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Государственная политика в сфере обращения с отходами

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Аннотация: Статья посвящена политическим аспектам управленческой деятельности в сфере утилизации отходов. Представлена сложившаяся ситуация с отходами производства и потребления, показаны существующие экономические, правовые и морально-психологические механизмы реализации экологической политики. Государственный интерес к проблеме отходов стал заметен лишь к концу XIX века, когда в городах начали возникать схемы сбора, вывоза и захоронения отходов на свалках. Эта система фактически без изменения просуществовала до наших дней, и только сейчас начинается ее модернизация. Рассматривается специфика государственной политики в сфере обращения с коммунальными отходами. В настоящее время резко выросло количество отходов, для их захоронения потребовалось выделять огромные территории. Кроме того, существенно изменился состав отходов. При добыче полезных ископаемых на поверхность выносятся минеральные вещества, которые не являются типичными для данной местности, а коммунальные отходы стали содержать заметный процент искусственно созданных веществ, особенно пластиков. Таким образом, отходы стали важнейшим загрязнителем окружающей среды, заметно усилилось их влияние на здоровье населения. Показаны экологические предпосылки возникновения социального недовольства и даже конфликтов, которые начинают приобретать политический характер. Раскрыта деятельность органов власти по реализации экологической политики, показаны ее приоритеты и иерархия решаемых задач в этой области. Обозначены узкие места в эколого-политической линии государства, произведен анализ тенденций развития деятельности в сфере обращения с коммунальными отходами. Отмечено, что лица, принимающие хозяйственные решения, часто игнорируют политический аспект проблемы. Показана деятельность органов исполнительной власти по реализации основных требований государственной экологической политики.
Ключевые слова: отходы производства и потребления, экологическая политика, коммунальные отходы, иерархия обращения с отходами, мусоросжигание, эколого-политические конфликты, зеленая экономика

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STATE POLICY IN THE SPHERE OF WASTE MANAGEMENT

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Abstract: The article is devoted to the political aspects of waste management. The present situation with production and consumption wastes is presented in existing economic, legal and moral-psychological mechanisms for implementing environmental policy are shown. State interest to the problem of waste became evident only towards the end of the 19th century when schemes of collection, removal, and burial of waste in landfills began to appear in cities. This system actually remained unchanged until the present day, and only now its modernization begins. The specifics of state policy in the sphere of management of municipal waste are considered. The quantity of waste has increased sharply; it was necessary to allocate huge territories for their burial. In addition, the composition of waste has changed significantly. When minerals are mined, mineral substances that are not typical for a given area are taken out to the surface, and municipal waste began to contain a noticeable percentage of artificially created substances, especially plastics. Thus, waste became the most important polluter of the environment, its influence on public health significantly increased. Ecological prerequisites for the emergence, social discontent and even conflicts, which are beginning to acquire political character, are shown. The activity of the authorities on the implementation of environmental policy is disclosed; its priorities and hierarchy of tasks to be solved in this area are also described. Bottlenecks in the eco-political line of the state are indicated. It is noted, that those who make economic decisions often ignore the political aspect of the problem. The activity of the executive authorities on the implementation of the main requirements of state environmental policy is demonstrated.
Keywords: production and consumption waste, environmental policy, municipal waste, waste management hierarchy, incineration, environmental and political conflicts, green economy

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Introduction

Waste management activities have traditionally been considered as one of the types of economic activity. The increasing in mass, volume, and composition of waste required an environmental assessment of the waste management process and, starting from the second half of the 20th century, the sphere of waste management became a subject of interest and attention for politicians. Waste from the local issue becomes a global civilizational problem. Anthropogenic civilization was formed in a quasi-natural way. Such ideology was based on the recognition of the need to have power over nature, the primacy of activities to transform nature. The policy of states was built on the basis of this ideology, regardless of the type of socio-economic relations and the form of political system. Today, humanity reaps the fruits of such a policy, facing the sharp deterioration in the quality of the environment, the emergence of global and many local environmental problems.

The advantages of modern civilization have created an environmental time bomb, which can lead to devastating consequences and even to the death of mankind. It is a tremendous interference in the processes of self-regulation in the biosphere, exceeding the ecological capacity of territories, and colossal anthropogenic pressure on nature. Waste management is only one of the manifestations of economic activity, which increasingly acquires political color. Historically, the recycling of waste was viewed as a manifestation of the communal-household function of the society, the realization of which occurs in the process of purification, i.e. collection and disposal of garbage from urban areas. Disposal of waste primarily meant their removal from facilities, development of processing, extraction of secondary resources, and it was not considered as an instrument of state regulation. Until recently, this function was not identified with a negative impact on the environment and human health, as well as not with economic losses in the form of lost profits from the non-utilization of secondary resources.

Environmental safety

Ensuring the environmental safety of the society involves the application of economic, legal, political, organizational, informational, and moral mechanisms. The main thing is that they all have to be in a single complex, to be interconnected and interdependent. Traditionally, it is believed that the primacy in this activity belongs to the economy. After all, economic activity is the basis of life, mankind cannot stop production, and it is unthinkable without waste.

State interest to the problem of waste became evident only towards the end of the 19th century when schemes of collection, removal, and burial of waste in landfills began to appear in cities. This system actually remained unchanged until the present day, and only now the "garbage" revolution begins: a radical change in attitude towards the problem of waste. This situation is explained by the fact that the need for a favorable environment until the middle of the twentieth century was on the periphery of the vital interests of society, waste was of a natural essence and could be included in the natural cycle of substances, and the need for resources was largely met through their direct removal from nature.

At present, the situation has changed radically. The quantity of waste has increased sharply; it was necessary to allocate huge territories for their burial. Annually around 25· tons of waste is generated in the world. Almost half of it is accounted to the countries of the "golden billion". According to the World Bank forecasts, "by 2025 "garbage production" will increase up to 2.2 billion tons or up to 1.4 kg per day per inhabitant (or 511 kg per year)"[1]. In addition, the composition of the waste has changed significantly. When minerals are mined, mineral substances that are not typical for a given area are taken out to the surface, and municipal waste began to contain a noticeable percentage of artificially created substances, especially plastics. Thus, waste became the most important polluter of the environment, its influence on public health significantly increased.

"The production of waste in the Russian economy is 3.4 billion tons per year, including 2.6 billion tons a year of industrial waste, 700 million tons a year of liquid waste from poultry and livestock, 35-40 million tons/year of solid waste, 30 million tons/year from sewage treatment plants"[2]. Despite the fact that solid domestic waste (in Russia they are called "solid municipal waste" – SMW, and in the EU "municipal waste" – MW) in percentage terms occupies a small place among other types of production and consumption waste, namely to the management of these types of waste are closely watched by the population and authorities. About one and a half thousand SMW landfills are operated in Russia; only 8-10% of them comply with sanitary norms. Virtually all waste disposal sites represent environmental hazard: they disrupt the natural landscape, cause soil pollution, pollute underground and groundwater, atmospheric air, and serve as a source of biological pollution and epidemiological hazards. It is also impossible to discount the negative moral and aesthetic impact of waste on a modern man.

Municipal waste management

An analysis of trends in the development of activities in the field of municipal waste management shows that the measures taken by the state give only partial results.

Economic mechanisms are stalled due to the unresolved number of problems, in particular, the issue of ownership of waste and the transfer of property rights in the collection, storage, and disposal of waste. The question about the price of recycling remains open, it is

1 State report "On the state and protection of the environment of the Russian Federation in 2015" // http://www.mnr.gov.ru/gos-doklad-eco-2015/

2 State report "On the state and protection of the environment of the Russian Federation in 2015" // http://www.mnr.gov.ru/gos-doklad-eco-2015/

known that the most environmentally friendly methods are the most expensive. There are no clear ideas about the structure and financing of the waste processing industry. The principles of public-private partnership in this field of activity have not been developed yet. In this area, mainly small and medium-sized businesses operate, which gives limited investment opportunities. There are also problems with corruption in the sphere of waste processing.

A legal field for the operation of waste processing has been established in the country. Federal laws "On Environmental Protection", "On Production and Consumption Waste", as well as codes and laws on water, land, forest resources, mineral resources, atmospheric air, and many others have made it possible to form the legislative basis for activities in this field. However, the effectiveness of legal regulation in the sphere of municipal waste management remains low. First of all, legal norms are effective only in conditions of social and economic stability in a society; secondly, most of the Russian laws are laws of indirect action, i.e. they require the development of a whole loop of by-laws that are often prepared very slowly; thirdly, some requirements are not worked out, they are the wishes of the legislators and are weakly correlated with the existing situation in the society; fourthly, the provisions of a number of norms do not have adequate financial and material support; fifthly, the activities of the supervisory bodies are not effective; sixthly, weak legal knowledge among managers and low legal culture of workers in this field. The lack of development of many legal aspects is visible from the existing judicial practice.

For example, there is no certainty in the Russian legislation that "the notions 'products' and 'waste' are delineated, the issue of material mishandling to the categories of goods or waste is not resolved, and there are no clear legal delineations of these concepts" [Yurchenko, 2017. P. 30]. Such questions are the subject of legal proceedings.

The municipal waste management system needs improvement. It's not a secret that federal, regional and local authorities recognize that the existing waste management system cannot ensure the quality and efficiency of services. There are many state and municipal programs designed to solve the problem of municipal waste, but often the desired result is not achieved. The main reason for the weak effectiveness of the measures taken is the absence of the unified management structure that regulates all stages of waste management. Commercial waste is handled by commercial organizations themselves, as well as various structures of municipal and state administration. As a result we have the lack of the integrated approach, when the problem of one of the waste management stages is not solved successfully and the planned final result cannot be achieved. A vivid example: the failure of separate waste collection programs. More than ten years ago in Moscow, an experiment on separate waste collection began. Authorities installed reversed vending machines, which took plastic bottles and aluminum cans – containers for separate waste collection, but there was no further working movement of these waste, and as a result they still went to the landfills. Currently, in Moscow, most of the municipal waste settles in landfills, after the waste sorting stations, on which part of the secondary resources are extracted. In fact, there is no industrial infrastructure in the country that allows including recoverable materials into the economic circulation. At the same time, it should not be forgotten that industrial processing requires a significant guaranteed and continuous flow of waste. Tariff policy, as well as high cost of lending, does not allow achieving self-sufficiency in waste processing. A serious obstacle to enhancing the effectiveness of the management system is the presence of administrative barriers. One of them is parochialism when different regions or municipalities cannot agree on joint actions in this area. First of all, this concerns the work on the elimination of accumulated environmental damage. The administrative barriers include an unclear division of responsibilities between entities, the rigidity of public-private partnership mechanisms, the inaccuracy of data on the number and structure of municipal waste, the problems of technical regulation and environmental oversight.

Ecological culture and waste management

A weak point in the waste management system is the low level of ecological culture. The existing system of education, upbringing, and information makes it possible to convey to the majority of population the dangers for the environment, for the health of population brought by accumulation and disorderly handling of waste generated in households and in industrial production. However, this knowledge is not realized in practice. In society, there is not just a gap, but a colossal gap between theory and practice. Everyone understands the need for separate waste collection, but no one knows where to put glass containers, paper waste, and obsolete household appliances. As a result, everything falls into one heap. In fact, there is no work to create the need for services in the population related to rational waste management. It is necessary to form an ecological culture, which will create the basis for fundamental psychological shifts in the public consciousness. Unfortunately, psychologists are not interested in such problems.

Experience with waste is forgotten. At the Yalta Economic Forum, the special representative of the President of Russia, Ivanov S., said: "Up to 50% of paper waste was recycled in the Soviet Union, now it is 7%" [Ecology as priority..., 2017. P. 20]. The experience of industrially developed countries that have already solved many urgent problems of waste disposal is poorly introduced.

The foregoing allows us to conclude that, despite the measures taken by the authorities and civil society structures, the problem of environmental pollution with production and consumption waste remains acute. Environmental problems generate social discontent and even conflicts, which are increasingly beginning to acquire a political character. The population and various social organizations are increasingly appealing to the authorities, demanding to resolve these problems.

Until recently, only the issues of radioactive waste management were clearly political. But today the problem of pollution with a waste from all types of anthropogenic activity has come to its full height before the power structures in all countries of the world. Waste management activities are becoming one of the most important environmental and political problems in most industrialized countries. The political leadership of Russia is aware of the importance of environmental problems and began to actively use political mechanisms to solve this growing problem.

The main political documents that determine the environmental policy of the Russian State are: "The Fundamentals of State Policy in the Field of Ecological Development of Russia for the Period until 2030" and "The Strategy for Ecological Safety of the Russian Federation for the Period until 2025". These documents formulate the main directions of the policy in the sphere of waste management. Analyzing the state of environmental pollution, it is stated: "Over 30 billion tons of production and consumption waste were accumulated as a result of past economic and other activities. Based on the results of the examined territories, 340 objects of concentrated harm to the environment were identified, which are also a source of a potential threat to life and health of 17 million people.

Annually about 4 billion tons of production and consumption waste are generated, 55-60 million tons of which are solid municipal waste. The amount of waste that is not involved in the secondary economic turnover increases, as a result, it will be located in landfills and dumps, which leads to the withdrawal of productive agricultural lands from circulation. About 15,000 authorized waste disposal facilities occupy a total area of about 4 million hectares, and this territory is increasing by 300,000-400,000 hectares annually"[3]. "The amount of waste, that is not involved in the secondary economic turnover and directed to disposal, is increasing. At the same time, the conditions for storage and disposal of waste do not meet the requirements of environmental safety"[4]. It also indicates that any economic activity, including that in the field of waste management, must be based on mandatory assessment of the planned impact on the environment, and also based on the principle of presumption of environmental hazard.

These documents identify the main external and internal challenges and threats to the country's environmental security. In the sphere of waste management, the following challenges and threats are recognized as politically significant: "An increase in the volume of generation of production and consumption waste with a low level of their utilization; the presence of a significant number of objects of accumulated harm to the environment, including territories exposed to radioactive and chemical pollution"[5].

Legal framework in the field of waste management

The implementation of the political line in this sphere was reflected in the creation of an appropriate legal framework. The federal law "On Amendments to the Federal Law "On Production and Consumption Waste" and Certain Legislative Acts of the Russian Federation"[6] was adopted, which created the basis for fundamental changes in the sphere of waste management. Within the structure of the new legal framework, by-laws and other regulatory documents are adopted that allow the organization of a new municipal waste management system and solve many problems for preserving the natural environment and human health. The burden of waste management is gradually moving to the level of the regions, primarily in the organization of activities for the collection, transportation, handling, utilization, neutralization and disposal of waste, in regulating the activities of regional operators, and in developing territorial schemes for handling waste. The powers of the local self-government bodies are clarified taking into account their financial capabilities and maximum consideration of the population's needs for relevant services. The reliance on the principles of "green economy" assumes the use of the best available technologies in working with waste. "Public policy plays a crucial role in creating incentives for investing in renewable energy. Time-based incentive methods (primarily incentive tariffs, direct subsidies and tax incentives) are able to increase the attractiveness of renewable energy investments by improving the relationship between risk and return. The recycling of materials and energy from waste is becoming more profitable, and this trend will continue, as waste becomes increasingly valuable resources" [Shilov, 2016. P. 37].

A legislative basis for implementing the principle of manufacturer responsibility has been created. Now the manufacturer is responsible for all stages of the product lifecycle and should not only ensure the normal operation, but also ensure its disposal in case of its loss of consumer qualities. The manufacturer organizes the disposal of used products or pays the appropriate environmental fee. These requirements also apply to packaging, which should encourage manufacturers to develop and use its most

3 "The strategy for ecological safety of the Russian Federation for the period up to 2025". (approved by the Decree of the President of the Russian Federation of April 19, 2017 No. 176) // http://www.kremlin.ru/acts/bank/41879

4 "The fundamentals of the state policy in the sphere of Russia's environmental development for the period until 2030" (approved by the President of the Russian Federation on April 30, 2012) // http://base.garant.ru/70169264/

5 "The strategy for ecological safety of the Russian Federation for the period until 2025". (approved by the Decree of the President of the Russian Federation of April 19, 2017 No. 176) // http://www.kremlin.ru/acts/bank/41879

6 "On Amendments to the Federal Law "On Production and Consumption Waste" and Certain Legislative Acts of the Russian Federation" on December 31, 2017, No. 503-FZ // http://www.consultant.ru/cons/cgi/online.cgi?req=doc&base=LAW&n=286766&fld=134&dst=1000000001,0&rnd=0.6308747969538757#0

environmentally friendly types. Unfortunately, the size of the environmental fee in the cost of the final product for many manufacturers is so small that it does not serve as an incentive for the organization of waste processing. "This is a task for the state regulatory bodies, which must ensure that the rates of environmental fee encourage manufacturers (importers) to fulfill their responsibilities" [Alentsin, 2017. P.8].

The tasks of the waste management activities are to phase out the disposal of waste that has not been sorted, mechanically and chemically treated, and waste that can be used as a secondary raw material. There is a ban on the disposal of certain types of waste containing useful components in its composition. Besides, such practice is being implemented in the US and EU countries. At the same time, practitioners call out the issues that are not sufficiently developed in the new regulatory acts. The ban on burial will lead to the need for enterprises to pay "for not always rational use of this waste, for obtaining a product that is irrational in terms of supply and demand" [Obukhova, 2017. P. 84].

The priorities of the state policy are formulated and the hierarchy of activities in this sphere is determined: maximum use of primary products and raw materials; prevention of waste generation; reducing waste generation and reducing the hazard class of waste in the sources of their generation; waste treatment; recycling; neutralization of waste.[7]

The modern state environmental policy of Russia clearly defines the social and environmental challenges and threats that arise from the increase in the volume of generation of production and consumption waste with a low level of their utilization, the presence of a significant number of objects with accumulated harm to the environment.

At the same time, it should be noted that a number of measures, the implementation of which could reduce the danger posed by waste, are not clearly defined in political documents. As noted above, waste management functions are distributed among many administrative structures. In the expert community, the idea was repeatedly expressed that it is necessary to create "a single federal body regulating the sphere of waste management" [Paklin, 2017. P. 73].

Therefore, naturally rises the question of creating an administrative body in the vertical hierarchy that implements political tasks and carries out an integrated approach to managing the sphere of waste management. It does not have to be a special ministry, agency or service. This may be the direction of a strategy or a federal program designed to implement the state's political line. This directorate must have appropriate finances, be able to coordinate regional and municipal programs, implement investment programs within the framework of a public-private partnership.

Conclusion

Any political document reflects the actual aspirations and interests of a certain group of people; at the same time, it is always aimed at the future. But the pace of socio-political changes is constantly growing, and this leads to a loss of relevance of political demands. The roadmaps developed by the Government are rapidly becoming obsolete, the amendments to the laws introduce corrections into the legal field, corresponding to the realities of today and not always working for the future. In the political sphere of Russian society, there is no effective mechanism to documentary actualize the political line of the state. And the existing political parties do not actually play a significant role in determining state environmental policy. This is clearly seen in the example of political programs of presidential candidates, who are going to participate in the elections on March 18.

According to the Constitution of the Russian Federation, the President determines the political line of the country's development. It must act in the interests of the entire population of Russia and the political line that he offers must reflect the needs and interests of all or the vast majority of the country's citizens. However, if we analyze policy in the environmental sphere, we can see that the main provisions of this policy, primarily in the sphere of waste management, contradict the interests of businessmen. Measures taken by the state in this sphere put a significant barrier on business, which it cannot always shift to the customer. The absence in the political documents of clear orientation to various social groups gives rise to the ground for social and political discontent and conflicts.

The situation is further aggravated by the fact that decision-makers often ignore the political aspect of the problem. A vivid illustration of this is the situation around the decision on garbage incineration. Let us remind you that in 2008 a decision was made to build several plants in Moscow for sorting and thermal recycling of garbage.[8] The decision was not published, but the essence of it was the subject of publications in the mass media and discussions in society. It is known, that the situation arose right before the election, the initiative was attributed to the party of power and Mayor Luzhkov Y. M., it is understandable that almost all opposition parties, "green" movements, among which Greenpeace was most active, could not help using the problem for their own benefit. The Moscow authorities did not explain to people the need for such a solution of the garbage problem and did not carry out the necessary explanation in the mass media. Opponents of garbage incineration spoke about the real danger of this process for the population, but they forgot to say, that the data cited refers to the initial stages of the operation of such plants and that safe technology for garbage incineration that is successfully used abroad have been developed

7 Federal Law No. 89-FZ of 24 June 1998 (with amendments and additions) "On production and consumption waste" // http://www.consultant.ru/document/cons_doc_LAW_19109/

8 Decree of the Government of Moscow dated April 22, 2008, N 313-PP "On the development of the technical base of the city's municipal waste management system in the city of Moscow" // http://www.garant.ru/products/ipo/prime/doc/289703/

previously. The ecological situation obtained the sort of a political conflict, the rating of the party of power began to decrease; authorities were eager to save the situation, as a result, the above decree was denied. The solution to the problem hung in the air, and the garbage dumps continued to grow. In fact, there are many technologies that make it possible to obtain a useful product safely from waste. One of such mechanisms is Wastewood technology, the introduction of which allows to significantly reduce the costs at all stages of waste management, it is preferable for reclamation of closed SMW landfills [Mkhitarov, 2017. P. 47].

The situation is repeated nowadays. Since last summer, the public was focused on the situation around the Kuchino landfill site in Balashikha, outside Moscow; the complaint was made during the "Direct Line" with President Putin V.V. The local authorities practically did not react to the protests of the local citizens. Only after the President's interference, the landfill site was closed and reclamation work began. In other words, President's will was required to activate the local executive power. Protests of the population against the construction of new and the expansion of existing landfills, only exacerbated during the election campaigns of the authorities. The Internet is flooded with information about pickets, rallies, blocking of traffic arteries by citizens protesting against the corresponding decisions of local authorities. Here are just a few addresses: Osintsi, Kirov region; Karabash, Chelyabinsk region; Kirzhach, Vladimir region; Togliatti, Tatarstan. And this list can be continued.

The situation in the Moscow region is especially acute. According to the RBC agency: "The volume of municipal waste, which is annually used for recycling in the suburbs, is 11.7 million tons. According to the regional Ministry of Ecology, 3.8 million tons are generated by the region and 7.9 million tons by Moscow. Since 2013, 24 of 39 landfills have been closed in the region, 70 million tons of waste have been disposed in the remaining 15, and their resources are almost exhausted".[9] Taking into account the international experience, the authorities of the Moscow region decided that the only possible solution was the construction of plants for the thermal processing of waste. The Government of the Russian Federation supported these proposals. The plants must be built according to Japanese technology, which practically excludes the entry of harmful substances into the environment. At present, Japan is the world leader in the development of technologies for thermal garbage utilization. By developing combustion technologies, in Japan, they switched from direct combustion to technologies for gasification of solid municipal waste.

The main arguments of the protesters are: it is necessary not to burn garbage, but to organize its separate collection. But no one is against separate collection. Indeed, it is necessary to burn it only after sorting the waste into fractions. There is a fear that not the new, but obsolete factories and technologies will be sold. It can be countered, only if all information about the transaction will be open to the public. The effectiveness of regional and public environmental control should be based on a modern system of environmental monitoring, which should be established at these enterprises.

The uniqueness of the current situation is that most of the SMW comes to the region from Moscow. Practically, it is the only metropolitan city, which does not process its waste. The system of separate collection, disposal of SMW in Moscow is far from perfect.

The scandal is growing around the statement from the head of the Ministry of Natural Resources, Donskoy S., who suggested closing garbage chutes in multi-story buildings. This measure is supposed to encourage citizens to separate waste collection. Indeed, such measures were adopted in Lithuania, but such an action was carried out on a wave of euphoria about joining the EU and did not cause a noticeable protest from the local citizens. If this will be done in Moscow, then we can surely say that in the next elections in the city there will be a new mayor.

In late January of 2018, Prime Minister Dmitry Medvedev signed the Strategy for the Development of Industry for Recycling, Utilization, and Disposal of Waste Production for the period until 2030. It sets measures for the establishment of the state-supported industry of waste processing.

The implementation of environmental policy presupposes active operations from the subjects: state and municipal authorities, business structures, and the country population.

9 https://www.rbc.ru/society/14/11/2017/5a0a9ba39a79474dbf168a05

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