

# Overview of national waste prevention programmes in Europe



## The Netherlands

2021

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## General information

1	Name of the country/region	The Netherlands
2	Coverage of the waste prevention programme (national/regional)	National
3	Type of programme (stand alone or integrated into waste management plan)	Stand alone
4	Title of programme and link to programme	Afvalpreventieprogramma Nederland (Waste prevention programme Netherlands) <a href="https://www.rijksoverheid.nl/documenten/rapporten/2021/02/18/afvalpreventieprogramma-nederland">https://www.rijksoverheid.nl/documenten/rapporten/2021/02/18/afvalpreventieprogramma-nederland</a>
5	Duration of programme	2020 onwards
6	Language	Dutch
7	Development process of the programme/revision	The programme was adopted in December 2020 and published in February 2021
8	Budget envisaged for implementation of the project	

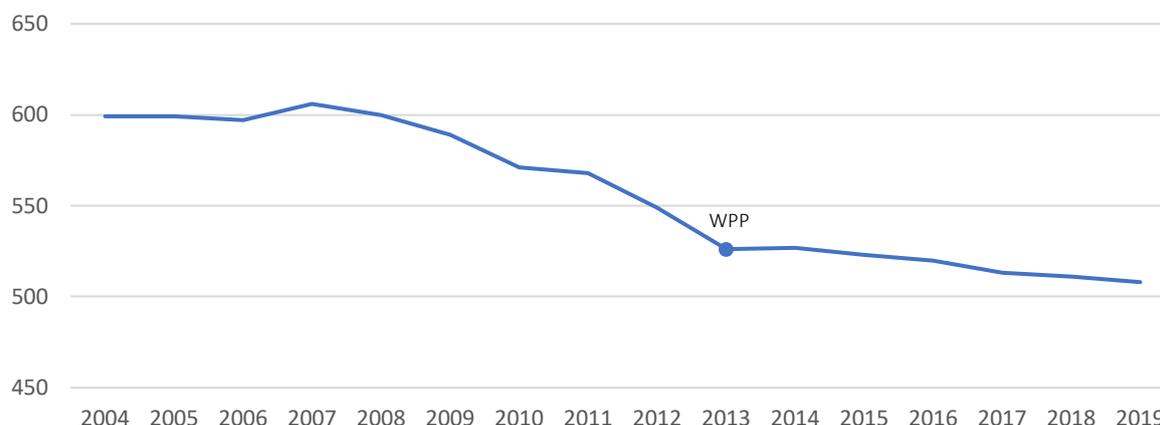
## Waste generation

The following figures illustrate the progress towards waste prevention and decoupling of waste generation from economic growth in the Netherlands.

### *Municipal solid waste*

- The generation of municipal solid waste (MSW) per capita (see Figure 1) decreased steadily between 2004 and 2019 from 599 kg to 508 kg.
- A peak was reached in 2007, at 606 kg per capita, after which the decreasing trend continued.
- The steep decreasing trend between 2011 and 2013 was probably influenced by the global financial crisis that developed shortly before this period.
- Overall, the average Dutch MSW generation of 557 kg per capita is above the European average of 489 kg per capita/year.
- The first Dutch waste prevention programme (WPP) came into force in 2013 and, although MSW generation is influenced by many factors (population, household expenditure), the prevention measures in that WPP may partially explain the decreasing trend in waste generation from 2013 onwards.

Figure 1: Municipal waste generation in the Netherlands (kg per capita), 2004-2019

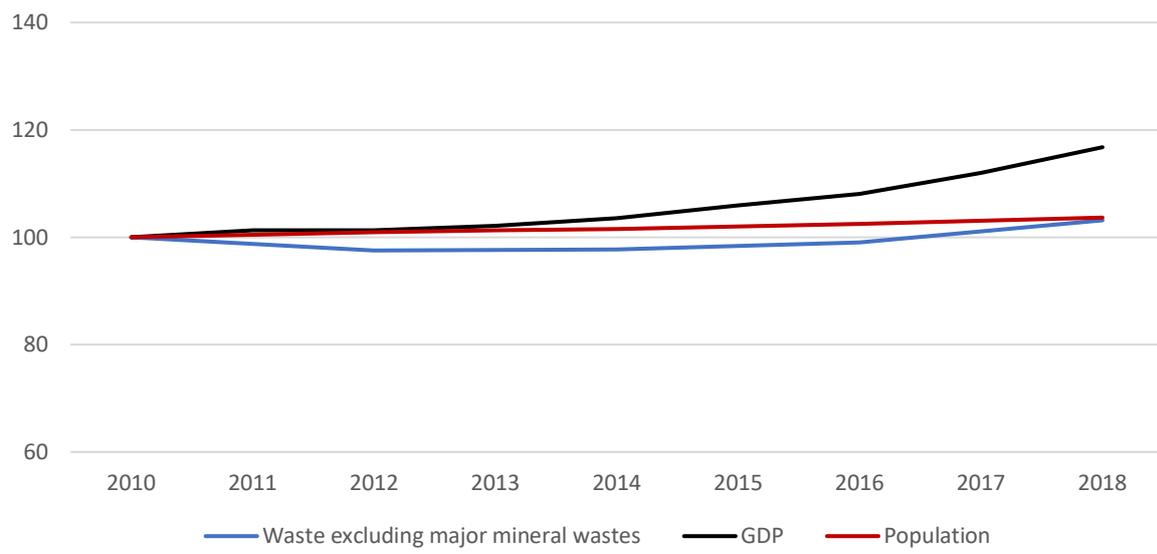


Source: Eurostat Circular Economy Monitoring Framework.

### *Total waste*

- Total waste generation in the Netherlands decreased between 2010 and 2014 and followed an increasing trend after 2016 (see Figure 2).
- A different trend can be observed for the Netherlands GDP, which increased steadily between 2010 and 2018.
- Although a longer time series is needed to confirm any conclusions on decoupling, the Netherlands does not seem to be on track to completely decouple total waste generation from economic growth, although a partial decoupling has been achieved since 2018.
- A link between waste generation and population growth, which has increased slightly, cannot be observed.
- In contrast to MSW, the measures within the Netherlands' first WPP, which were implemented in 2013, resulted in a slight increase in total waste generation.

Figure 2: Development of waste intensity, Netherlands, 2010-2018 (2010 = 100)



Source: Eurostat Circular Economy Monitoring Framework.

## Waste prevention programme

### Objectives and priorities

<p>1. Waste prevention objectives of the programme: quantitative objectives (waste reduction) and qualitative objectives (reduction of hazardous substances/environmental impacts)</p>	<p>The objective is a shift towards a circular economy, handling natural resources as efficiently as possible and ensuring the lowest possible environmental impact (WPP, p. 6)</p> <p>Strategic goals:</p> <ol style="list-style-type: none"> <li>1. Raw materials in existing chains are put to high-quality use. This increase in efficiency can lead to a reduction in the demand for raw materials in existing chains (p. 9)</li> <li>2. Wherever new raw materials are needed, fossil fuel, critical and unsustainably produced raw materials should be replaced by sustainably produced, renewable and widely available raw materials (p. 9). The aim is to avoid the use of critical materials, on the one hand, and, on the other hand, to preserve the materials available in the economy and thus prevent them from being lost as waste (p.11)</li> <li>3. New production methods should be developed, new products designed and areas redesigned (p. 9)</li> </ol> <p>Further goals:</p> <ul style="list-style-type: none"> <li>• reduce waste and the use of raw materials (p. 6)</li> <li>• introduce measures to reduce the pollutant content in materials and products that lead to increased use of secondary raw materials, as the materials remain available for further use (p. 6)</li> <li>• motivate producers and consumers, remove obstacles, promote new forms of financing and build knowledge and experience (p. 10)</li> <li>• introduce and expand circular procurement processes in central government (p. 10)</li> <li>• lower CO<sub>2</sub> emissions — the government uses mechanisms to encourage the market to invest in products and services with lower CO<sub>2</sub> emissions and more recycling</li> </ul>
<p>2. Sectors covered</p>	<ul style="list-style-type: none"> <li>• Construction and infrastructure</li> <li>• Manufacturing</li> <li>• Households</li> <li>• Private service activities/hospitality</li> <li>• Public services</li> </ul>
<p>3. Priority waste types</p>	<ul style="list-style-type: none"> <li>• Food/organic</li> <li>• Construction and demolition waste</li> <li>• Hazardous waste and critical raw materials</li> <li>• Packaging</li> <li>• Waste electrical and electronic equipment/batteries manufacturing waste</li> <li>• Bulky waste</li> </ul>
<p>4. Target groups</p>	<p>Business, knowledge institutes, nature and environmental organisations, governments, trade unions, financial institutions and other civil society organisations (p. 9)</p>

### Targets, indicators and monitoring

1. Indicators proposed	
2. Quantitative targets	<ul style="list-style-type: none"> <li>• The total volume of waste should not exceed 61 million tonnes by 2023 and 63 million tonnes by 2029 (p. 5)</li> <li>• The government has set an intermediate goal of reducing primary material input (minerals, fossils, and metals) by 50 % by 2030 (p. 9)</li> <li>• Food waste per capita is to be halved by 2030 compared with 2015 (p. 15)</li> <li>• By 2024, 20 % less plastic shall be used than in 2017 (p. 20)</li> </ul>
3. Monitoring of programme	<p>The Dutch Environmental Agency (PBL) monitors, together with seven other knowledge institutions, the transition to a fully circular economy by 2050 and the progress towards the intermediate goal of halving the use of primary abiotic raw materials by 2030</p> <p>The work programme is divided into five work packages: reporting, transition monitoring, raw material and impact monitoring, scenario analysis and modelling, and policy evaluation. Waste prevention and reuse activities and other waste prevention issues such as the use of substances of very high concern and critical materials are considered</p>
4. Evaluation of the programme	N/A

## Prevention measures

Prevention measures implemented in accordance with Article 9 of the Water Framework Directive

Table 1: Specific waste prevention measures structured in accordance with to Article 9 of the Waste Framework Directive

<p>Promote and support <b>sustainable consumption</b> models</p>	<p>Through the RPCE, the Netherlands is focusing on three strategic goals:</p> <ol style="list-style-type: none"> <li>1. Raw materials in existing chains are put to high-quality use. This increase in efficiency can lead to a decrease in the demand for raw materials in existing chains</li> <li>2. When new raw materials are needed, fossil fuel, critical and unsustainably produced raw materials are replaced by sustainably produced, renewable and widely available raw materials. This makes the economy not only more future proof but also less dependent on fossil fuel sources and their imports. In addition, natural capital is preserved</li> <li>3. Developing new production methods, designing new products and redesigning areas. The government is also promoting new types of consumption. This leads to additional chains that give the desired reduction, exchange and reuse added impetus</li> </ol>
<p>Encourage the design, manufacturing and use of products that are <b>resource-efficient, durable</b> (including in terms of life span and absence of planned obsolescence), <b>repairable, reusable</b> and <b>upgradeable</b></p>	<p>The CIRCO programme offers entrepreneurs tools to design their product or service and their business model in a circular way. By (re)designing products, services and business models, reuse and repair can be considered in the design phase (p. 14)</p>
<p>Target products containing <b>critical raw materials</b> to prevent those materials become waste</p>	<p>On the initiative of the government, extended producer responsibility (UPV) was introduced in the Netherlands for electrical and electronic equipment, batteries and accumulators, end-of-life vehicles, tyres and packaging (p. 10)</p>
<p>Encourage the reuse of products and the setting up of systems promoting <b>repair</b> and <b>reuse activities</b>, including in particular for electrical and electronic equipment, textiles and furniture, as well as packaging and construction materials and products</p>	<p>The programme ‘From Waste to Resource’ (VANG) supports pilot projects on how the different building blocks of a circular economy centre can best work together. Circular economy centres are central points where citizens can take products for reuse, repair or recycling (p. 14)</p> <p>Tools and materials are available at repair cafe venues to carry out all kinds of repair work on, for example, clothes, furniture, electrical appliances, bicycles or toys. The number of cafes affiliated to the Repair Café Foundation increased from 160 to 668 in the period 2013-2017 (p. 14)</p>

	As part of the transition agenda for the construction sector, the government and market participants are working on a material passport. A material passport contains information about the quality and origin of materials. This makes it easier to reuse materials in the event of demolition or renovation (p. 14)
Encourage, as appropriate and without prejudice to intellectual property rights, the <a href="#">availability of spare parts, instruction manuals, technical information</a> , or other instruments, equipment or software enabling the repair and reuse of products without compromising their quality and safety	
<a href="#">Reduce waste generation</a> in processes related to industrial production, extraction of minerals, manufacturing, construction and demolition, taking into account <a href="#">best available techniques</a>	The planned material passport contains information about the quality and origin of materials. This facilitates the reuse of materials in the event of demolition or renovation. In the Concrete Accord, manufacturers, customers and contractors have agreed to work together on sustainability (p. 14)
<a href="#">Reduce the generation of food waste</a> in primary production, in processing and manufacturing, in retail and other distribution of food, in restaurants and food services, as well as in households as a contribution to the UN Sustainable Development Goal to reduce by 50 % per capita global food waste at the retail and consumer levels and to reduce food losses along production and supply chains by 2030	The national agenda on food waste reduction ‘Samen Tegen Voedselverspilling’ consists of four lines of action, in which different measures are taken (p. 15): <ol style="list-style-type: none"> <li>1. monitoring and impact: measure progress quantitatively</li> <li>2. working together against food waste in the chain: joining forces, networks and and knowledge to better implement (existing) solutions</li> <li>3. together against food waste at the consumer level: sustainable behavioural change among households</li> <li>4. changing the rules: initiate or adapt laws and instruments, so that they contribute to the development of the circular economy</li> </ol>
Encourage <a href="#">food donation</a> and other redistribution for human consumption, prioritising human use over animal feed and reprocessing into non-food products	Financial incentives are set to encourage food donation; Food donations are tax deductible for companies, i.e. they can deduct the donation from their profits to reduce corporate income tax, as long as the food is no longer suitable for the market and the value of the donation stays within the limit of 50 % of EUR 100 000 of the total profit <sup>(1)</sup>

(1) [https://menosdesperdicio.es/sites/default/files/documentos/relacionados/food\\_redistribution\\_in\\_the\\_eu.pdf](https://menosdesperdicio.es/sites/default/files/documentos/relacionados/food_redistribution_in_the_eu.pdf)

<p>Promote the <a href="#">reduction of the content of hazardous substances</a> in materials and products, without prejudice to harmonised legal requirements concerning those materials and products laid down at EU level, and ensure that any supplier of an article as defined in point 33 of Article 3 of Regulation (EC) No 1907/2006 of the European Parliament and of the Council provides the information pursuant to Article 33(1) of that regulation to the European Chemicals Agency as from 5 January 2021</p>	
<p><a href="#">Reduce</a> the generation of <a href="#">waste</a>, in particular waste <a href="#">that is not suitable for preparing for reuse or recycling</a></p>	<p>With the Plastic Promise, the government has made agreements with other parties to prevent littering. This includes festival organisers and food and beverage producers agreeing to switch to reusable cups and deposit systems as far as possible to prevent litter at festivals (p. 18)</p> <p>In the Netherlands, there is a ban on the free distribution of plastic carrier bags. In addition, the Packaging Management Regulation 2014 stipulates that a deposit system applies to plastic bottles. This is extended to small plastic bottles (p. 17)</p> <p>For products made of single-use plastic, manufacturers must bear the costs of informing consumers about the availability of reusable alternatives, the environmental impact of waste and appropriate waste management systems as part of the implementation of Directive (EU) 2019/904 (p. 17)</p>
<p><a href="#">Identify</a> products that are <a href="#">the main sources of littering</a>, notably in natural and marine environments, and <a href="#">take appropriate measures to prevent and reduce litter</a> from such products, where Member States decide to implement this obligation through market restrictions, they shall ensure that such restrictions are proportionate and non-discriminatory</p>	<p>To implement the Marine Strategy Framework Directive, a package of measures consisting of six clusters is being carried out for the North Sea:</p> <ol style="list-style-type: none"> <li>1. agenda setting and awareness raising</li> <li>2. beaches (e.g. the Clean Beaches Green Deal)</li> <li>3. river basins (e.g. the Directorate-General for Public Works and Water Management's litter collection programme)</li> <li>4. maritime (e.g. the implementation of the Port Reception Facilities Directive in the Prevention of Marine Pollution from Ships Act)</li> <li>5. fisheries (e.g. the Fisheries Green Deal)</li> <li>6. plastic products (e.g. the voluntary reduction of emissions of microplastics in cosmetic products)</li> </ol> <p>For rivers, additional work is being done on a monitoring strategy, mapping plastic litter hotspots, developing pilots and testing collection systems, tackling littering behaviour on riverbanks and developing an approach with managers and users along riverbanks (p. 16)</p>

<p>Aim to halt the generation of marine litter as a contribution towards the UN Sustainable Development Goal to prevent and significantly reduce marine pollution of all kinds</p>	<p>Under the Clean Beaches Green Deal, various organisations and communities have committed to keeping their beaches clean (p. 18)</p>
<p>Develop and support information campaigns to raise awareness about waste prevention and littering</p>	<p>Through the VANG ‘Huishoudelijk Afval’ programme, the national government works together with municipalities on waste separation, waste prevention and closing material chains. Among other things, the programme contributes to reducing the amount of household waste</p> <p>The ‘Waste at School’ programme targets the reduction of waste in schools. Behavioural science knowledge is applied in practical projects. Knowledge is shared with professionals in municipalities, schools and companies through courses and online tools and knowledge products (p. 17)</p> <p>Waste prevention-related campaigns serve to raise consumers’ awareness of the environmental impact of waste materials and offer perspectives for action by providing more sustainable alternatives</p> <p>Information is provided by, for example, Milieu Centraal and Voedingscentrum and the campaign ‘Iedereen doet wat’ (Everyone does something). In the programmes for littering, household waste and industrial waste, scientific behavioural knowledge is translated into practical measures for municipalities and the business community. In addition, knowledge about the circular economy is integrated into training courses at knowledge institutions, in secondary vocational education and in higher vocational education (p. 11)</p>

Additional implemented prevention measures, not covered by Article 9 of the Waste Framework Directive

A Dutch extended producer responsibility scheme for electrical and electronic equipment, batteries and accumulators, end-of-life vehicles, tyres and packaging (UPV) has been introduced (p. 10)

## Food waste generation

### *Food waste generation*

The generation of food waste in the Netherlands shows a decreasing trend. In 2010, Dutch households generated around 795 000 tonnes of food waste per year on average (48 kg per person). In 2016, households generated 700 000 tonnes of food waste (41 kg per person), and in 2019 around 590 000 tonnes of food waste were generated (34 kg per person). This is a decrease of about 25 % in 9 years <sup>(2)</sup>.

### *Measures to prevent food waste*

A food waste challenge was launched in 2019. Using a large-scale approach and specific solutions, gastronomers, hotels and restaurants were able to reduce their food waste by 21 % (p. 16).

Since 2019, businesses and companies can receive individual advice on how to minimise food waste. The solutions and innovations found are actively shared with other companies and lead to less food waste (p. 16).

The consumer campaign '#wastefree' launched in 2019 had the main theme 'Best Before'. By better managing the best-before date, the average Dutch person can save about 5 kg of food waste each year. To make the difference even clearer, the #Verspillingsvrij campaign continued in 2020 with TV and online coverage explaining the difference between 'use by' and 'best before' dates on food labels and giving tips on how to use them (p. 16).

The #WasteFree week each September aims to inspire Dutch people to produce less waste through challenges (p. 16).

The initiative 'United Against Food Waste' was launched in 2018 in the Netherlands by the Taskforce Circular Economy in Food, which comprises many companies, research institutes, civil society organisations and government bodies. The task force aims to reduce food waste in the Netherlands by half by 2030 compared with 2015. The Dutch Ministry of Agriculture, Nature and Food Quality provides a budget of EUR 7 million over a 4-year period to support this objective via investments in innovation, research, monitoring and education <sup>(3)</sup>.

For a more comprehensive mapping of country efforts to prevent food waste, please visit the [European Commission's Food Loss and Waste Prevention Hub](#).

## Reuse of products

### *Data*

With regard to the Commission Implementing Decision ([https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv%3AOJ.L\\_.2021.010.01.0001.01.ENG&toc=OJ%3AL%3A2021%3A010%3ATOC](https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv%3AOJ.L_.2021.010.01.0001.01.ENG&toc=OJ%3AL%3A2021%3A010%3ATOC)), this section will be updated by the EEA accordingly.

Article 9 of the revised Waste Framework Directive (WFD) requires Member States to monitor reuse using methodology to be developed by the Commission. Until now, no comparable data exist that would allow assessing progress towards reuse.

### *Measures to support reuse*

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<sup>(2)</sup>

[https://www.voedingscentrum.nl/Assets/Uploads/voedingscentrum/Documents/Professionals/Pers/Persmappen/Verspilling%202019/VC\\_Synthesis%20report%20on%20food%20waste%20in%20Dutch%20households%202019.pdf](https://www.voedingscentrum.nl/Assets/Uploads/voedingscentrum/Documents/Professionals/Pers/Persmappen/Verspilling%202019/VC_Synthesis%20report%20on%20food%20waste%20in%20Dutch%20households%202019.pdf)

<sup>(3)</sup> <https://www.wur.nl/en/newsarticle/Dutch-agenda-against-food-waste-aims-to-cut-food-waste-by-half.htm>

In 2016, the Cabinet launched a pilot project involving coalitions with municipalities, waste collectors, and recycling and repair companies. This stakeholder collaboration aims to encourage reuse of products by updating second-hand shops, and reinforcing the repair and restoration culture through, for example, repair cafes <sup>(4)</sup>. In 2019, the very first repair cafes were launched in Amsterdam. Along with other contributors, the informative website ‘repaircafe.org’ has been developed, where 514 repair cafes are listed <sup>(5)</sup>.

Furthermore, a circularity hub has been established in the city of Groningen, which is an incubator space for circular small businesses and start-ups, an information centre, repair hubs and second-hand shops next to the waste delivery stations <sup>(6)</sup>.

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<sup>(4)</sup> *A circular economy in the Netherlands by 2050*, p. 67.

<sup>(5)</sup> <https://www.repaircafe.org/>

<sup>(6)</sup> <https://www.houseofdesign.nl/en/toolkit-circularity-hub-applied/>

## Best practice examples

### *Circular Friesland*

The province of Friesland launched Circular Friesland, an association of public and private partners focusing on the five main sectors: circular agriculture, circular plastic, organic waste streams, construction, and saline agriculture. In collaboration with the national government and the Waste Fund, a national test centre for plastics was launched in 2018 improving techniques for sorting, recycling and reusing plastic packaging. The centre also organises awareness-raising activities on the circular economy <sup>(7)</sup>.

### *The 'Fronrunner project' (Koploperproject)*

The city of Groningen supports small and medium-sized enterprises (SMEs) in the transition towards a circular economy. In 2019, the municipality initiated the 'Fronrunner project' (Koploperproject) to support SMEs in the implementation of more sustainable and circular business models. During a 1-year period, expert advisers define a 'sustainability profile' for companies, on which the company establishes an action plan and a communication strategy. The project envisages networking events to promote the exchange of experiences and the creation of a permanent network among members.

Between eight and 15 companies and SMEs are involved with this project along with six municipalities (Het Hogeland, Groningen, Oldambt, Stadskanaal, Westerkwartier, Westerwolde), the province of Groningen, banks and educational institutions. Since 2015, six projects have been carried out in the province of Groningen with around 65 participants, with two special projects on village houses and the food chain <sup>(8)</sup>.

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<sup>(7)</sup> <https://www.oecd-ilibrary.org/sites/fdda19f3-en/index.html?itemId=/content/component/fdda19f3-en>

<sup>(8)</sup> <https://www.oecd-ilibrary.org/sites/fdda19f3-en/index.html?itemId=/content/component/fdda19f3-en>

## Links to the circular economy

Waste prevention is an integral part of the comprehensive transformation towards a circular economy. It reduces not only the input of natural resources into the economy but also the efforts required to collect and recycle waste.

Approaches to improving circularity are often linked to successful waste prevention. The following table shows which circular strategies are explicitly integrated into the Dutch waste prevention programme

Topic	Addressed in the programme	Comments
Eco-design	Yes	An example of one of the main goals of sustainable production and consumption
Repair, refurbishment and remanufacture	Yes	For example, by the establishment of repair cafes
Recycling	Yes	For example, by the introduction of deposit-refund systems
Economic incentives and finance	Yes	For example, tax deductible food donations
Circular business models	No	
Eco-innovation	Yes	For example, by research and innovation through the Knowledge and Innovation Agenda Circular Economy (KIA-CE)
Governance, skills and knowledge	Yes	For example, through the CIRCO programme