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# Implementation plan for household waste and comparable industrial waste - summary

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# IMPLEMENTATION PLAN FOR HOUSEHOLD WASTE AND COMPARABLE INDUSTRIAL WASTE

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# 1 WHAT IS THIS DOCUMENT ABOUT?

Trying out innovative collection systems, efficiently tackling litter, sharing best practices with other local authorities on how to tackle waste and materials? The new implementation plan for household waste and comparable industrial waste offers you inspiration to start working on waste and materials in your municipality as well. What you have in your hands is a brief summary of the aforesaid implementation plan.

The implementation plan is the successor of the “Implementation Plan for Environmentally Responsible Household Waste Management” (UMBHA) and the plan “Separate Collection of Industrial Waste from Small Enterprises”. From 2008 to 2015, UMBHA laid down the general guidelines for the prevention, separate collection, and treatment of household waste. Meanwhile, the social context has changed: e.g., the composition of the Flemish population is rapidly changing, an increasing number of Flemish people now live in cities, and compact living is gaining in popularity.

According to this changing context the new implementation plan for household waste and comparable industrial waste intends to customise. It translates the Flemish waste- and materials policy for the coming years into detailed actions on the field, with a local-level focus. With the implementation plan, you as a local authority can more customise your approach and work out pilot projects to test new collection schemes.

As a local authority, you play a key role in the waste- and materials policy. After all, you are the first point of contact for the residents in your municipality. The implementation plan for household waste and comparable industrial waste will provide you with ideas and tools to collaborate with the residents, associations, and companies from your municipality, to achieve more waste prevention and re-use, a better source-separated collection and recycling, and less litter. In this manner, we will jointly work together towards a beautiful and material-conscious Flanders showing in Europe at the top regarding its waste policy.

## The implementation plan is aimed at the following types of waste:

### Household waste:

- source-separated collected waste;
- residual waste;
- bulky waste;
- street and sweeping waste, litter and waste from street dustbins.

### Industrial waste:

- industrial waste similar to household waste: this refers to waste from businesses that is of a nature, composition, and quantity similar to household waste. It is mainly collected by municipalities.
- comparable industrial waste: this refers to waste from businesses that is of a nature and composition, similar to household waste. This involves quantities larger than those of household waste, and such waste is mainly collected by private waste collectors.





## 2 SOCIETY IS CHANGING

Since the launch of the previous implementation plan in 2008, the social context in Flanders has changed. This also has implications for the waste- and materials policy. The new implementation plan for household waste and comparable industrial waste is a response to this changed context.

### 2.1 Three social trends

The implementation plan takes into account **three social trends**. Your municipality is also involved in this to a certain extent:

1. **Compact living is gaining in importance.** In recent years, the construction of high-rise buildings and the number of smaller homes is increasing again. Residents there have less space to store their waste for a long period of time.
2. **Mobility** is increasingly becoming a bottleneck. Waste collection also places a burden on local traffic and on the liveability. In addition, it is not evident for urban dwellers to visit a recycling yard, since they often don't have a car.
3. **The composition of the Flemish population** is changing. "The citizen" does not exist. The Flemish citizen sorts waste in various ways and generates various quantities and types of waste, depending on their income, age, family structure, socio-cultural background, education, ... He also responds differently to initiatives to prevent and sort waste.

### 2.2 More customisation

With the new implementation plan, the OVAM aims to respond to those social trends and offers local authorities more customisation. We take into account the changed local context and the differences between municipalities. The plan therefore provides the outlines, but the municipalities will have **more autonomy** in implementation. For example, the implementation plan determines the waste fractions that each local authority is mandatory to collect, but you will keep control on the waste management: raising awareness among families, ensuring that they collect their waste source-separated in a correct way, ensuring cleanliness in your municipality, ...

### 2.3 Innovative collection systems

In the next seven years, you as a local administration will be able to utilise new collection systems. In concrete terms, this concerns the following:

- **bring system at short distances:** residents carry their waste to a nearby collection point;
- **mini recycling yard:** you may set up temporary or permanent mini recycling yard. Residents may dispose of their waste on foot or by bicycle;
- **try out new methods of collection in a pilot project.**

## 3 GOALS TO ACHIEVE BY 2022?

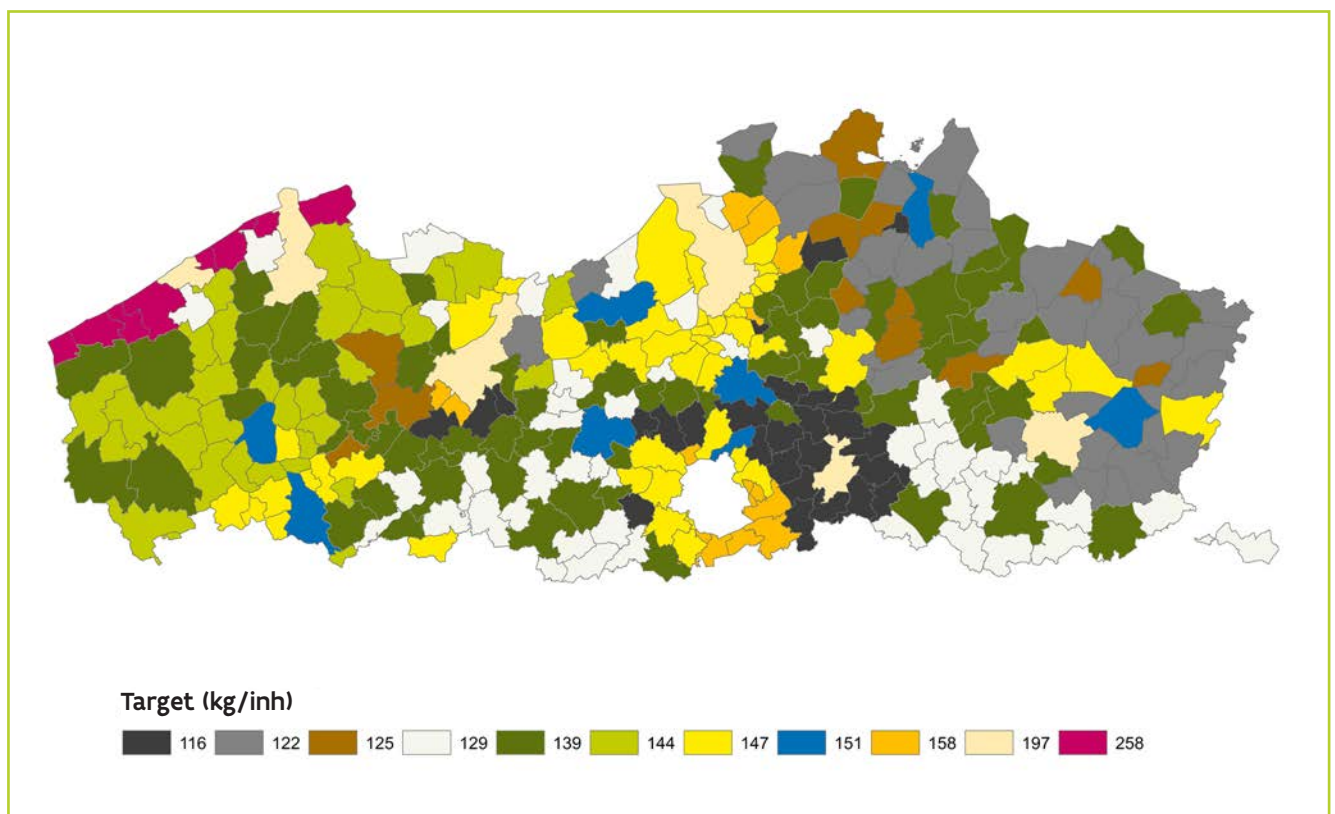
With the implementation plan for household waste and comparable industrial waste, Flanders wants to drastically reduce the total quantity of residual waste from households, companies, and organisations during the 2016-2022 period. It will do this by imposing various targets of residual waste for each cluster of municipalities. The implementation plan imposes new targets for waste prevention, re-use, litter, illegal dumping, and industrial waste in Flanders.

### 3.1 Tailor-made targets

The implementation plan abandons the idea of one single residual waste target for the entirety of Flanders; instead, it adopts a tailor-made approach to the local authorities. The plan aims to achieve eleven targets, distributed over sixteen clusters of municipalities that are similar in a socio-economic point of view. For example, coastal municipalities are assigned a less stringent target since they produce more residual waste due to tourism than rural municipalities, for instance.

Depending on the cluster to which your municipality belongs, you will be assigned a different target for the quantity of maximum residual waste that you may produce. Each municipality must achieve its objective by 2022. Did your municipality achieve its target? In that case, you will be required to maintain your result over the coming years or to improve it if possible. Until the classification of clusters is evaluated, the targets are indicative. The targets will only become binding in case of a positive evaluation of the new classification.

Those are the targets for each cluster of municipalities for household residual waste and industrial waste similar to household waste in 2022:



Denomination	Target
In the suburbs	116kg/inh
Rural or urbanized rural municipalities with strong economic growth	122 kg/inh
Urbanized rural municipalities with industrial activity and demographic growth	125 kg/inh
Less urbanized municipalities with demographic decline	129 kg/inh
Small agricultural municipalities	
In rural areas	139 kg/inh
Rural and agricultural municipalities with industrial activity	
Medium sized cities	
Significantly rural municipalities with high ageing in the population	144 kg/inh
Highly urbanized municipalities with low incomes	147 kg/inh
Cities and metropolitan municipalities with industrial activity	
Metropolitan municipalities with tertiary activity	
Residential suburbia with high income	158 kg/inh
Regional cities	151 kg/inh
Large and regional cities	197 kg/inh
Coastal municipalities	258 kg/inh

In order to help the municipalities to achieve their targets by 2022, a target has also been formulated at the intermunicipal organization level, as an aid. These intermunicipal organization targets are indicative.

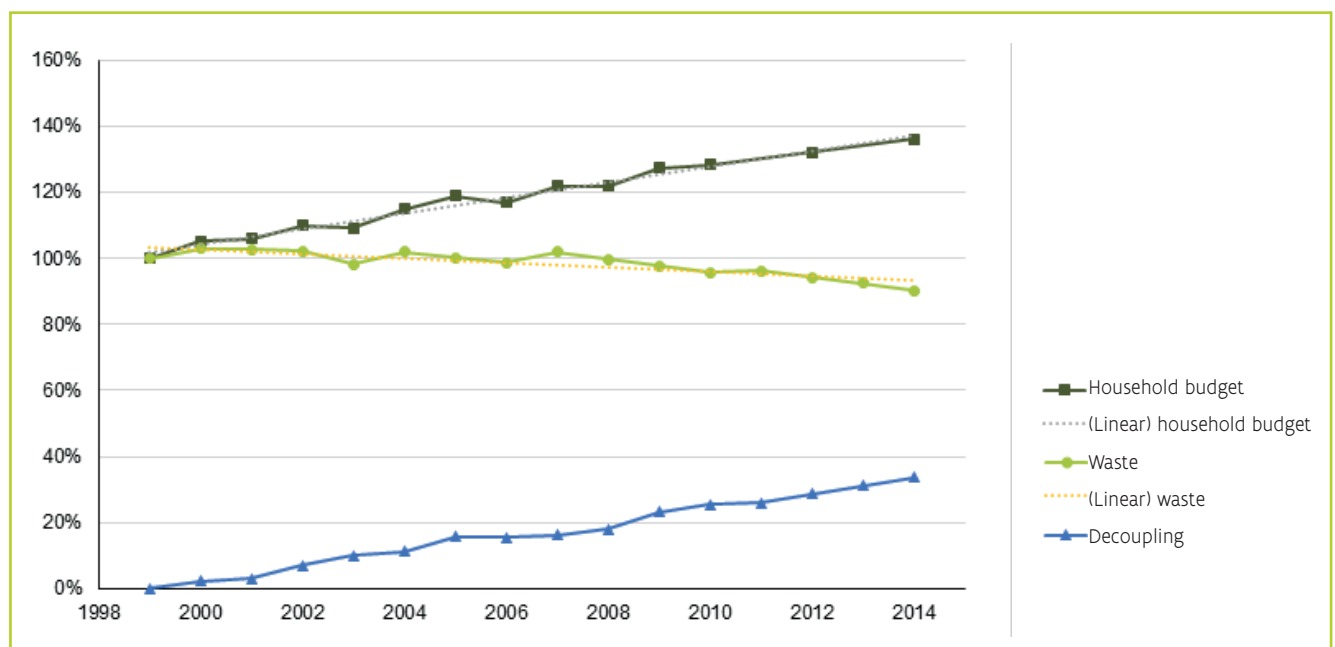
INTERMUNICIPAL ORGANIZATION/ MUNICIPALITY	target per IO (kg/inh) by 2022	INTERMUNICIPAL ORGANIZATION/ MUNICIPALITY	target per IO (kg/inh) by 2022
AARSCHOT	102	ISVAG	197
LIMBURG.NET	126	IVAGO	193
ECOWERF	110	IVAREM	136
HAVILAND	141	IVBO	184
I.V.L.A.	133	IVIO	142
IBOGEM	143	IVM	136
IDM	127	IVOO	190
IGEAN M&V	125	IVVO	164
ILVA	121	KNOKKE-HEIST	258
IMOG	144	MIROM MENEN	147
INCOVO	136	MIROM ROESELARE	144
INTERRAND	158	MIWA	143
INTERZA	124	VERKO	134
IOK-AFVALBEHEER	96		

## 3.2 More prevention

Source-separated collection, recycling, and treatment of waste is important. But it is even better to prevent waste generation and to re-use goods. With the implementation plan, Flanders wishes to decouple consumption from waste generation. In other words: more consumption may not necessarily lead to more waste.

In addition, the total quantity of waste produced must remain the same even if the population grows. **While Flanders produced an average of around 522 kg of household waste per capita in 2012, 2013 and 2014, this cannot be over 502 kg in 2022.**

Evolution decoupling waste generation from consumption pattern from households



## 3.3 More re-use

In the years to come, we want to provide larger amounts of furniture and belongings with a second life. The previous implementation plan assumed a minimum of 5 kg of re-use per resident. That target has already been achieved. By 2022, the accredited re-use centres have to ensure that each Flemish person reuses 7 kg of goods.





### 3.4 Less litter

People also produce waste out of home. That waste must be collected (source-separated) insofar as is possible. Whatever still is thrown on the ground must be cleaned up as soon as possible.

There is still far too much litter in evidence. That is not good for the environment and for the cleanliness of your municipality. The quantity of litter must therefore be lowered by 2022. We will map this reduction with the following level indicators:

- Litter is found in particular at motorway car parks, public transport stops, and waste collection points. By 2022, the Cleanliness Index at those places must improve by 10% in comparison to 2014. The cleanliness of other locations must also not deteriorate. The Cleanliness Index, or cleanliness barometer, is a practical tool that you can use to measure the cleanliness of your municipality.
- By 2022, the litter will be decreased by 20% (in terms of weight) in comparison to 2013. This means that in 2022, a maximum of 14,000 tonnes of litter will be generated (in comparison to 17,500 tonnes in 2013).

### 3.5 Less illegal dumping

In 2016, the OVAM will conduct a study to map the quantity, cost price, composition, locations, and perpetrators of illegal dumping in Flanders in 2015. These figures will form the basis for an action plan to reduce illegal dumping in Flanders.

### 3.6 Less comparable industrial waste

Idem the industrial residual waste still contains far too much materials that can be collected source-separated. In 2013, the industrial residual waste still contained at least 20% of materials that could have been recycled. The objective: by 2022 there will be **15% less industrial residual waste** in comparison to 2013, taking into account the employment rate.

#### Purchaser: pivot in the circular economy

A key player in the sustainable materials policy is the purchaser within a municipality or a company. His purchase policy has the power to place products back into the material cycle after use. By opting for re-use and recycled materials, purchasers will implement circular economy in practice.

#### Choose recycled materials

The OVAM wants to give greater impetus to the market for products produced from recycled materials. For this purpose, it is developing materials criteria for public procurement contract specifications of Flemish and local authorities in order to maximise the possibility of opting for recycled materials. Furthermore, it shares its expertise concerning the materials aspects of products or services for public contracts.

Streams	Door-to-door or bring method-system*	Large recycling yard
household waste	every two weeks, or bring method	
paper and cardboard waste	monthly, or bring method	mandatory
plastic bottles and flasks, metal packaging, and drink cartons (PMD)	every three weeks, or bring method	
glass waste	monthly, or set of bottle banks for transparant/ coloured glass (2 single or 1 double bottle bank, aboveground or underground) (minimum one per 1,000 residents)	
prunings	on demand, minimum four times a year (in green region)	mandatory
vegetable, Fruit and Garden waste VFG) - kitchen waste (organic waste)	every two weeks or bring method (in VFG region)	
bulky waste		mandatory
textile	on demand, minimum twice a year four times a year, or containers (minimum one container per 1,000 residents)	mandatory
waste Electrical and Electronic Equipment (WEEE)		mandatory
metals		mandatory
wood (type A and B)		mandatory
re-usable goods		
flat glass	on demand	mandatory
hard plastics		mandatory
small hazardous waste		mandatory
frying fats and oils		mandatory
stone debris		mandatory
other construction and demolition waste		mandatory
bounded asbestos cement		mandatory
tree trunks		mandatory
fine garden waste		mandatory

\* bring system: source-separated collection at a short distance via underground or aboveground collection systems

## 4 COLLECTION OF HOUSEHOLD WASTE: YOU CHOOSE HOW

As a local authority, you are responsible for the collection of household waste. That makes you an important link in the Flemish waste- and materials policy. The implementation plan for household waste and comparable industrial waste defines which types of waste streams you are required to collect, but from now on, it also gives you more room to choose how you approach the task.

### 4.1 What is mandatory to collect?

The table alongside shows which waste streams you as a municipality are obliged to collect at least source-separated, the way how, and the frequency this must at least be done. You may always collect more waste streams than the streams listed here. After all, the more waste that is collected source-separated, the less has to be incinerated. Consequently, more materials will remain in the material cycle and you will make a significant contribution to the circular economy. Through this, less new raw materials will be required. The extraction of raw materials requires considerably more energy than re-use or the use of recycled materials.

### 4.2 How do you collect the waste?

The implementation plan has abandoned the mandatory door-to-door collection for residual waste, paper and cardboard, plastic bottles and flasks, metal packaging and drink cartons (PMD), and vegetable, fruit and garden waste (VFG). For those streams, you have a choice between a door-to-door collection, a nearby bring system, or a combination of both systems.

#### Nearby bring system: advantages and disadvantages

In a bring system, residents bring their waste to a waste container in their neighbourhood. The opening times are extensive: residents can dispose of their source-separated collected waste whenever it suits them. This is particularly advantageous for people who live in small houses and have little storage space.

Sometimes a bring system leads to loss of quality of the collected waste streams, and a higher pollution. In addition, collection points attract more illegal dumping. Aboveground systems score lower than underground systems.

#### Recycling yards

Besides a population standard, also a distance standard will be applied from now on.

**90% of the population** lives within a **maximum radius of 5 kilometres from a recycling yard site that is accessible to them**. The waste fractions that you are required to collect in a recycling yard site can be found in the table above.

or

One recycling yard in a municipality with **more than 10,000 residents**.

## 4.3 Learning networks

In order to help you as a municipality in the source-separated collection of waste streams, the OVAM offers you customised support. The basic principle is that municipalities within the same cluster can learn from each other. For this reason, the OVAM will start up 'learning networks' in collaboration with the Association of Flemish Cities and Municipalities (VVSG) and Interafval (Intermunicipal Waste Agency) . Within such a network, you can share best practices with other municipalities in your cluster.

Municipalities with the largest amount of residual waste will receive extra support. There may be various causes for high residual waste figures. For example, a municipality with high quantities of bulky waste will already have high residual waste figures. The introduction of VFG waste collection can also reduce the amount of residual waste.



## 5 COMPARABLE INDUSTRIAL WASTE

Comparable industrial waste is waste from companies that is of a nature and composition similar to household waste: paper and cardboard, PMD, bio-organic waste, ... It involves quantities larger than those of household waste, and such waste is mainly collected by private waste collectors.

The OVAM supports companies to better manage their materials streams, so that they consume less and recycle more. The OVAM does the same in various ways:

### 5.1 Handy OVAM-tools

Companies can rely on some tools in order to efficiently manage their resources and materials:

- The **e-resources** tool helps to make a distinction between waste materials and raw materials.
- Via the **feedback tool**, companies receive feedback and tips about their materials management in relation to other similar companies in Flanders.

### 5.2 Targeted communication about the sorting obligation

The past years, the OVAM organised regular awareness-raising and information campaigns on the sorting obligations of companies. Such communication actions will be continued in the years to come. The OVAM chooses two tracks: a general approach and an approach per sector for the source-separated collection in SMEs.

### 5.3 Quality assurance for waste collectors?

The collection of industrial waste has to be further professionalised. For this reason, the OVAM is investigating whether a quality management system (QMS) would be useful to collectors of industrial waste. The introduction of such a QMS is intended to encourage companies to deliver source-separated waste, so that the quality of the collected streams is ensured.

### 5.4 Collective collection on industrial premises

Local authorities and companies can set up pilot projects for the collective collection of source-separated fractions on industrial premises. This is better for the environment and cheaper in view of the more efficient logistics. A smoothly operating service prevents individual companies from dumping small quantities of source-separated streams into the residual waste.





## 6 ACTIONS FOR SIX WASTE STREAMS

Bio-organic waste, packaging, hard plastics, paper and cardboard, textiles and bulky waste: the implementation plan describes specific actions for these six waste streams. With these actions, Flanders wishes to significantly reduce the total quantity of residual waste and to increase recycling.

### 6.1 Bio-organic waste

Too much food is still throwing away into our waste. The Flemish Government and the actors in the entire food chain are committed to reducing food waste by 15% by 2020. In the implementation plan, we focus on how local authorities can prevent food losses. The OVAM continues to stimulate closing the material cycle at home (including home composting).

The collection vegetable, fruit and garden (VFG) waste will be further optimised and enhanced in municipalities collecting separately VFG waste (VFG regions). In addition, the OVAM is examining the feasibility of expanding the VFG with kitchen waste that contains animal by-products. This will provide a clearer sorting message to the citizens.

In the green regions, a combination of home composting and a more intensive source-separated collection of green waste will be strengthened.

For companies that produce a lot of bio-organic waste, the source-separated collection of bio-organic waste will become mandatory starting from 2021. For smaller producers, first a pilot project will be carried out.

### 6.2 More collection and recycling of packaging

In the coming years, VAL-I-PAC and Fost Plus will have to collect and recycle more packaging waste. VAL-I-PAC promotes the recycling of industrial packaging waste; Fost Plus is responsible for the promotion and financing of source-separated collection, sorting, and recycling of household packaging waste in Belgium.

In order to collect more packaging waste, the Interregional Cooperation Agreement (ICA) shall be made more stringent. This cooperation agreement imposes a number of obligations on companies that put packaging on the market, for example for the recycling targets.

By making the ICA more stringent, VAL-I-PAC and Fost Plus will have to focus more on the smaller streams of packaging waste that, until now, are not source-separated collected. The amendment to the ICA relates to:

- higher targets, so that packaging companies will recycle even more;
- extra targets for other plastic streams, so that streams like EPS (polystyrene foam), films, and hard plastics are source-separated collected.

#### **New accreditation for VAL-I-PAC and Fost Plus**

The current accreditation of VAL-I-PAC expires on 31 December 2016, while that of Fost Plus will continue until the end of 2018. Both are therefore due to be reviewed in the next few years. The Flemish Government is proposing a number of guiding lines for both accreditations. For example, it wishes to ensure mandatory source-separated collection of all the remaining plastics that still is disposed of into our residual waste.

## 6.3 Source-separated collection of hard plastics

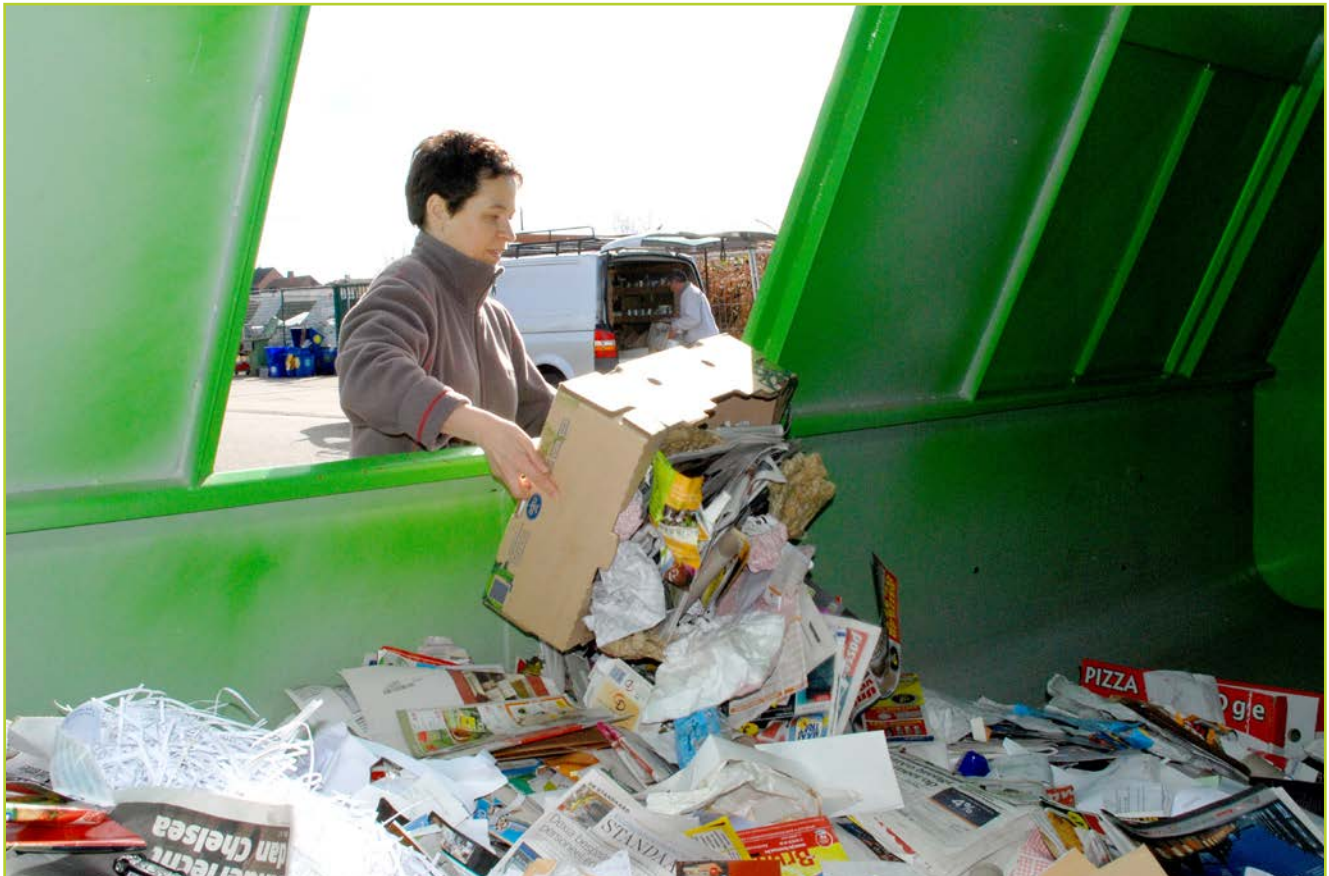
From now, citizens have to bring non re-usable hard plastics such as buckets, toys, tubes, source-separated to the recycling yard. Thus, this hard plastic waste fraction will be recycled and no longer incinerated. Also, companies will also be obliged to collect source-separated used plastics insofar as is possible. This relates to hard plastics, foils, and polystyrene.





## 6.4 Communication about paper and cardboard packaging

The OVAM is starting a new communication campaign together with Fost Plus and Paper Chain Forum. This will make it clear to citizens that paper and cardboard packaging waste is also part of the paper and cardboard.

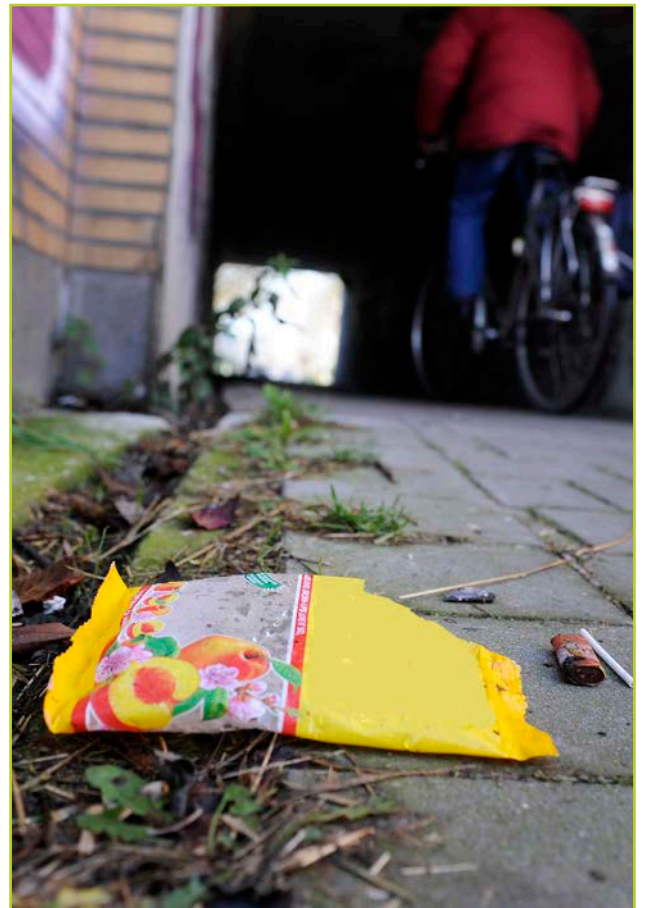


## 6.5 Worn-out textiles are also textiles

Until today, textile collection includes the collection of mainly re-usable clothing and shoes, while also worn-out clothing, shoes, towels, and sheets have to be collected source-separated. A clear and correct sorting message is therefore important. For this reason, the OVAM is investigating the sorting messages that is mentioned on textile containers and will modify the message, if necessary. In 2017 the OVAM will also bring together actors from the textile sector to check how they can jointly tackle the challenges of closing the textile chain.

## 6.6 Bulky waste: no furniture and mattresses any more

The OVAM will provide support to municipalities that generate large amounts of bulky waste. In addition, there will be a specific policy for furniture and mattresses, with incentives for eco-design, more (local) re-use, and source-separated collection. Moreover, the extended producer responsibility (EPR) for mattresses will also be introduced by 1 January 2018. For furniture, the OVAM will seek out the most appropriate tool to collect this stream source-separated.





## 7 LESS LITTER

Litter is defacing our public space and is an eyesore for everyone. In addition, clearing the same is costing Flanders millions of euros. To get rid of all the litter, everyone must make an effort. The new plan describes the broad strategic lines. Concrete implementation is given to this in the form of an annual action plan.

The progress of the litter policy will be evaluated for the first time in 2018. If it is found that the quantity of litter does not drop sufficiently, the policy will be suitably amended.

### 7.1 What does Flanders do?

A first step is prevention: preventing that waste becomes litter. The most commonly occurring litter fractions are cigarette butts, chewing gum, and food packaging (e.g., coffee cups, beverage containers, wrappers, etc.). Flanders wishes to tackle these specific fractions at the source. How? By encouraging producers and distributors to develop solutions that will help consumers to not generate any litter.

In addition, extra attention will be paid to the places with the largest amount of litter. A tailor-made approach will be worked out for these target sites. This will enable you as a municipality to get started.

### 7.2 What can you do?

A lasting change in behaviour is required in order to keep the public space clean in your municipality as well. Each link in the chain will be called on to fulfil its responsibility: producers, distributors, consumers and citizens, companies, local authorities, domain administrators, and enforcement agencies.

#### A good litter policy is based on five fundamental pillars:

**Infrastructure:** a well-thought-out set-up of public spaces will encourage citizens to throw waste in dustbins and to avoid illegal dumping. This happens through well-placed and efficiently managed dustbins and an efficient public sweeping policy.

**Participation:** support the network of volunteers and partners, and expand it. Make their efforts visible and ensure in this way recognition. In this manner, you will increase the commitment to public cleanliness and also create effective social control.

**Communication:** use communication campaigns that raise awareness to make it clear that leaving behind waste is socially unacceptable. Communication at the time at which litter is generated, is the most effective (target site-specific communication). You can make use of the annual Indevuilbak-campaign on litter, a partnership between VVSG, Fost Plus, and the OVAM. By adapting the message of this campaign according to the situation in your municipality, you can be certain that this will have an impact on your residents.

**Environment:** an abandoned or dilapidated neighbourhood can provoke littering behaviour due to anonymity and neglect. The OVAM is investigating which best practices could reverse the situation.

**Enforcement:** this is the cornerstone of any policy. It must be visibly clear out in the field that no form of litter and illegal dumping will be accepted anymore. Enforcement will be interpreted in broad terms: not only fines can be imposed; you can also challenge violators concerning their behaviour and increasing social control.



## 8 MINIMISING INCINERATION AND LANDFILLING AS MUCH AS POSSIBLE

Incinerators or landfill sites are the last resort for the treatment of waste. Valuable resources are lost in these treatment methods.

Flanders stands by the principle of “self-sufficiency”: waste that is generated here has to be incinerated or disposed of on the landfill site only here.

### 8.1 Incineration: capacity must be adjusted according to the supply

The incineration capacity in Flanders is adjusted according to the quantity of waste that has to be incinerated. The OVAM maps out the supply of combustible waste as well as the incinerators in a transparent way. If the quantity of waste remains the same, incineration capacity can only be added if capacity elsewhere is reduced. Waste treatment facilities shall also be expected to take efforts to ensure greater effectiveness and energy efficiency.

In the next few years, Flanders wishes to further reduce the quantity of residual waste. For this reason, the OVAM is developing a tool to stimulate the reduction of waste treatment facilities over the next few years.

### 8.2 Landfill: last option

Waste landfilling is and remains the last treatment option. In order to limit landfilling, the Flemish Government imposes landfill levies, landfill bans, and a ban on new landfill sites for non-hazardous waste.

Landfilling must continue to remain more expensive than incineration. Also in the future the environmental levies will be based on this principle. Since there is sufficient landfill capacity at present, no additional landfill capacity will be permitted at new locations.



## 9 CONCLUSION

From innovative collection methods to targets for recycling and the collection of plastics, this brief summary of the new implementation plan has hopefully provided you with a lot of new ideas about how you can approach waste and litter also in your municipality.

More inspiration and comprehensive details can be found in the complete version of the implementation plan at [www.ovam.be/uitvoeringsplan](http://www.ovam.be/uitvoeringsplan).





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