



GOOD PRACTICE FLANDERS: LANDFILL & INCINERATION POLICY

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1. GENERAL INFORMATION ON THE GOOD PRACTICE (GP)

1.1 General information

Region	Flanders
Country	Belgium
Short name of the good practice	Landfill and Incineration policy
Geographical level of implementation (country, region, municipality...)	Region
Target group	Waste producers
Date of implementation/duration	Since 1982
Waste stream (and subcategory)	All
Legal framework	Materials Decree, Flemish Regulation on Materials and Waste, Implementation Plan for Environmental Responsible Household Waste Management
Main local instruments involved	Levy on incineration, levy on landfill, incineration ban, landfill ban
Scale (pilot/partially roll out /roll out)	Roll out
Initiator/coordinator	Flemish government (Flanders), regional level
Demography	
Population	6.381.859 (on 01.01.2013)
Number of households	2.604.786 (on 01.01.2009)
Area (km ²)	13.521
Population density (number of inhabitants/km ²)	472,0 (on 01.01.2013)
General waste data (Not necessarily related to the GP but to give some background information. Data about the GP should be included under 3.1)	
Year of the following waste data	2012
Sum of all waste streams excl. residual & bulky waste (kg/inhabitant/year) (Use indicator 1 or 2 from the R4R Online Tool)	277,91

Residual waste (including sorting residues) (kg/inhabitant/year) (Use indicator 8 or 9 from the R4R Online Tool)	117,28
Total waste (add up the previous two)	395,19
Sum of all waste streams excl. residual & bulky waste to DREC (kg/inhabitant/year) (Use indicator 3 of the R4R Online Tool)	269,49

1.2 Context

In accordance to the Decree on the Prevention and Management of Waste (Waste Decree) of July 2nd 1981 environmental levies on landfilling and incineration of waste materials started to be imposed.

At that time landfilling of waste was the dominant way of waste disposal. Waste disposal was mostly for free.

The Public Waste Agency of Flanders (OVAM) started in 1981, after making a survey of all the existing landfill sites (dumpsites) in Flanders, by closing most of those landfill sites and developing new ones with better standards. The OVAM started at the same time by imposing levies on landfilling and incineration of waste. Simultaneous the OVAM initiated step by step the separate collection at source of Municipal Solid Waste (MSW).

By closing landfill sites and imposing levies on landfilling and incineration of waste, a strong incentive was given to divert waste materials from the landfill sites and to stimulate municipalities to start with the separate collection of MSW for recycling in order to reduce the residual waste.

Landfill and incineration costs were increased to promote waste separation for recycling.

The revenues from those levies were centralised in a fund, called Prevention and Remediation Fund for Environment and Nature (MINA Fund). Part of the revenues returned to the municipalities in the form of subsidies under the condition that they managed the waste in accordance to the Household Waste Management Plan and that they met the targets mentioned in the Plan.

The basic principle of the levies is 'the polluter pays' principle.

The levies are partly funding (MINA Fund) but have also an especially regulating effect. The regulating effect is obtained by the differentiation of the tariff rates related to the type of waste material and the processing of the waste.

In 1997 the OVAM started by introducing slowly but surely landfill and incineration bans.

Both policy instruments have given a boost to the separate collection and recycling of waste materials and move the waste management up in the waste hierarchy (prevention, re-use, composting, recycling, recovery).

1.3 Short description

The Flemish Government implements landfill and incineration restrictions. As a result, landfilling of bio waste, unsorted waste, separated waste suitable for recycling and combustible waste are banned. Incineration of separated waste streams and unsorted waste are also banned.

Levies on landfilling made the tariff for landfilling higher than the tariff for incineration of waste streams in order to discourage final disposal of waste on the landfill sites. For those waste streams that can be recycled, levies ensure that recycling (or pre-sorting) becomes economically more interesting.

The increase of landfill and incineration levies over the time in Flanders had an effect on the landfilling and incineration rate in favour of re-use, recycling, composting and recovery.

Landfill and incineration levies associated with landfill and incineration bans are a significant driver for reducing the landfilling and incineration of waste.

1.4 Objective

The basic principle of the levies is 'the polluter pays' principle.

The aim is to move the waste management further up in the waste hierarchy and to reduce the amount of waste materials disposed of on the landfill sites and incinerators.

Levies on landfilling and incineration of waste materials associated with landfill and incineration bans are not anymore only focussed on environmental protection, health and safety aspects but are used as efficient policy instruments to carry out the waste hierarchy.

1.5 Method used to identify the good practice

Evolution. In the last decades, there has been a very significant decrease of residual waste disposed of on the landfill sites or in the incinerators.

Since 2006 no more combustible waste is landfilled anymore.

1.6 External factors

The high population density in Flanders together with the scarcity of land and the Not In My Back Yard (NIMBY) syndrome resulted in the fact that Flanders didn't accept anymore landfilling of waste materials.

The Flemish Government started to plan very strictly the landfilling and incineration capacity. This policy was key for the separate collection of waste materials at source for recycling.

2. IMPLEMENTATION

2.1 Preparation phase

Before closing inappropriate landfill sites (dumpsites) a survey was made of all the existing landfill sites/dumpsites and incineration capacity in Flanders.

The necessary waste treatment capacity was estimated/calculated taking into account the mandatory policy measures on waste prevention and recycling.

The landfilled and incinerated waste were limited to those fractions that cannot be incinerated or recycled on an ecologically sound way.

2.2 Technical implementation

Important was:

- the survey of the existing landfill sites/dumpsites. The calculation of the necessary waste treatment capacity after waste prevention and recycling, the pressure of the citizens to not accept any more landfill/dumpsites sites in their neighbourhood and the political will to close inappropriate landfill sites/dumpsites.
- to provide simultaneously an alternative for waste treatment; e.g. the separate collection at source of recyclable materials
- to convince at the same time consumers/citizens as waste producers to step in the waste prevention initiatives and to separate waste materials collection for recycling.

All the landfill sites (and incinerators) need to be equipped appropriate to be able to calculate exactly the quantities of waste disposed of on the landfill site (and incinerators) in order to calculate and impose correctly the levies on the waste producers (weight bridge, fenced, monitoring system, control, etc ...).

2.3 Communicative implementation

This good practice applies to local governments, waste producers, waste service providers, operators of landfill sites and incineration plants.

Through regular consultation, all stakeholders are informed about new legislation/levies.

Public awareness raising and information campaigns were launched to stimulate the citizens to collaborate in the separate collection, waste prevention initiatives, home composting etc. Important was to explain the benefits of the separate collection. One of the first slogan was: “*Be clever, sort your waste!*”

2.4 Organisations involved

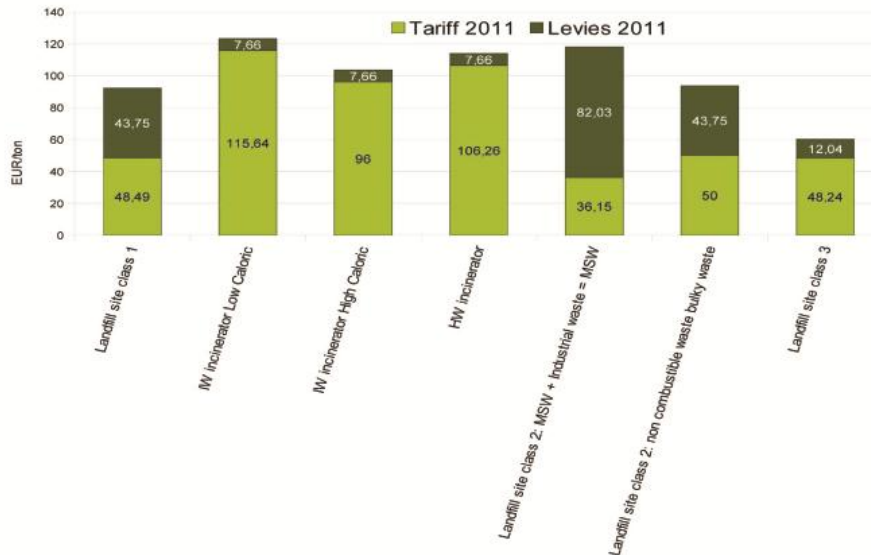
All the producers of waste materials, citizens/enterprises are caught by levies on landfilling and incineration of waste materials and landfill and incineration bans!

The law (national or regional) needs to provide all the provisions to set up a perfect and correct system for the registration of the quantities of waste landfilled or incinerated. The tonnage produced and registered need to be controlled by the Government (national or regional).

The revenues from the levies need to be centralized by preference at Governmental level.

2.5 Key success factors

- The law on levies for landfilling and incineration of waste materials as on landfill and incineration bans need to be created at Governmental level (national/regional).
- A perfect and correct system needs to be set up for the registration of the quantities of waste landfilled or incinerated. The tonnage produced and registered needs to be controlled. The revenues need to be regulated at Governmental level (national/regional).
- Revenues raised from the levies on landfilling and incineration of waste materials need to be used efficiently in order to reduce the generation of waste and need to be partly reinvested in the waste policy on both level regional as local.
- The revenues are used among others to subsidise the separate collection at source of MSW and to support the municipalities financially with the necessary infrastructure for the separate collection. The financial support was only given if the infrastructure was built in accordance to the provisions mentioned in the Household Waste Management Plan and the Flemish regulation on subsidies. The Flemish Government subsidises; e.g. the construction of civic amenity sites, underground bring banks, etc...
- The incineration and landfilling capacity needs to be planned very strictly in order to avoid overcapacity. Overcapacity decreases the gate fees of landfill sites and incineration plants and as a consequence attracts more waste.
- The level of the taxes needs to be high enough to discourage landfilling and incineration of waste materials.
- Last but not least, the introduction of levies on landfilling and incineration of waste materials and landfill and incineration bans needs an integrated approach (strict waste treatment capacity planning, infrastructure for the separate collection, re-use centres, information and awareness raising, etc ...).



Overview of the tariffs and levies on landfilling and incineration of waste materials

2.6 Resources

The implementation of levies on landfilling and incineration of waste materials and landfill and incineration bans needs first of all a sound and coherent legal framework, enforcement and control.

3. RESULTS

3.1 Monitoring of the progress of the GP

Since the implementation of the levies on landfilling and incineration of waste materials and landfill and incineration bans there is a significant decrease in landfilling and incineration of waste materials over the time. At the same time there is a significant increase of re-use, recycling and composting of MSW. Levies on landfilling and incineration of waste materials associated with landfill and incineration bans have been a significant driver for reducing final disposal of waste on landfill sites or incinerators.

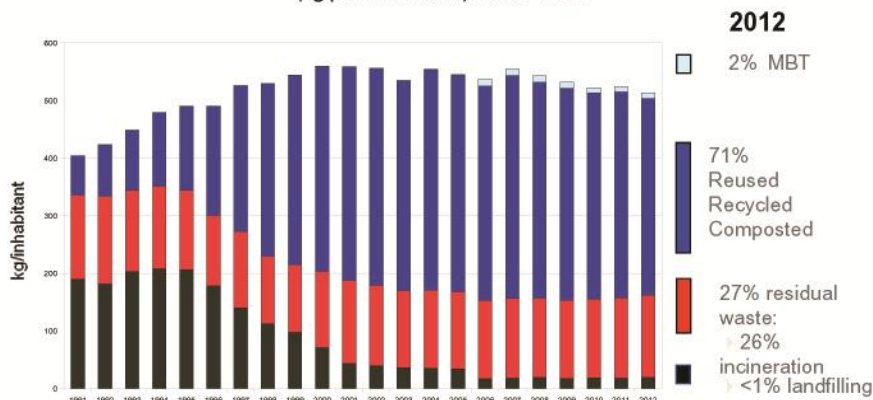
The waste management is moved further up in the waste hierarchy.

Flanders (Belgium) is compliant with the targets of the Landfill Directive and Waste Framework Directive

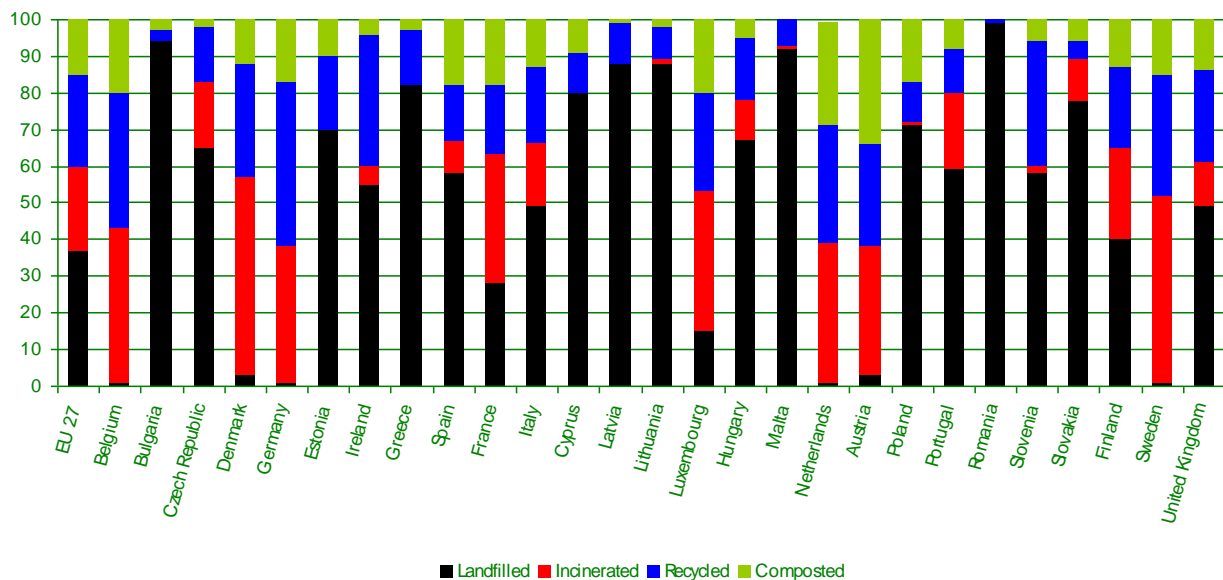
Flanders has one of Europe's highest recycling rates for MSW.

Waste management in Flanders

Household waste growth and growth in recycling and composting (kg per inhabitant): 1991 - 2012



Eurostat newsrelease 04.03.2013



3.2 Other results

A mix of policy measures has supported the move up further in the waste hierarchy and diversion of waste streams from the landfill sites.

High level of information and awareness campaigns has motivated the inhabitants to separate the MSW for recycling.

Levies and bans on landfilling and incinerations have:

- encouraged/created other methods of waste processing; e.g. re-use, recycling or incineration with energy;
- an economic impact resulting in an increase in employment;
- developed gradually an economic relationship between the sectors that produce waste materials and the waste processing sector.

Landfilling stays the only solution for some specific waste streams/residues that cannot be treated by incinerations or recycling.

The system of levies associated with bans have proven its efficiency in support of the waste policy in general!

4. LESSONS LEARNED

4.1 Negative effects

- Illegal disposal of waste;
- Illegal burning of waste;

These illegal activities, which is in fact tax evasion, are mainly addressed by the following measures:

- Consultation of the municipalities and various business sectors;
- Information and awareness raising campaigns;
- Good and convenient waste separate collection system for MSW;
- Fines for illegal dumping and incineration.

4.2 Challenges

Of course, there has been opposition at the introduction of the levies! Consultation of municipalities and various business sectors took places in order to find compromises.

Information and awareness campaigns are endless. Consumers/producers need to be motivated permanently to reduce the generation of waste and to sort separately waste materials for recycling.

A general waste approach is extremely important. All the measures taken to further move up in the waste hierarchy need to be harmonized.

Monitoring, enforcement and control on the implementation of the levies and bans are crucial!

5. PICTURES AND OTHER DOCUMENTATION

The increased levies on the landfilling of combustible waste, in effect since 2007, have led to the volume being offered for disposal decreasing consistently. 2012 was a pivotal year for the direct landfilling of shredder waste. Compared to 2011, 85,940 tonnes less of combustible waste were dumped in 2012. The amount of waste that was incinerated rose by 25,666 tonnes, the amount of waste that was co-incinerated by 81,609 tonnes and the amount of waste that was transferred by 17,721 tonnes. The total income from levies for 2012 was approximately 31.6 million euros, compared with 32.8 million euros in 2011.

Processed waste and levies collected in 2012:

	2012	
	in tonnes	in euros
Landfilling of combustible waste	244,040	5,430,338
Landfilling of non-combustible waste	761,740	6,998,713
Incineration	2,022,611	13,816,213
Co-incineration	392,296	1,323,611
Transfer	642,540	2,669,134
Total	4,063,227	30,238,009

Extrat of the OVAM Activities Report 2012

6. FURTHER INFORMATION

Organisation	OVAM
Address	Stationsstraat 110, 2800 Mechelen, Belgium
Contact person	Maarten De Groof
Phone	32 15 284 553
E-mail address	Mdgroof@ovam.be
Website	http://www.ovam.be
Others	OVAM

7. OTHER REGIONS WITH SIMILAR GOOD PRACTICES

The following partners of the R4R-project have a good practice similar to the good practice described in this factsheet:

Organisation	Southern Regional Waste Management Office
Address	Limerick City & County Council, Lissanalta House, Dooradoyle, County Limerick IRELAND
Region	Limerick/Clare/Kerry Region (now part of the larger Southern Region)
Country	Ireland
Contact person:	Philippa King/Carol Sweetnam
Phone	00353 61 496842/00353 61 496841
E-mail address	philippa.king@limerick.ie carol.sweetnam@srwmo.ie
Website	www.srwmo.ie

Others	
Short description of the main differences.	<p>Ireland's landfill levy was introduced in 2001 at a rate of €15 per tonne. This has progressively increased over the years and is currently at €75 per tonne since July 2013. This levy has assisted the country in diverting waste away from landfill and supporting waste minimisation and recycling initiatives. The landfill levy is remitted to the Environment Fund, which is managed and controlled by the Minister for the Environment. Monies from the fund are used for a range of waste management purposes i.e. schemes to prevent/reduce waste, research & development into waste management, waste enforcement and education campaigns. However the total amount of monies generated from the landfill have decreased significantly over the last few years due to the closure of landfill sites and the significant increase in the export of waste from the state due to the increasing landfill costs.</p> <p>There is currently no incineration levy.</p> <p>Ireland currently has a landfill ban in place for WEEE, batteries and hazardous waste. There is currently no incineration ban.</p>

REGIONS FOR RECYCLING

