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1 **Future Improvements on Performance of an EU Landfill Directive Driven**
2 **Municipal Solid Waste Management for a City in England**

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17 **Abstract**

18 Sustainable municipal solid waste (MSW) management is regarded as one of the key
19 elements for achieving urban sustainability via mitigating global climate change, recycling
20 resources and recovering energy. Landfill is considered as the least preferable disposal
21 method and the EU Landfill Directive (ELD) announced in 1999 requires member
22 countries to reduce the volume of landfilled biodegradable materials. The enforcement of
23 ELD initiated the evolution of MSW management system UK. This study depicted and
24 assessed the transition and performance of MSW management after the millennium in
25 Nottingham via materials flow analysis (MFA), as well as appropriately selected indicators
26 based on the concept of waste management hierarchy and targets set in waste management
27 regulations. We observed improvements in waste reduction, material recycling, energy
28 recovery, and landfill prevention. During the period 2001/02 to 2016/17, annual waste
29 generation reduced from 463 kg/Ca to 361 kg/Ca, the recycling and composting share
30 increased from 4.6% to 44.4%, and the landfill share reduced from 54.7% to 7.3%. These
31 signs of progress are believed to be driven by the ELD and the associated policies and
32 waste management targets established at the national and local levels. An alternative
33 scenario with food waste and textile separation at source and utilizing anaerobic digestion
34 to treat separately collected organic waste is proposed at the end of this paper to fulfil the
35 high targets set by local government and we further suggest that the recycling share may
36 be improved by educating and supporting the public on waste separation at the sources.

37 *Keywords:* Municipal solid waste management; Policy-driven transition; EU Landfill
38 Directive; Nottingham; Material flow analysis; Separate collection.

39 **1. Introduction**

40 Municipal solid waste (MSW) management systems are complex owing to
41 increasing connectivity amongst policies, regulations, socio-cultural contexts,
42 environmental conditions, economic development and/or available resources
43 (Sharholy et al., 2007). MSW managers are challenged by increased quantity and
44 ever diversified composition of MSW produced by growing populations and
45 consumption resulting from urbanization and industrialization (Shmelev and
46 Powell, 2006, Manaf et al., 2009). The environmental and social consequences
47 resulting from MSW management, especially landfill, are profound (Laurent et al.,
48 2014a). Landfill is commonly regarded as the least preferable MSW treatment
49 because of its high contamination potential including water and soil pollution due
50 to the leachate seepage and greenhouse gases (GHGs) emission resulting from the
51 decomposition of biodegradable waste (El-Fadel et al., 1997, Laurent et al., 2014a).
52 These adverse impacts can be diminished by adopting more sustainable MSW
53 management strategies such as material recycling and energy-from-waste (EfW),
54 i.e. anaerobic digestion (AD), incineration with energy recovery (Laurent et al.,
55 2014b, Brunner and Rechberger, 2015).

56 To combat the challenges of managing the increasing amount of waste and
57 associated adverse impacts on human health and the environment from landfills,
58 the EU Landfill Directive (EU Directive 99/31/EC) (ELD) was introduced in 1999

59 (Burnley, 2001). ELD places particular limits on the quantity of biodegradable
60 municipal waste (BMW) sent to landfills. EU Member States were required to bring
61 into force the laws, regulations and administrative provisions to comply with ELD
62 within two years of its entry into force (EC, 1999). Thereafter, the EU Waste
63 Framework Directive (EU Directive 2008/98/EC) established a “waste
64 management hierarchy”, which places the following strategies in descending order
65 of priority: prevention, reuse, recycling, recovery and landfill. The EU directives
66 have been transposed into national legislations in EU member states as part of
67 European waste management strategy development, to encourage separate
68 collection and waste pre-treatment, as well as upgrading disposal methods (Vehlow
69 et al., 2007, Lasaridi, 2009, Costa et al., 2010, Stanic-Maruna and Fellner, 2012,
70 Brennan et al., 2016). In England, MSW management strategies were successively
71 introduced for diverting waste from landfills by introducing recycling and recovery
72 practices (SE, 2000, Burnley, 2001, Fisher, 2006). Many researches have been
73 conducted to identify the challenges of meeting the targets set in the EU directives
74 (Price, 2001, Lasaridi, 2009, Stanic-Maruna and Fellner, 2012), to analyse the
75 influences of the EU directives on waste management legislations and practices
76 (Taşeli, 2007, Závodská et al., 2014, Stanic-Maruna and Fellner, 2012, Scharff,
77 2014), and to evaluate the environmental impacts of potential waste management
78 scenarios or technologies (Pires et al., 2007, Emery et al., 2007, Ionescu et al., 2013,
79 Závodská et al., 2014). However, less attention has been paid on the process how

80 EU directives have driven the evolution of waste management and the extent to
81 which the performance of waste management has been improved under the
82 guidance of the EU directives.

83 The evolution of waste management driven by the EU directives, and the
84 performance of a waste management system can be measured by tracking the
85 change of waste management legislations and strategies responding to the EU
86 directives and comparing the historical and current status to the targets (Zaccariello
87 et al., 2015). Such comparisons can be made by using the methodologies of
88 materials flow analysis (MFA), life-cycle assessment and risk analysis with a series
89 of representative indicators (Zaccariello et al., 2015, Parkes et al., 2015, Coelho
90 and Lange, 2018, Masebinu et al., 2017). MFA analyses the flux of materials used
91 and transformed as the flow goes through a defined space, a single process or a
92 combination of processes within a certain period (Belevi, 2002, Rotter et al., 2004).
93 Taking the hidden flows and sinks into account, it provides an approach to
94 thoroughly understand the elements and processes of a waste management system,
95 to identify opportunities for improving the performance of MSW management
96 (Owens et al., 2011, Zaccariello et al., 2015, dos Muchangos et al., 2016), and to
97 select the most promising strategy to do so (Dahlén et al., 2009, dos Muchangos et
98 al., 2016, Zaccariello et al., 2015).

99 Indicators can be useful in measuring and tracking the performance of waste
100 management practices on a regular basis in a coherent and articulate manner
101 (Wilson et al., 2012, Greene and Tonjes, 2014), and evaluating waste streams as
102 well as environmental impacts and waste treatment efficiency (Rotter et al., 2004,
103 Desmond, 2006, Wen et al., 2009, Greene and Tonjes, 2014, Teixeira et al., 2014,
104 Zaccariello et al., 2015, Bertanza et al., 2018). Waste management hierarchy is the
105 basis for building sustainable MSW management and correspondingly influence
106 the choice of suitable indicators to evaluate the performance of MSW management
107 system. For example, recycling rate, recovery rate and landfill rate are frequently
108 used as indicators to measure the performance of a waste management system
109 (Zaccariello et al., 2015, Pomberger et al., 2017, Haupt, et al, 2017).

110 In this vein, we have analysed and compared the MSW generation and
111 management practices in Nottingham since the enforcement of ELD (from 2001/02
112 to 2016/17) based on statistics of waste generation and flows. We aim to thoroughly
113 evaluate the effectiveness of waste management policies and regulations on
114 improving the performance of waste management practices, and to identify the
115 positive and negative changes in relation to the revision of the management
116 strategies/policies, then to propose an alternative scenario having a better
117 performance on managing MSW which could meet the targets set in national and
118 local regulations for Nottingham, as well as to provide experiences and references
119 for the cities alike.

120 **2. National and local waste management strategies responding to ELD**

121 The implementation of the ELD has been widely enforced in EU Member States
122 for producing, collecting and disposing of waste (Pan and Voulvoulis, 2007, Taşeli,
123 2007, Lasaridi, 2009, Apostol and Mihai, 2011, Stanic-Maruna and Fellner, 2012).
124 Three national level targets were set up to reduce the amount of BMW disposed to
125 landfill for England (Appendix A) (EC, 1999). Later, the Waste Framework
126 Directive upgraded and extended ELD from limiting landfilled waste to
127 establishing sustainable waste management; accordingly, promoting recycling
128 target and separate collection requirement (Appendix A) (EC, 2008). The
129 Packaging and Packaging Waste Directive has been amended three times for the
130 better management of packaging waste by strengthening the waste prevention
131 through product design, charging on carrier plastic bags and promoting recycling
132 and recovery of packaging waste (EC, 2004, 2005, 2015).

133 *2.1. Waste strategies in England in response to EU policy*

134 Three main waste management strategies, highlighted in Fig. 1, were
135 successively published in England for implementing the requirements of the EU
136 directives, including detailed management targets (Appendix A). Waste
137 management programs and regulations were also launched to facilitate achievement
138 of the national targets. For example, the Waste and Resource Action Programme
139 (WRAP) was set up in 2000 to promote sustainable waste management, by

140 launching a series of campaigns and measures to educate and support public
141 recycling and reusing waste, as well as changing consumption behaviour. WRAP
142 also cooperates with various communities, industries and government to make
143 production and consumption more sustainable (WRAP, 2018a; WRAP, 2018b).
144 Landfill Allowance Trading Scheme (LATS) was introduced in 2005 to
145 progressively reduce the amount of BMW that could be landfilled (Fisher, 2006).
146 As a result, the landfilled BMW was reduced by 7% annually during 2005/06–
147 2011/12, though LATS was suspended after 2012/13 because of its coexistence
148 with the Landfill Tax, which applies similar enforcement (Calaf-Forn et al., 2014).

149 In addition to these strategies, a variety of waste treatments were gradually
150 introduced to improve the efficiency and performance of waste management (Ryu
151 et al., 2007, DEFRA, 2013). These included mechanical and biological treatment,
152 production of refuse derived fuel (RDF), compost, AD, gasification, and pyrolysis.
153 In this way, the targets and strategies have facilitated the practices of waste
154 management based on the waste management hierarchy moving from the least
155 favourable option to preferable options for waste disposal (Uyarra and Gee, 2013).
156 Since the implementation of the national waste management strategies, the national
157 recycling and composting rates of household waste have been steadily improved,
158 while landfill rate has been gradually reduced (Appendix A).

159 The national regulations also drove the changes in waste collection and
160 classification. The Household Waste Recycling Act 2003 required local authorities
161 to collect at least two types of recyclables together or individually separated from
162 the rest of the household waste by the end of 2010; this separate collection of
163 recyclables, through the kerbside Collection Scheme, was progressively provided
164 to every household (DEFRA, 2005). This resulted in an improvement in waste
165 recycling and a reduction in landfill volume, especially the landfilled BMW
166 fraction by separating green garden waste. As results, the recycling and composting
167 share of household waste in England increased from around 10% in 2001 to 44%
168 in 2015 (DEFRA, 2016), the landfill share of MSW reduced from 84% in 1996/7
169 to 44% in 2015 (Ryu et al., 2007, EA, 2016), and the landfilled BMW in 2016
170 reduced to 21% of that in 1995 (DEFRA, 2018a).

171 *2.2. Local strategies in response to EU and England policies*

172 Nottingham is one of the core cities in England. Around two-thirds of
173 Nottinghamshire's population lives in, or close to, Nottingham. In 2016,
174 Nottingham had a population of 325,282 comprised of 135,000 households
175 occupying 7,538 hectares of land. Since the launch of ELD, a series of actions have
176 been undertaken in Nottingham to prevent unnecessary waste generation and to
177 divert waste from landfill to material recycling and energy recovery in response to
178 the EU and national policies (Fig. 1) (NCC, 2006, NCC, 2009, NCC, 2010). An

179 Integrated Waste Management Strategy based on the waste management hierarchy
180 was proposed by Nottingham City Council and Nottinghamshire County Council,
181 upon the launch of the Waste Strategy for England 2000 (NCCE, 2002). Waste
182 prevention was especially emphasised and reduction targets were set in local waste
183 management strategies (Appendix A) (NCC, 2010). Initially, sustainable MSW
184 management strategies were proposed by local government and a variety of public
185 related engagements and education were carried out to promote waste prevention
186 (Fig. 1) (NCC, 2000). However, the projects were mostly voluntary; there was no
187 legal basis for enforcing the change of consumption behaviours. It was worth noting
188 that the household waste production in Nottingham was 414 kg per capita per year
189 in 2008/09, already much lower than that in other core cities in England (NCC,
190 2010). It is possible that in the long term these initiatives may have contributed to
191 waste reduction.

192 In addition to these initiatives and waste reduction programmes, waste
193 management schemes introduced to supplement the waste management hierarchy
194 includes kerbside collection, EfW and production of RDF. Kerbside collection was
195 introduced in 2002, then the number of households served by it and the types of
196 recyclables to be collected have expanded annually (NCC, 2006, NCC, 2009). For
197 the waste that may not be recycled, alternative solutions for waste treatment other
198 than landfilling have been developed. Eastcroft EfW built in the early 1970s, was
199 retrofitted and upgraded in 1998 to generate energy from waste in the form of

200 combined heat and power. It is able to incinerate 170,000 tonnes waste per year
201 (FCC Environment, 2015). The technologies of producing RDF were introduced in
202 2009 to improve the energy recovery efficiency. These investments in waste
203 treatment infrastructure did not only reduce the amount of landfilled waste to fulfil
204 the national and EU targets, but also provide new resources for energy generation.

205 **3. Materials and methods**

206 *3.1. The definition of MSW*

207 There are various definitions of MSW (Buenrostro and Bocco, 2003, Masebinu
208 et al., 2017, Tang and Huang, 2017). MSW defined among EU members of states
209 or their municipalities may not be consistent. Indeed, the ambiguity and
210 inconsistency of the definitions may affect the way the EU directive is implemented
211 and the management progress can be compared among countries or cities
212 (Buenrostro et al., 2001, Buenrostro and Bocco, 2003, Masebinu et al., 2017).

213 MSW is generally defined as the solid waste collected by (or on behalf of) a
214 local authority from all the households and part of the industrial, commercials and
215 institutional entities, so long as the waste produced by these sources is of a similar
216 nature and composition as household waste (Burnley, 2001, Shekdar, 2009,
217 Masebinu et al., 2017). In Nottingham, MSW is defined as all the solid wastes
218 including household waste and any other wastes collected by a Waste Collection
219 Authority, or its agents, or managed by the Waste Disposal Authority (NCC, 2010).

220 Separately collected hazardous waste and healthcare waste are normally excluded
221 from the scope of MSW in all definitions. In practical, the collection of industrial
222 and commercial waste is different and separate from that of household waste in
223 Nottingham. Therefore, in this study, we take conceptualised MSW as household
224 waste (i.e. excluding hazardous, healthcare, industrial and commercial wastes), for
225 which we have been able to obtain relatively complete statistics in Nottingham and
226 assessed the MSW management performance using the household waste centred
227 targets set in the EU Directives and national plans.

228 *3.2. Data Collection*

229 Quarterly data on MSW waste collection, recycling and disposal from April
230 2006 to March 2017 (earliest and latest data available at the time for writing) in
231 Nottingham has been recorded in the WasteDataFlow Database
232 (www.wastedataflow.org). To fill the data gap between the year when ELD started
233 and 2006, around fifty related documents recorded during the period 2000-2016,
234 including meeting records and governments plans, were obtained from local
235 government websites. These documents were critically reviewed by comparing the
236 data from different sources to confirm the reliability of these documents, for further
237 understanding the transition of local MSW management after ELD came into force.
238 National statistical data was also collected to complement and/or verify the analysis

239 in this study. Detailed data and data sources used for MFA are depicted in Appendix
240 A.

241 MSW Composition in England in 2006 (Table 1) published by Department for
242 Environment, Food & Rural Affairs (2009) and local MSW Composition in 2013
243 (Table 1) recorded in an unpublished government report (NCC, 2013) were adopted
244 for our MFA in year 2006/07 and 2016/17 because the data of MSW composition
245 in these two years for Nottingham was unavailable.,

246 *3.3. Boundary for Waste Inventory in MFA*

247 The spatial boundary of the MSW management system was the administrative
248 boundary of Nottingham City Council. The temporal boundary was the statistical
249 year from April to March of the next year; for example, April 2016 – March 2017.
250 The processes analysed included in the MSW management system comprise
251 generation, collection, treatment and disposal. Waste treatment facilities were
252 identified from WasteDataFlow (www.wastedataflow.org). Reprocessing and
253 utilization of secondary materials were not included in the assessment.

254 *3.4. Historical states and alternative scenario of MSW management*

255 Three historical situations (S1 – S3) and an alternative scenario (S4) of MSW
256 management were assessed and compared to assess the transition of MSW

257 management and to facilitate the future improvement for meeting the targets set in
258 waste management regulations.

259 *S1* The historical state of MSW management in 2001/02. This was the year when
260 EU Landfill Directive put into enforcement in Nottingham and the earliest year
261 recorded the amount of waste generated and disposed. In 2001/02, weekly house-
262 to-house collection without separation was provided by the local authority (Parfitt
263 et al., 2001). Landfill was the main waste disposal method, followed by incineration
264 with energy recovery (NCC, 2005). Recyclable materials were collected at Civic
265 Amenity (CA) site (also known as Household Waste Recycling Centre) and bring
266 sites (also known as Mini Recycling Centres) (NCC, 2005).

267 *S2* The historical state of MSW management in 2006/07. This was the year
268 before the enforcement of the Waste Framework Directive and the earliest year
269 documented waste flows. In S2, waste management initiatives, such as kerbside
270 collection, bespoke bulky waste collection and material recovery facility (MRF),
271 had been introduced to separate recyclable materials at source and prepare materials
272 for recycling, but not fully implemented. Incineration with energy recovery became
273 the dominate method for the disposal of MSW, followed by landfilling. Metal from
274 bottom ash was recycled. Garden waste was separately collected and treated via
275 open windrow composting.

276 S3 The historical state of MSW management in 2016/17. This was the year with
277 the latest data at the time for analysis. Hundred percent of households were served
278 by kerbside collection. Only residual waste from MRF and fly ash from incinerator
279 were landfilled. Production of RDF had been introduced. Bottom ash was recycled
280 for aggregates.

281 S4 An alternative scenario based on the same quantity and quality of waste in S3
282 with improved source segregation and alternative waste treatment. Food waste is
283 separately collected. Textile is added into the categories of waste collected through
284 kerbside collection. AD replaces open windrow composting for treating food and
285 garden waste. Biogas from AD is utilized for power and heat generation. Residual
286 waste used to be incinerated is pre-treated in residual MRF for material recycling
287 and RDF production before incineration.

288 3.5. Selection of performance indicators

289 As listed in Table 2, five indicators based on the waste management hierarchy
290 and targets set in waste management regulations were selected to evaluate the
291 performance of MSW management in Nottingham. Waste prevention ranks the
292 highest on the waste management hierarchy and is regarded as the most desirable
293 option to divert waste from landfill (Gertsakis and Lewis, 2003); besides, reduction
294 targets are set in local waste management plans. The effectiveness of waste
295 prevention policies could be measured by calculating the waste generation per

296 capita (GPC) (Desmond, 2006). Recycling is at the second top on the waste
297 management hierarchy and recycling targets are often defined in waste regulations
298 and management strategies (EC, 1999, DEFRA, 2007). Recycling rate (RCR)
299 reflects the collective efficiency during sorting and selection steps to prepare the
300 recyclable materials for reprocessing (Zaccariello et al., 2015). Source-separated
301 collection, measured by separate delivery rate (SDR), is a critical component of an
302 effective MSW management system (Zhuang et al., 2008) and identified as the
303 effective mean in landfilled waste minimization and resource utilization; it may
304 increase the quantity and quality of well sorted waste (Rigamonti et al., 2009,
305 Zhuang et al., 2008), so as to improve RCR (Ghani et al., 2013, Tai et al., 2011).
306 Besides, recovering energy from waste which can be measured by recovery rate
307 (RECR), is another important function of MSW management (Othman et al., 2013).
308 The last option for waste management is landfill, which can be measured by landfill
309 rate (LCR).

310 Generally, smaller values on GPC and LCR or higher values on RCR, SDR and
311 RECR indicate a better performance of an MSW management system. To make the
312 research results comparable to the targets which are usually set as the recycling and
313 composting rates in waste management regulations, RCR has been adjusted to
314 combine the share of recycled and composted waste. Waste sent to residual MRF
315 is separately collected street waste, bulky waste and residual waste from CA site,
316 but they are not included in the calculation of SDR because the waste from these

317 sources are mixed waste with heterogeneous materials and the recycling potential
318 of them is low.

319 **4. Results and Discussions**

320 Fig. 2 and 3 illustrate the material flows in S2 and S3. The major improvements
321 in S3 identified are the increase of SDR and the reduction of waste sent to landfill.
322 Other notable improvements include the reduction of waste generation (from
323 129,814 tonnes to 115,170 tonnes) and the amount of incinerated waste (from
324 73,333 tonnes to 66,287 tonnes). Thus, the reduction of landfilled waste is achieved
325 by measures in all levels of waste management hierarchy. The results of MFA are
326 presented in detail in the following sections to demonstrate in what way the values
327 of those indicators are changed under the driving of waste management regulations.

328 *4.1. Waste prevention*

329 GPC increased slightly from 463 kg in 2001/02 to 466 kg in 2006/07, then
330 decreased to 361 kg in 2016/17 (Fig. 4), which was significantly lower than the
331 national level (412 kg) (DEFRA, 2018b). This contributed to the total MSW
332 reduction from 123,615 tonnes to 115,170 tonnes although population increased by
333 19.4% during the study period (Table 3). Since 2011/12, GPC was lower than the
334 target (390 kg) to be met by local government by 2025 (Fig. 4).

335 The improvement of public awareness on waste prevention played an important
336 role in waste reduction. Both national and local waste prevention programmes, such
337 as WRAP, and public education initiatives raised public awareness to reuse
338 products before their disposal. As a result, the waste generation in the city
339 significantly reduced under most waste categories and as a whole (Fig 4 and Table
340 3). The recent policy to charge for single-use carrier bags, which was introduced in
341 October 2015, reduced the generation of plastic waste as can be seen in Table 3. By
342 contrast, a notable increase in textile waste was observed during the study period,
343 which might be attributed to the development of fast fashion industry in recent years
344 (Perry, 2018, Wicher, 2016, Morgan and Birtwistle, 2009).

345 Social and economic developments are other possible factors affecting waste
346 generation and reduction in a number of ways. GPC is generally regarded as
347 positively correlated with the income, population and population density (Dahlén,
348 et al., 2009, Das, et al., 2019). The average earnings without taking inflation into
349 account increased during the study period; however, the 'real' earnings adjusted for
350 inflation have declined in every year since 2009 and are at levels last seen in the
351 early 2000s (NCC, 2015). The decrease of 'real' earnings seems potentially reduced
352 the GPC, but positive correlation between the number and percentage of workless
353 households and the GPC was observed (Fig. 4 and Appendix A). Besides, the GPC
354 declined steadily during the study period and was remarkably lower in 2016/17 than
355 that in 2001/02 and 2006/07. The GPC is not always correlated with income

356 because decoupling of income and waste generation might occur (Namlis and
357 Komilis, 2019). Some researchers also reported that the correlation between income
358 and GPC sometimes is weak in developed countries (Dahlén, et al., 2009, Passarini,
359 et al., 2011, Namlis and Komilis, 2019), even in developing countries (Miezah, et
360 al., 2015). The population and population density increased from 278,700 and 37
361 persons/ha in 2006 to 318,901 and 42 persons/ha in 2014, but they had not resulted
362 in the increase on waste generation. The average family size increased from 2.2
363 persons/household to 2.4 persons/household from 2006 to 2016. It is believed that
364 bigger family size might lead to smaller GPC (Miezah, et al., 2015). The social and
365 economic factors influence waste generation from different directions. Overall, the
366 GPC showed a decreasing trend during the study period.

367 *4.2. Separate delivery*

368 SDR in Nottingham increased from 22.2% in 2006/07 to 33.3% in 2016/17 due
369 to the introduction and expansion of kerbside collection, and resulted in the
370 improved recycling share, and a high interception of garden waste (90.0%) (Fig. 2
371 and 3). Kerbside collection has been demonstrated to be the most efficient and
372 sustainable separate collection scheme (Tucker et al., 1998, Larsen et al., 2010). It
373 was introduced to Nottingham in 2002 for separating paper at source. Thereafter,
374 the categories of material collected in the scheme and spatial extent of the scheme
375 were increased year by year. The expansion was so significant that in 2008, the

376 local authority started to offer three types of wheeled bin for waste containment to
377 households for free for separating recyclable materials and garden waste at sources
378 (Fig. 1). From 2006/07 to 2016/17, the percentage of households served by kerbside
379 collection increased from 4.7% to 100%, and the proportion of households received
380 separate garden waste collection increased from 32.7% to 74.4%. Other types of
381 containment, such as orange survival bags, communal bins, refuse bins and plastic
382 sacks were offered in areas not covered by kerbside collection but the number of
383 bring sites where recyclable materials used to be collected reduced from 88 to 17.
384 It is also noted that the quantity of street waste and other waste received by residual
385 MRF site all reduced. The improvement of source-separated collection in the past
386 decades was directly related to the implementation of kerbside collection in
387 Nottingham.

388 The SDR of textiles was very low and reduced from 5.2% to 1.3% during
389 2006/07 – 2016/17. Textile is not included in the waste categories collected by
390 kerbside collection. Recyclable textile was usually collected at bring sites and CA
391 sites. The reduction of the number of bring sites may have reduced accessibility to
392 facilities for textile recycling without replacement, as the average distance between
393 households and bring sites increased. Further, usually the second-hand textile
394 products that are reusable with minimal fixation can be accepted in charity shops,
395 rather than being brought to the recycle centres; clothes that cannot be worn any
396 longer may be put in a residual bin and sent to the incineration plant intuitively by

397 the owners, while in fact, these disposed unwearable cloth could have been used as
398 wiping and polishing cloth, or reprocessed into textile products such as nonwovens
399 and mats (Wang, 2010). Recycled polymers could be used as matrices in glass fibre
400 reinforced composites or to make producers in a moulding process (Wang, 2010).
401 Recycling textile can contribute to reduce the environmental burden compared to
402 using virgin materials (Woolridge et al., 2006). However, for the time being, the
403 increased textile waste has been used more for the energy recovery (RECR 96.90%
404 for S3, Table 3).

405 *4.3. Recycling and composting*

406 RCR in Nottingham has significantly increased from 3.4% in 2001/02 to
407 17.6% in 2006/07, then to 31.9 % in 2016/17. The values are higher when including
408 the composted waste (Table 3), but another over 5% of waste needs to be recycled
409 or composted to reach the national and local targets of recycling and composting
410 50% of household waste by 2020. The recycling and composting rate in 2016/17 in
411 Nottingham, taking recycled bottom ash into account, was equal to the national
412 level of 44.9% which excludes the recycled bottom ash (DEFRA, 2017). It is
413 possible to meet the target if separate source collection is further improved. On the
414 other hand, based on the relatively low GPC (section 4.1), we cannot exclude the
415 possibility that public awareness of prevention and reuse before recycling
416 contributed to the declined proportion of recyclable materials in MSW. The positive

417 effort in prevention is also reflected in the declined amount of glass, paper and
418 cardboard with increased RCRs.

419 The improvement of public awareness on waste recycling and the improved
420 technologies and techniques on waste collection, sorting and treatment driven by
421 the waste management regulations are the factors contributing to the improvement
422 of RCR. The combination of the kerbside collection and public education on waste
423 recycling led to the improvement of waste separation at source, especially for
424 garden waste, thus the improvement of RCR. Recycling materials from residual
425 waste through residual MRF and bottom ash utilization further improved the RCR.
426 However, the improved RCR often sacrifices the quality of secondary materials due
427 to the accumulation of hazardous substances (Kral et al., 2013), and the
428 accumulation of hazardous substances is more likely to happen when materials are
429 recycled from residual waste or bottom ash. Apart from improving the public
430 awareness on waste recycling and classification to reduce the contamination of
431 recyclables, more attention should also be paid on improving the quality of
432 secondary products rather than meeting the quantitative targets.

433 RCRs of all waste categories, except textile, were maintained if not improved
434 (based on the RCR values in S2 and S3, Table 3), although still a large fraction of
435 metal and glass were addressed to landfill or recycled as aggregates with bottom
436 ash. To further reduce the landfill volume, plans and actions relating to recycling

437 textile, glass and metal may be needed in future waste management. Unrecyclable
438 plastic materials such as plastic film, packaging waste and single-use carrier bags
439 account for a big proportion in plastic waste, making the RCR of plastics low (3.8%
440 in S2 and increased to 17.6% in S3). Most of them were treated for energy recovery
441 in both historical states of MSW management. Since plastic waste normally has a
442 high energy content, recovering energy from it is deemed to be an appropriate way
443 of disposing it.

444 Garden waste accounted for around 15% of MSW in Nottingham. It shares the
445 highest SDR among all waste categories in both S2 and S3. Most garden waste was
446 separately collected at source and sent to farm for fertilisation after being
447 composted. The adoption of composting did reduce the quantity of BMW sent to
448 landfill, but the GHG emission factor of composting is four to five times higher
449 than AD (Fong et al., 2015). Capturing methane from composters or adopting
450 advanced technology to treat garden waste is recommended for reducing the global
451 impact of waste management.

452 Processing efficiency of separately collected mixed recyclables in MRF reduced
453 from 99.6% in 2006/07 to 81.8% in 2016/17 as the kerbside collection expanded.
454 This most likely is the results of the misclassification at sources, which lead to a
455 high contamination of 14.2% in comingled recyclables. This misclassification
456 might be due to the comparatively low level of outreach or education of households

457 that were new to the extended kerbside collection scheme. This, in combination
458 with the introduction of additional types of recyclable materials and collection bins,
459 might have confused citizens regarding the ways of classifying and recycling the
460 materials. Thus, an increased portion of unrecyclable materials was mixed with the
461 comingled recyclable collections (BBC, 2017), and around 17% of the materials
462 placed into the residual waste bin were actually recyclable (Appendix A).
463 Educational campaigns combined with economic incentives or punishment to
464 improve waste classification are recommended, to improve the quality of recyclable
465 wastes and thus RCR. On the other hand, in S3, the increased misclassified
466 unrecyclable wastes were sent for producing RDF as a means for energy recovery,
467 instead of being sent to landfill. The development of new technology somewhat
468 made up for the lack of sufficient outreach in this way.

469 *4.4. Energy from waste*

470 The implementation of EfW incineration and RDF leads a high RECR in
471 Nottingham, 56.5% and 61.9% in both historical situations (Table 3). Residual
472 waste was incinerated in Eastcroft EfW for recovery energy. This has contributed
473 remarkably to reducing the volume of waste sent to landfill and played an important
474 role in improving the performance of the MSW management system in Nottingham.
475 The facility produces nearly 20 MW of thermal energy displacing non-renewable
476 methods for generating electricity and serving around 4,600 homes for heating

477 (FCC Enviroment, 2015). This contributed to the 3% of the energy consumed in
478 Nottingham in 2006, making it the most energy self-sufficient city in the UK at that
479 time (NEP, 2010). The production of RDF is considered a good way to enhance
480 energy recovery. The proportion of waste separated to produce RDF was increased
481 to 4% in 2016/17.

482 However, it is undeniable that over half of MSW in Nottingham city was directly
483 incinerated without sorting in 2016/17. Food waste made the greatest proportion of
484 the incinerated residual waste (33.4%) for energy recovery. However, food waste
485 is not suitable for incineration because its high moisture content reduces the
486 calorific value of the waste mixture (Zhang et al., 2010, Bai et al., 2012) and
487 increases the chances of incomplete combustion that produces pollutants such as
488 dioxins and carbon monoxide (McKay, 2002, Tsai and Chou, 2006). Food waste
489 may be better used for making fertilizers after composted, which also produces
490 biogas for energy production (World Energy Council, 2016). Therefore, more effort
491 should be made to separate food waste from residual waste to improve the energy
492 recovery efficiency. By doing so, the food waste is also dealt with using a more
493 favourable (composting or AD) methods based the waste management hierarchy.

494 *4.5. Landfill*

495 The improvement of recycling and recovery, also prevention, potentially
496 lead to a remarkable reduction of LCR in Nottingham from 54.7% in 2001/02 to

497 35.3% in 2006/07 and further to as low as 7.3% in 2016/17 (Table 3). In the S3,
498 only the residual waste from residual MRF that cannot be recycled or processed to
499 RDF was landfilled. It is believed that with continued improvement of separated
500 source collection to prevent cross contamination, the LCR can be further reduced
501 to approach the zero landfill target set by the Nottingham Waste Strategy 2010-
502 2030.

503 *4.6. MAF and evaluation of the alternative scenario (S4)*

504 90% of food waste and reusable textiles are assumed to be separated at source
505 considering the SDR of some waste streams, for instance garden waste, could reach
506 90%. By taking these actions, the SDR of the MSW management system can be
507 improved to 51.4% (Fig. 5). The composting of garden waste is replaced by
508 controlled AD to produce biogas in addition to fertilizer. The biogas is assumed to
509 be produce with a yield of 20% by weight, of which, 63% is methane (Zaccariello
510 et al., 2015, Turner et al., 2016). The collection of biogas for energy generation
511 may reduce the GHG like methane being directly released into the atmosphere as it
512 would be during the composting process. Residual waste is admitted to MRF first
513 to recycle materials as much as possible. In this process, 80% of recyclable
514 materials in residual waste is assumed to be recycled by considering that the
515 processing efficiency of mixed recyclables in MRF is over 80%. After separating
516 these recyclable materials, 80% of unrecyclable but combustible materials with a

517 high calorific value, namely plastics, textiles, paper and card, and 20% of
518 combustible materials with a lower calorific value, namely garden waste, food
519 waste and combustible miscellaneous are processed to produce RDF. Then the
520 remaining combustible residual waste is incinerated for volume reduction and
521 energy recovery. Non-combustible waste is sent to landfill. Bottom ash from the
522 incinerator is recycled for aggregates or road construction. In this way, the total
523 recycling and composting rate can reach 63.7% and the LCR will be reduced to as
524 low as 3.6% (Table 3). In S4, the RECR is reduced to 44.8%, 13.4% of which is
525 derived from the organic waste treated in AD. As the reduction of RECR indicates
526 only the reduction of the amount of waste treated for energy recovery, the decreased
527 volume may not be viewed as negative because the quality of waste treated in
528 energy recovery process (heating value) is expected to be improved due to the
529 production of RDF and biogas. The good results in terms of the recycling and
530 composting rate obtained by moving from S3 to S4 demonstrate a waste
531 management with better performance can be achieved by improving separating at
532 source as well as bettering sorting process.

533 *4.7. Opportunities and challenges for future improvements*

534 Waste prevention is the key to decouple the correlation between economic
535 growth and waste generation. Absolute decoupling between waste growth and
536 economic growth has not been demonstrated in Europe so far (Zorpas, et al., 2014),

537 but the reduction on the number and percentage of workless households did not
538 result in a growth of GPC in Nottingham. Waste prevention actions such as food
539 waste prevention and establishment of the reuse or exchange networks underpin the
540 waste reduction in Nottingham and should be promoted in future MSW
541 management.

542 Enhancing source separation seem to play an important role in improving the
543 performance of MSW management in Nottingham, and the public participation will
544 be the most important factor influences the MSW management. On the one hand,
545 most citizens in Nottingham have been well educated for waste minimization,
546 separation and recycling, and kerbside collection system have been well established
547 and implemented. Households are actively involved in the separation and collection
548 process. This is facilitating the separate collection of food waste and textile. On the
549 other hand, the incorporation of the separate collection of food waste changes the
550 current waste management habits of households. The willingness of public to
551 change will be a decisive factor determining the success of this strategy. The study
552 conducted by Bernad-Beltrán, et al. (2014) in Spain demonstrated a high
553 willingness to separate food waste if supportive facilities, for instance, bins are
554 provided by local authority. Besides, adding more waste categories in the kerbside
555 collection list causes confusion easily and increases the difficulty and
556 inconvenience of householders to separate waste at source. This might hinder the
557 public engagements in waste management, and potentially increase the

558 contamination of separated recyclables, hence reduce the efficiency of sorting and
559 processing and the quality of recycled materials. Therefore, public education and
560 facilities supporting source separation should be strengthened.

561 Economic development provides opportunities, as well as challenges on MSW
562 management. Local authorities in numerous countries seek partnerships with
563 private enterprises to cut the increasing cost and enhancing the efficiency of MSW
564 management (Massoud and EI-Fadel, 2002). By-products from MSW management
565 bring profits to waste management entities, but the limited market for these
566 products and the poor source separation of waste might have constrained the entry
567 of private entities into the waste management sector (Banerjee and Sarkhel, 2019).
568 At the meantime, increased separated streams requires more investment on
569 technologies, facilities and workers to treat or process them. This will increase the
570 financial burden on local government, as well as entities. Therefore, the improved
571 MSW management should be associated with the expansion and management of
572 the market for secondary products from waste management sector and cost
573 reduction measures such as ensuring the low transaction costs through improving
574 the transparency and effectiveness of market signals (Banerjee and Sarkhel, 2019).

575 To introduce MRF for the pre-treatment of the waste that was sent to incineration
576 could potentially increase the RCR by recovering recyclables from residuals waste.
577 However, the quantity and quality of recycled materials will be reduced because

578 recyclable materials are contaminated easily by mixed waste. Alternatively,
579 production of RDF might be possible to improve the RECR of the MSW
580 management system.

581 *4.8. Uncertainties and limitations*

582 National average value of the household waste composition in 2006 and local
583 waste composition in 2013 were acquired to present the waste composition in
584 Nottingham in 2006/07 and 2016/17 respectively due to the data unavailability. It
585 is acknowledged that using this data could introduce uncertainties of the MFA
586 results. The variation on waste composition might change the values of indicators
587 assessing the management on specific waste streams, for instance, paper and
588 plastics, but it does not change the results of the evaluation of the MSW
589 management system as a whole.

590 The indicators selected in this study well assessed the performance of the MSW
591 management following the rule of the waste management hierarchy and the targets
592 in waste regulation. However, they have limitations to assess the sustainability of
593 MSW management system. An MSW management system with higher RCR is not
594 necessarily more sustainable than the one with lower RCR because the actually
595 recycled secondary material is also related to the efficiency of reprocessing and the
596 replacement of primary materials (Haupt, et al., 2017). Besides, the quality of
597 recycled materials is not guaranteed with the improved RCR. Kral et al., 2013

598 pointed out that high recycling rates often contradict high product qualities. A
599 comprehensive assessment on the sustainability of an MSW management systems
600 should always be complemented with a life cycle analysis, and more attention
601 should be paid on the quality of secondary products. Even though, the improvement
602 indeed reflects a level of resources utilization efficiency that has positive
603 consequences of environmental conditions. Furthermore, the improvement of waste
604 collection and recycling system that leads to the reduction of landfilled waste is a
605 reflection of the effectiveness of the EU directives on the improvement of the MSW
606 management.

607 **5. Conclusions**

608 Since 2000, Nottingham has implemented a variety of MSW management
609 policies, regulations and infrastructure to fulfil the EU and national targets. The
610 comparison between historical states of MSW management in Nottingham suggests
611 that the policies and regulations implemented to respond to EU Directives have
612 considerably reduced the waste generation and improved the recycling and energy
613 recovery from waste for the city, but the loopholes in treating the textile waste and
614 food waste were identified. ELD only focus on the reduction of the landfilled
615 materials. Fulfilling the target does not mean the waste management system
616 performs very well. The implementation of Waste Framework Directive which
617 established the “waste management hierarchy” improved on the ELD by focussing

618 on the performance of the whole system. Nottingham City Council may now
619 consider that a more sophisticated strategy goes beyond the objective of fulfilling
620 the target of the ELD. The system can be further improved by better allocating
621 wastes in the upper layers of the waste management hierarchy and in the layers
622 where the wastes may maximise its potential to be converted into resources (energy
623 and materials).

624 Waste separation at source is the key to improve the efficiency of waste
625 treatment methods. Hence, at all layers of the waste management hierarchy,
626 effective public education and supportive facilities on waste classification are
627 recommended to accompany the expansion of kerbside collection and the future
628 separation of food waste, so as to reduce the misclassification of the recyclable and
629 recoverable materials. Besides, economic instruments should follow up to manage
630 the secondary products from waste management sector. Waste generation could
631 also be further reduced by decoupling the correlation between economic
632 development and waste generation through waste prevention actions.

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641 **Nomenclature**

642	ELD	EU Landfill Directive (EU Directive 99/31/EC)
643	MFA	Materials flow analysis
644	MSW	Municipal solid waste
645	AD	Anaerobic digestion
646	GHG	Greenhouse gas
647	BMW	Biodegradable municipal waste
648	WRAP	Waste and Resource Action Programme
649	LATS	Landfill Allowance Trading Scheme
650	RDF	Refuse derived fuel
651	EfW	Energy from Waste
652	WEEE	Waste Electrical and Electronic Equipment
653	DEFRA	Department for Environment, Food & Rural Affairs
654	GPC	Waste generation per capita
655	SDR	Separate delivery rate
656	RCR	Recycling rate
657	RECR	Recovery rate
658	LCR	Landfill rate
659	NCC	Nottingham City Council

660

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Table 1. The composition of MSW

Composition category	2006	2013
Paper & card	22.7%	14.4%
Food	17.8%	21.3%
Garden waste	15.8%	14.9%
Plastics	10.0%	8.6%
Glass	6.6%	5.5%
Metals	4.3%	3.7%
Wood	3.7%	2.7%
Textiles	2.8%	5.8%
WEEE	2.2%	2.8%
Other	14.0%	20.3%

977

WEEE: Waste electrical and electronic equipment.

Table 2. List of indicators selected

Description	Acronym	Definition	Application	Reference
Waste generation per capita	GPC	The MSW generated by each resident in a specific place (in this case is Nottingham) in a statistical year.	GPC is the quotient of the total MSW generation divided by the total population in an area. When the collection coverage is 100%, the total amount of waste generated equals the total amount of waste collected.	Makarichi et al. (2018)
Recycling rate	RCR	The ratio between the amount of waste prepared for recycling or the waste sent to producing secondary material and the total amount of waste generated.	It counts all material prepared for recycling from all sources including materials separated at source, at material recovery plant, and waste treatment and disposal plant, i.e. metal recovery from bottom ash at incineration plant.	(Haupt et al., 2017).
Separate delivery rate	SDR	The ratio between the amount of waste collected as separated streams and the total amount of waste generated.	It counts all separately collected recyclables and green waste, either alone or co-mingled. This indicator only takes the separately collected waste streams into account, without considering the quantity or percentage of waste actually addressed to recycling and recovery.	(Zaccariello et al., 2015)

Recovery rate	RECR	The ratio between the amounts of waste used for recovery options and the total amount of waste generated.	It counts waste sent to all types of treatment where energy is recovered, such as incineration with energy recovery and biogas production. Composting is usually not counted because no energy has been recovered, but landfill should be counted when landfill gas is recovered.	(Zaccariello et al., 2015)
Landfill rate	LCR	The ratio between the amount of waste disposed in landfill and the total amount of waste generated.	It counts all waste sent to landfill including the rejected and residual waste from waste treatment facilities, such as the rejected waste from composting plant, bottom ash and fly ash from incineration plant.	(Zaccariello et al., 2015)

979 Note: The sum of RCR, RECR and LCR is normally equal to or greater than 100%

980 because the waste formulating bottom ash and fly ash counted twice by RECR and LCR.

981 In calculation, the total amount of waste generated equals the total amount of waste

982 collected when the collection coverage is 100%.

Table 3. Results of the performance assessment of MSW management system for total MSW and selected classes of wastes

	Waste category	Metal	Garden	Plastics	Paper &	Textile	Glass	Wood	MSW
S1	Generated amount (t)	9,889	N/A	13,598	39,557	2472	11,125	N/A	123,615
	Percentage (%)	8.0	N/A	11.0	32.0	2.0	9.0	N/A	100.0
	GPC (kg/y)	37.0	N/A	50.9	148.2	9.3	41.7	N/A	463.0
	RCR (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	3.4 (4.6)
	RECR (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	40.7
	LCR (%)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	54.7
S2	Generated amount (t)	5,582	20,523	12,968	29,454	3,674	8,620	4,842	129,814
	Percentage (%)	4.3	15.8	10.0	22.7	2.8	6.6	3.7	100.0
	GPC (kg/y)	20.0	73.6	46.5	105.7	13.2	30.9	17.4	465.8
	Recycled amount (t)	3,599	11,171	496	9,571	193	2,672	1,935	22,831
	RCR (%)	64.5	54.4	3.8	32.5	5.3	31.0	40.0	17.6 (26.2)
	Recovered amount (t)	0	477	11,814	15,261	2,413	0	191	73,333
	RECR (%)	0	2.3	91.1	51.8	65.7	0	3.9	56.5
	Disposed amount (t)	1,983	8,875	658	4,622	1,068	5,948	2,716	45,786
LCR (%)	35.5	43.2	5.1	15.7	29.1	69.0	56.1	35.3	
S3	Generated amount (t)	4,312	16,212	10,708	16,582	7,161	6,115	4,294	115,170
	Percentage (%)	3.7	14.1	9.3	14.4	6.2	5.3	3.7	100.0
	GPC (kg/y)	13.5	50.8	33.6	52.0	22.5	19.2	13.5	361.2
	Recycled amount (t)	2,681	14,899	1,880	7,881	95	3,625	4,110	36,760
	RCR (%)	62.2	91.9	17.6	47.5	1.3	59.3	95.7	31.9(44.9)
	Recovered amount (t)	0	1122	8623	7808	6940	0	92	71,267
	RECR (%)	0	6.9	80.5	47.1	96.9	0	2.2	61.9
	Disposed amount (t)	1,631	191	205	893	127	2,490	92	8,422
LCR (%)	37.8	1.2	1.9	5.4	1.8	40.7	2.1	7.3	

S4	Generated amount (t)	4,312	41,070*	10,708	16,582	7,161	6,115	4,294	115,170
	Percentage (%)	3.7	35.7*	9.3	14.4	6.2	5.3	3.7	100.0
	GPC (kg/y)	13.5	128.8*	33.6	52.0	22.5	19.2	13.5	361.2
	Recycled amount (t)	3,149	35,079*	3,900	11,768	1,050	4,967	4,110	38,847
	RCR (%)	73.0	85.4*	36.4	71.0	14.7	81.2	95.7	33.7 (63.7)
	Recovered amount (t)	0	13,007*	6,808	4,814	6,111	0	184	51,594
	RECR (%)	0	31.7*	63.6	29.0	85.3	0	4.3	44.8
	Disposed amount (t)	1,163	0*	0	0	0	1,148	0	4,093
	LCR (%)	27.0	0*	0	0	0	18.8	0	3.6

984 Note: values in brackets () represent the quantity and percentage of recycled waste plus the composted green garden waste. *: The sum
985 of food waste and garden waste in S4. GPC: waste generation per capita, RCR: Recycling rate, RECR: Recovery rate, LCR: landfill
986 rate.

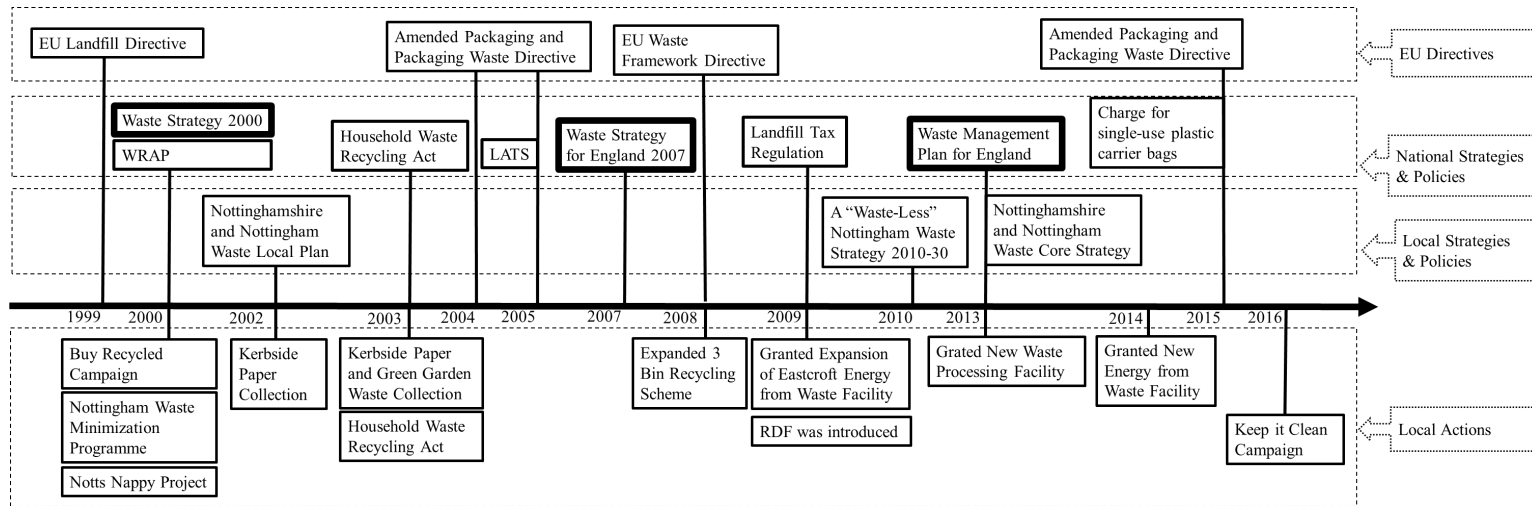
987 Fig. 1. Timeline for national and local strategies, policies and actions for waste
988 management responding to EU directives.

989 Fig. 2. Material flow analysis of situation 2. Dash lines are used to distinguish the
990 pathways of material flow. The square in bold represents the boundary of inventory.

991 Fig. 3. Material flow analysis of situation 3. Dash lines are used to distinguish the
992 pathways of material flow. The square in bold represents the boundary of inventory.

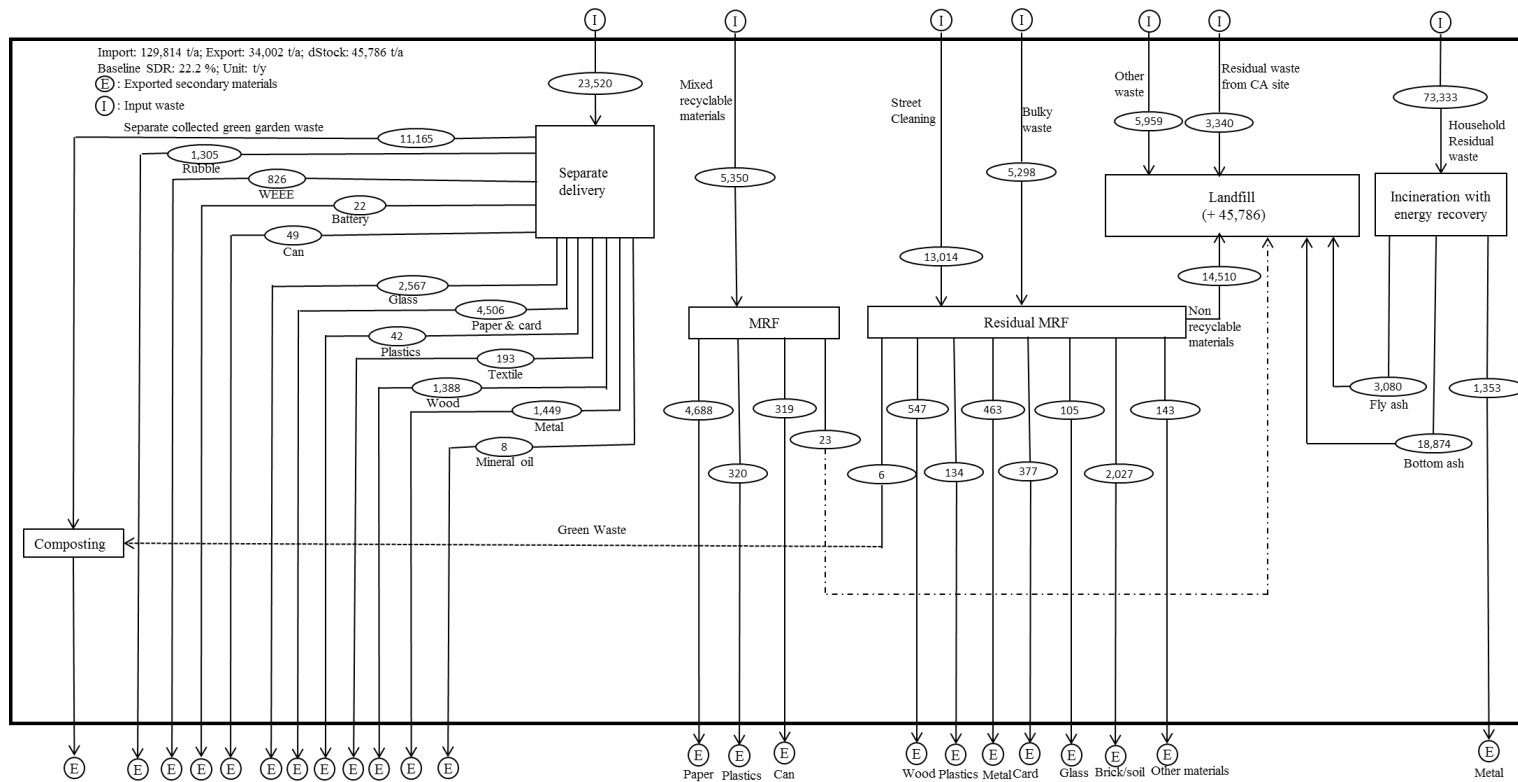
993 Fig. 4. MSW generation during 2001/02 – 2016/17 in Nottingham (Adapted from
994 Wang *et al.* 2018 with additional data).

995 Fig. 5. Material flow analysis of the future scenario. Dash lines are used to
996 distinguish the pathways of material flow. The square in bold represents the
997 boundary of inventory.



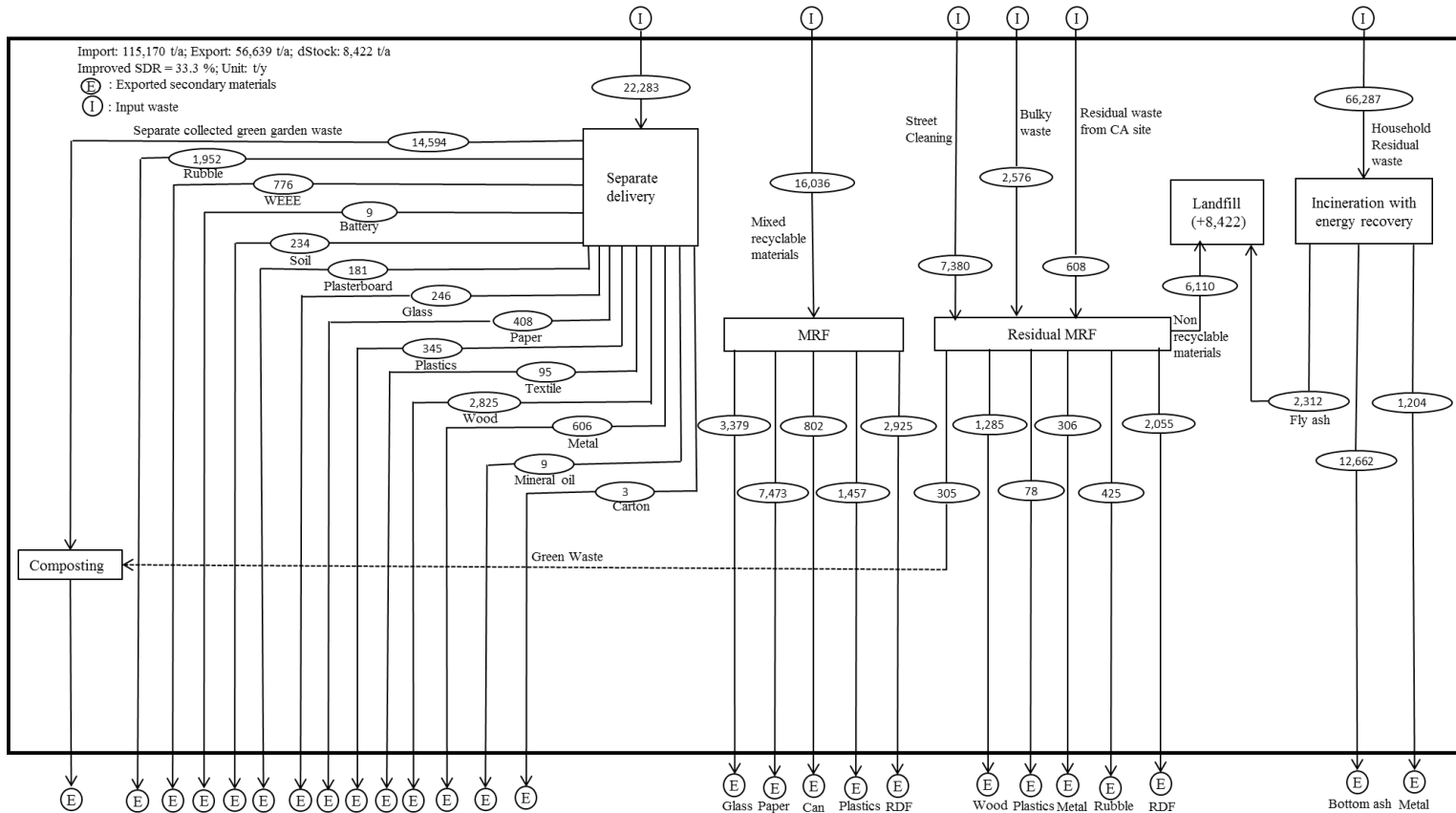
998

999 Fig. 1



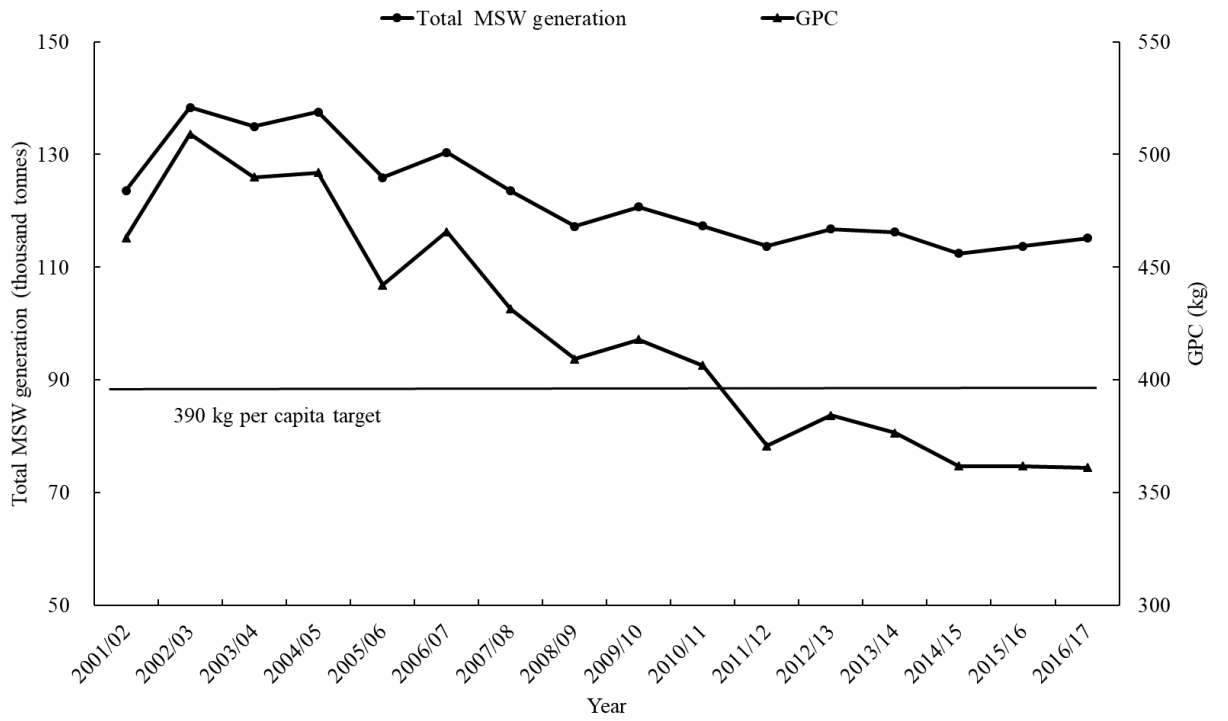
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1001 Fig. 2.



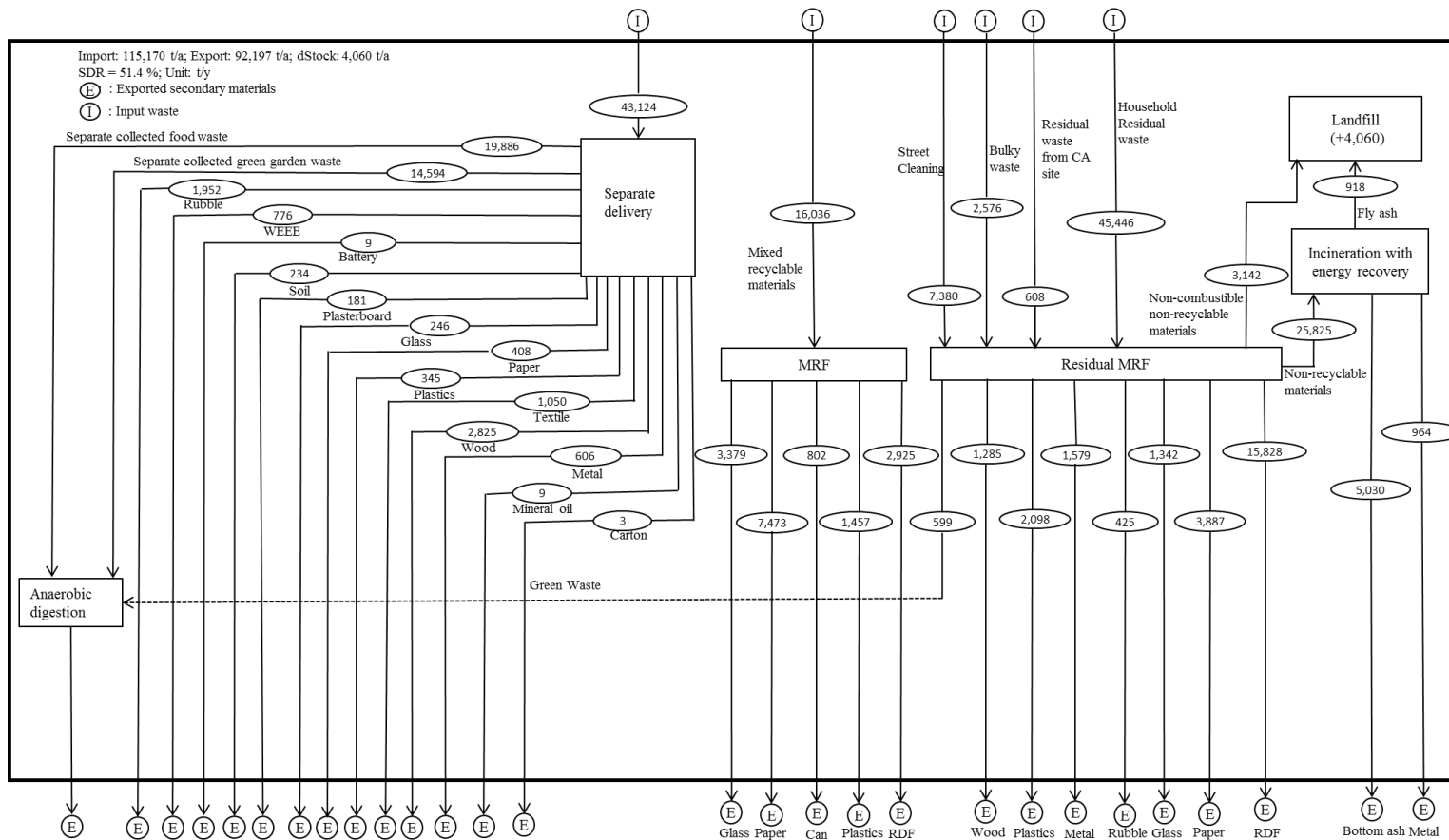
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1003 Fig. 3.



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1005 Fig. 4.



1006

1007 Fig. 5.