a key role in advising on how best to reconcile policy and practical expectations in the context of available resources.

Technology Drivers

- 4.14 Policy reflects the position at a single point in time, whereas waste technology is a constantly moving and developing area. Waste technology decisions tend to be driven by the policy principles in place at a specific time. At the same time, policy and strategy need to be formulated in the context of available technologies. Policy and strategy must be flexible enough to allow for advances in waste technology without compromising their principles and aims. It is important that the Department and local government are fully informed in its understanding of existing and developing technologies and the status of these technologies; specifically, whether they are established, emergent or proven. They must also understand what contribution different technologies make towards implementing the waste strategy in Northern Ireland.

5. FUTURE FOCUS FOR DELIVERY

- 5.1 Given the importance of maintaining momentum on delivery and current financial constraints the Department is proposing that delivery is re-focussed, with a particular emphasis on the implementation of the revised Waste Framework Directive (**Table 1**). Statutory targets, key performance indicators and the legislative or policy requirements which will need to be met (as a minimum; in other words, the ‘must dos’) are listed. Consideration will also be needed as to whether and how to ensure that relevant UK-wide and Northern Ireland targets are made binding and established in legislation.
- 5.2 These targets and performance indicators do not cover all activities which will be necessary to deliver the strategy but to act as ‘bellwethers’, indicators of overall future trends. For example, a wide range of research will be necessary to look at specific questions in relation to the recycling of

C&I and C&D waste, but in the first instance it will be necessary to have reliable estimates of overall arisings in these two waste streams and current recycling levels. Without this basic information it will simply not be possible to establish baselines and design successful interventions to achieve improvements in recycling rates and to measure compliance with the targets set recently in the revised Waste Framework Directive.

5.3 Accordingly, the interventions and indicators focus on this vitally important information in the first instance. The targets and indicators have been organised into four categories:

A. Prevention and Recycling: Interventions and indicators to reduce waste and to increase recycling and re-use. Given the likelihood that more C&I waste will be classified as municipal waste in the future, this category also includes measures for the recycling of C&I waste.

B. Construction and Demolition (C&D): Measures specifically designed to improve the prevention, preparing for re-use and recycling of C&D waste. There is a separate target in the revised Waste Framework Directive to prepare for re-use, recycle or recover 70% of C&D waste by 2020.

C. Landfill Diversion: All of the above interventions should achieve significant diversion of waste from landfill. Interventions in this category include the delivery of the waste infrastructure programme which has been designed to achieve some additional recycling (including Mechanical Biological Treatment Centres) and recovery.

D. Development of future policy: This category includes the development of information which may be used in a future revision of the Waste Strategy. Given the importance of maintaining momentum on delivery and, given current financial constraints, the Department is not proposing that a comprehensive review of the Strategy is undertaken at this time, but that delivery is re-focussed around delivery of the targets associated with actions and interventions for the key areas identified in **Table 1**.

6. CONCLUSION

- 6.1. This Addendum has considered progress against the Waste Strategy, *Towards Resource Management*. It concludes that significant progress has been made in implementing the Strategy but that there is scope to re-focus the delivery programme to reflect the outstanding/ongoing targets and to reflect current drivers on the programme. It is recommended that **Table 1** is used as the basis for a revised waste management delivery programme.

TABLE 1: PRIORITISED PROGRAMME OF INTERVENTIONS

Intervention (Actions)	Timespan	Key Performance Indicators (KPIs)	Targets	Requirements (Outcomes)
<p>A. Prevention and Recycling</p> <p>Development of a Waste Prevention Programme (WPP) by 2013 based on the measures set out in Annex IV to the rWFD and its subsequent implementation. (Article 29 rWFD).</p> <p>Development of new Prepare for re-use and recycling Policy by April 2011 and subsequent implementation.</p> <p>Implementation of the <i>Rethink Waste</i> Resource and Capital Programmes. (To fund infrastructure and programme which will reduce waste and promote recycling).</p>	<p>2013 - 2020</p> <p>2011 - 2020</p> <p>2011</p>	<p>Municipal waste arisings per person and per household with targets to be set for 2010 and 2020. To be reviewed following guidance to be issued by the European Union. (In the 3 years from 2007/08 to 2009/10 household waste arisings have decreased by 1%, 5% and 1%).</p> <p>New Policy ready for consultation by April 2011 including the introduction of new prepare for re-use and recycling targets. Implementation will include the legal requirement for waste collectors to collect at least paper, glass, plastics and metals separately.</p> <p>Achieve full expenditure and achieve a corresponding increase in recycling and re-use.</p>	<p>Prepare for Re-use and recycle 60% of municipal waste by 2020..</p> <p>See above.</p>	<p>Minimum: Completed Waste Prevention Programme which can make measurable improvements.</p> <p>Prepare for Re-use and recycle 50% of household waste by 2020. (Article 11(2) rWFD).</p> <p>Potential Further Requirements: The Department will implement additional requirements as set by the Minister in terms of higher recycling rates.</p>

Intervention (Actions)	Timespan	Key Performance Indicators (KPIs)	Targets	Requirements (Outcomes)
<p>Collection of C&I waste arisings and recycling data by March 2011. (Article 11(2) rWFD).</p> <p>Develop programme of interventions to achieve C&I recycling rate which matches or improves upon municipal performance.</p> <p>Re-think Waste Campaign</p> <p>Implementation of EU Producer Responsibility Directives on Packaging, WEEE and Batteries</p>	<p>2011 - 2020</p> <p>2011 - 2020</p> <p>2011 - 2013</p> <p>2011 - 2020</p>	<p>Improved confidence intervals for C&I arisings and recycling estimates..</p> <p>C&I arisings, recycling and re-use rates.</p> <p>Awareness measures - current campaign targets are to achieve 20,000 unique visitors to the Rethink Waste website (rethinkwasteni.org) by the end of year three (31 March 2013).</p> <p>Transpose EU Producer Responsibility Directives into UK-wide and NI specific Regulations as necessary.</p>	<p>See above.</p> <p>New C&I estimates by June 2011.</p> <p>Develop a targeted programme for preventing, re-using and recycling C&I waste. Achieve 60% recycling and re-use by 2020.</p> <p>Achieve 25% campaign brand recognition of the Rethink Waste brand by the end of year three (2013).</p> <p>Increase in awareness of waste prevention as an important action in terms of responsible consumer behaviour to at least 65% by 2013.</p> <p>Achieve compliance across all Producer</p>	<p>Reliable C&I arisings and recycling estimates.</p> <p>Reduced C&I waste arisings and increased recycling and re-use rates.</p> <p>Increase in awareness and sustained behavioural change.</p> <p>Producers, importers and manufacturers meet collection and recycling targets for Packaging waste streams; WEEE and Batteries.</p>

Intervention (Actions)	Timespan	Key Performance Indicators (KPIs)	Targets	Requirements (Outcomes)
Transposition of the revised Waste Framework Directive through the implementation of Regulations.	2011	Necessary regulations coming into operation.	<p>Responsibility waste streams. For waste portable batteries minimum collection rates of: 25% by Sept 2012, 45% by Sept 2016. For packaging waste an overall recycling rate of 68.1% for obligated businesses by 2012.</p> <p>Achieve full transposition by March 2011.</p>	Successful transposition.
<p>B. Construction and Demolition (C&D)</p> <p>Collection of C&D waste arisings and recycling data.</p> <p>Halving Waste to Landfill Initiative</p> <p>Implementation of Site Waste Management Plans</p>	<p>2011 - 2020</p> <p>2010 – 2020</p> <p>2011 - 2020</p>	<p>Improved confidence intervals for C&D arisings and recycling rate estimates.</p> <p>Average increase in C&D recycling and reuse rates.</p> <p>Introduction of legislation.</p>	<p>New C&D estimates by June 2011.</p> <p>Annual increases of 3.7 percentage points between 2010 and 2020 would ensure the achievement of the 2020 requirement.</p> <p>Legislation to be implemented by September 2011.</p>	<p>Reliable C&D arisings and recycling estimates.</p> <p>Minimum:</p> <p>Prepare for re-use, Recycle and other material recovery of 70% of Non-hazardous Construction and Demolition waste by 2020.</p>

Intervention (Actions)	Timespan	Key Performance Indicators (KPIs)	Targets	Requirements (Outcomes)
<p>C. Landfill Diversion C. Delivery of the Waste Infrastructure Programme</p>	2013 - 2020	Key project milestones to be achieved within agreed programme tolerance levels. (Successful operation to ensure that by 2020 between 1.5 million and 1.9 million tonnes of Municipal Solid Waste (MSW) are diverted).	<p>Less than 612,000 tonnes of Biological Municipal Waste (BMW) landfilled by 2013.</p> <p>Less than 429,000 of BMW landfilled by 2020.</p>	<p>...by 2013 to reduce the amount of BMW going to landfill to 50% of that produced in 1995 (A maximum of 612,000 tonnes of BMW to landfill in Northern Ireland);</p> <p>...by 2020 to reduce the amount of BMW going to landfill to 35% of that produced in 1995 (A maximum of 429,000 tonnes of BMW to landfill in Northern Ireland).</p>

Intervention (Actions)	Timespan	Key Performance Indicators (KPIs)	Requirement (Outcome)	Target
<p>D. Development of future policy</p> <p>Consideration of further waste management policy proposals</p> <p>Development of information for a new strategy</p>	<p>2011 - 2020</p> <p>2012</p>	<p>In addition to current consultation on landfill develop a comprehensive set of proposals for incentives and sanctions by end-2011 which may form the basis of comprehensive waste legislation.</p> <p>Development of information for a revised Waste Strategy by 2012, to be incorporated within a wider suite of plans under a new Environment Strategy. To include policy interventions which can promote market development for recycled materials and appropriate governance arrangements for waste management.</p>	<p>To drive delivery of preceding outcomes.</p> <p>Development of a Waste Programme in context of these strategic and policy priorities.</p>	<p>Identify potential waste management incentives and sanctions to divert waste from landfill by December 2011.</p> <p>Establishment of new Environment Strategy by December 2011.</p>

QUALITATIVE ANALYSIS OF PROGRESS IN DELIVERING TOWARDS RESOURCE MANAGEMENT, NORTHERN IRELAND'S WASTE MANAGEMENT STRATEGY 2006-2020

Strand 1: Waste Prevention

- There is a need for central government to demonstrate leadership in reducing, re-using and recycling waste. Examples of relevant activities undertaken include the publication and monitoring of Departmental Waste Management Action Plans. These actions continue to be relevant.
- A key objective relates to the effective management of Construction and Demolition waste. The current consultation on Site Waste Management Plans is relevant, promoting the more effective management of construction, demolition and excavation waste.
- The Strategy included a proposal to consult on detailed provisions of legal powers for Councils to charge for collection of residual waste. This proposal is not considered relevant or feasible at this time; the costs of waste collection are currently met through Rates.
- A comprehensive waste prevention action plan, with associated targets is still necessary, and should include appropriate incentives and deterrents.

Strand 2: Recycling and Recovery

- The Waste Management Plans were reviewed in 2006/07 and are due to be reviewed again. This is still considered relevant.
- The development of a Market Development Action Plan is still considered worthy of consideration, while recognising that there is a limit to the extent to which the public sector can develop markets.

- Targets for the recycling of generic waste streams are still considered relevant. Any new targets should pay due regard to the appropriate provisions of the revised Waste Framework Directive and other relevant factors.

Strand 3: Waste Planning

- Significant progress has been made in initiating and supporting the delivery of municipal waste infrastructure, particularly through the introduction of legislative measures and the establishment of the PDSU (Programme Delivery Support Unit) to support the Waste Management Groups. The setting of actions/targets updated to the current situation is still relevant. This could include relevant matters of planning policy and, as a result, Planning Policy Statement PPS11 is being reviewed.
- A single regional waste disposal authority remains worthy of consideration.

Strand 4: Data and Research

- The need for annual data reports published by the Department is still relevant.
- A commitment for the Department to undertake surveys is also relevant although the nature and scope of the surveys should be reviewed. Specifically, surveys need to be prioritised to reflect the serious gaps in Commercial and Industrial and Construction and Demolition waste data collection.
- Reporting of data particularly from businesses is still relevant as is the action for a more integrated approach to statutory returns from the waste industry. This would be a key function of future legislation.

- Departmental support for the development of data and research is still necessary.

Strand 5: Legislation and Enforcement

- Progress has been made through the introduction of new provisions, such as those in the Waste and Contaminated Land (Amendment) Act (Northern Ireland) 2011, which received Royal Assent on 10 February 2011, Producer Responsibility Regulations and, of course the Waste Management Regulations (Northern Ireland) 2011, which transpose the requirements of the rWFD.
- A review of the Northern Ireland Environment Agency (NIEA) enforcement policy was undertaken and action setting out a period for the regular conducting of reviews is still considered relevant.
- The NIEA target in respect of reducing illegal waste disposal is still relevant although consideration needs to be given to the method of establishing the baseline figure.
- An action/target for local government and NIEA to address fly-tipping is relevant.

Strand 6: Learning and Communication.

- The development of an overarching learning and communication programme, reviewed annually, is still relevant and is being taken forward.
- The development of a comprehensive education and training framework for waste management is still relevant and is being taken forward.

EQUALITY SCREENING

Background

Under section 75 of the Northern Ireland Act 1998, the Department is required to have due regard to the need to promote equality of opportunity between:

- persons of different religious belief, political opinion, racial group, age, marital status or sexual orientation;
- men and women generally;
- persons with a disability and persons without; and
- persons with dependents and persons without.

In addition, without prejudice to its obligations above, the Department is also required, in carrying out its functions relating to Northern Ireland, to have regard to the desirability of promoting good relations between persons of different religious beliefs, political opinions or racial group.

Screening Analysis

The purpose of this exercise is to assess whether or not the Department's proposal to refocus the NI Waste Management Strategy delivery programme with a particular emphasis on the implementation of the revised Waste Framework Directive and to reflect current drivers on the programme such as policy changes in other UK Administrations, developments in technology and the current economic environment may or may not have a differential impact on any of the section 75 categories. It has been performed in accordance with the Department's Equality Scheme approved in 2001. It is based upon the criteria contained in the guidance for performing the "screening" to identify if any of the nine categories of groups identified in section 75 might be affected by the policy proposals (religion, political opinion, race, age, marital status, gender, sexual orientation, disability, dependents).

The screening analysis is summarised below:

1. Is there any indication or evidence of higher or lower participation or uptake by any of the Section 75 groups?

No

2. Is there any indication or evidence that any of the Section 75 groups have different needs, experiences, issues and priorities in relation to this policy issue?

No

3. Have consultations with the relevant representative organisations or individuals within any of the Section 75 categories indicated that policies of this type create problems specific to them?

No

4. Is there an opportunity to better promote equality of opportunity or community relations by altering the policy, or by working with others, in Government, or in the larger community in the context of this policy?

No

Conclusion

This paper is setting out the Department's views on where its priorities within the waste agenda should be focussed rather than launching any new policy initiative. As a result of the screening analysis we consider that there will be no significant implications for equality of opportunity as a result of the proposals outlined in this consultation document. A full Equality Impact Assessment is therefore not considered necessary.

Any responses received in relation to this consultation will be examined and any further evidence the Department should take into account to help anticipate whether there is any differential impact on any or all of the equality groups will be considered.

RURAL PROOFING

Rural proofing is a process to ensure that all relevant Government policies are carefully and objectively examined to determine whether or not they have a different impact in rural areas from that elsewhere, because of the particular circumstances of rural areas, and, where necessary, what policy adjustments might be made to reflect rural needs and in particular to ensure that, as far as possible, public services are accessible on a fair basis to the rural community.

This paper contains proposed actions which the Department views as being priorities within the waste agenda and which will help deliver on the requirements of the revised Waste Framework Directive. The actions will apply throughout Northern Ireland with local councils and the three regional waste management groups having a key role to play in their implementation.

The Department is of the view that the proposals outlined in this consultation document as it stands will not have a different impact in rural areas and will not affect accessibility to public services in rural areas. Any responses received in relation to this consultation will be analysed and any actions identified as having a differential impact in rural areas will be further considered.

LIST OF CONSULTEES

The following is not an exhaustive list but is indicative of the individuals and types of organisations to which this document was sent.

Members of the Northern Ireland Assembly,
Northern Ireland MPs and MEPs
Assembly Departmental Committee
The Assembly Business Office
Northern Ireland Government Departments
North South Ministerial Council
Office of the Attorney General for Northern Ireland
Northern Ireland Office
Legal Deposit Libraries
Departmental Library
District Councils
Northern Ireland Local Government Association
Society of Local Authority Chief Executives
Northern Ireland Regional Waste Management Groups
DOE Section 75 Groups
Relevant business and industry representative organisations
Other External Agencies